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The Past, Present and Future of Noncredit Education in California

California Community College Noncredit Offerings

Prepared by:
San Diego Continuing Education
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SAN DIEGO
CONTINUING
EDUCATION



The Past, Present and Future of Noncredit Education in California

The Past, Present and Future of Noncredit Education in California is a publication of San Diego Continuing Education (SDCE), the noncredit division of the San Diego Community College District. The California Community College Noncredit Offerings Survey was conducted in partnership with the California Community College Chancellor's Office (CCCCO) Educational Services.

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Disclosures

Survey data do not include institutional size or demographics and are not disaggregated by site or region; therefore, interpretation of survey data is limited to a statewide summary of the findings. SDCE Office of Institutional Effectiveness supports use of survey data for benchmarking effective educational practices and for targeting and monitoring progress in quality improvement. This report is in the public domain. Authorization to reproduce it in whole or in part is granted.



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Introduction to the Study

The California Community College system is the largest in the nation with 2.1 million students attending 114 colleges (“CCCCO Home Page,” 2017), 67 percent of the students are of diverse ethnic backgrounds (“California Community Colleges Key Facts,” 2016), and in 2014, 9.3 percent were enrolled in noncredit courses (Harris, 2016). Noncredit or adult education programs include various segments of higher education and have used terms such as extension, extended-day, part-time, adult, evening classes, and continuing education to describe these programs (“Noncredit at a glance,” 2006). Adult noncredit education as part of the community colleges is included as a secondary mission to its primary mission of academic and vocational instruction, and according to Education Code Section 66010.4 (“California State Legislature Education Code,” n.d.), includes:

- > The provision of remedial instruction for those in need of it and, in conjunction with the school districts, instruction in English as a second language, adult noncredit instruction, and support services which help students succeed at the postsecondary level are reaffirmed and supported as essential and important functions of the community colleges.
- > The provision of adult noncredit education curricula in areas defined as being in the state’s interest is an essential and important function of the community colleges.
- > The provision of community services courses and programs is an authorized function of the community colleges so long as their provision is compatible with an institution’s ability to meet its obligations in its primary missions.

Noncredit programs primary purpose is to provide those “18 years or older with pre-collegiate-level knowledge and skills they need to participate in society and the workforce” (“Restructuring California’s Adult Education System,” 2012) and serve the needs of the most underserved and non-traditional students by providing flexibility in course schedules and locations; noncredit enrollment eliminates financial barriers for students due to the zero costs and fees to attend along with the struggles these students may have in navigating the complicated financial aid process (“The Reemergence of Noncredit in the California Community Colleges,” 2016), thus noncredit programs provide for the most underserved members of our communities. In addition, programming and services are closely aligned with both Student Equity (SE) and Student Success and

Support Program (SSSP) plan objectives in support of students enrolled in elementary and secondary basic skills, English as a second language, courses for persons with substantial disabilities, citizenship for immigrants, parenting, and short-term vocational classes.

With the equalization of Career Development and College Preparation (CDCP) noncredit program funding with credit FTES funding along with statewide decline in FTES, many colleges have begun intensive noncredit program development and expansion. By the spring of 2016, dozens of institutions had contacted San Diego Continuing Education (SDCE), the noncredit division of the San Diego Community College District, for guidance on how to build out their noncredit offerings.

It has become clear that with new initiatives and funding for noncredit, growth for California community colleges may increasingly center upon the expansion of adult education, and resources for colleges' programming and operational infrastructure questions were not yet available. Therefore, it was concluded that in order to support our colleagues around the state, exploratory research was critical in providing insight into adult education in California.

The following key action items constitute the framework and intent of the report:

- > Address the need to document the past structure and growth of adult education in California through an in depth historical study.
- > Determine the current state of noncredit programming in California and any immediate plans by the community colleges for increase in noncredit offerings through a survey of instructional experts at each of the community colleges and institutions statewide.
- > Explore recommendations for moving forward, both in future research and the future of community college noncredit education.

SDCE is creating the context and baseline data for subsequent surveys and reports, along with recommendations for the future of noncredit adult education research and practice to inform state enhancements in support of noncredit program growth. By exploring the history along with the current state of noncredit programs, services and students, we look towards supporting the mission of the community college, the most underserved population, and advocating for its future in California.

An Abbreviated History of Noncredit Education in California

We must study our past to chart a positive direction for our future. As a basis for the recommendations for noncredit program development and expansion in this report, this chapter provides an abbreviated history of adult education in California and the United States from 1856 to 2016.

The California Department of Education (CDE) and the United States Department of Education (USDOE) have documented and archived the history of adult education. CDE published a history of California adult education in 2005, and the USDOE completed its most recent historical study of adult education in 2013. (“Meeting the challenge: A history of adult education in California,” 2005; “An American heritage—Federal adult education: A legislative history 1964-2013,” 2013).

Since the birth of adult education, the federal government has played a role in supporting state-administered adult education programs. However, federal government was minimally involved in state-administered adult education programs until ratification of the Economic Opportunity Act (EOA) of 1964. For the past fifty years, federal and state agencies have worked in concert with professional adult education associations in their advocacy for increased accountability, standardization,

and centralization. As a result, adult education practitioners now work collaboratively across districts and institutions to develop thoughtful plans, report outcome data, and meet ambitious objectives.

California adult education traces its beginnings to the early 1850s, and through the years, it has been an important part of the state’s educational system. Evening classes serving the educational needs of immigrants expanded through the decades into diverse educational programs to meet changing populations and the challenges of society. In California, adult education has been offered by a wide range of providers, most notably the adult schools in the public school system and the noncredit programs in the community colleges that in 1967 became a separate entity.

During the Great Recession (2008-2014), California adult education experienced catastrophic setbacks and positive advancements. This chapter explores the landmark legislation, organizational transformation, and curricular developments that assist California educational leaders invested in the expansion of adult education in response to recent equalization of state funding for Career Development and College Preparation certificate programs.

The Gold Rush and Birth of a State: The Origins of Adult and Vocational Education

In 1848, Mexico and the United States of America signed a treaty to end the Mexican-American War, which gave the United States control over the territory that comprises the present Southwest region of the country, including present day Arizona, California, Colorado, Texas, New Mexico, and Utah (“California Admission Day September 9, 1850,” 2016).

Several days earlier, on January 24, 1848, gold had been discovered on the American River near Sacramento, sparking the start of the Gold Rush and precipitating rapid American westward migration. The national debate over slavery and the ensuing gold rush hastened California’s admittance to the Union. The exponential increase in population, caused by the Gold Rush, created a pressing need for civil government and public education (“California Admission Day September 9, 1850,” 2016).

In 1849, Californians sought statehood and, after heated debate on slavery in Washington, California entered the Union as a free (non-slavery) state by the Compromise of 1850. California became the 31st state on September 9, 1850 (Starr, 2007). This date is known as California Admission Day. Ever since, the Golden State’s rich history has been shaped by people of every ethnic background who traveled to California seeking economic, social, and educational opportunity (“California Admission Day September 9, 1850,” 2016).

The United States Department of Education’s Adult Education Office report titled *An American Heritage: Federal Adult Education, A Legislative History, 1964-2013*—reports the federal government provided federal funding for adult education since the birth of the nation. The earliest federally supported adult education came

in the form of math and military skills training for soldiers in the Continental Army, using the “General Welfare” clause in the U.S. Constitution. Albeit modest, this appropriation marked the entry of federal government support of adult education (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). Adult education for military and civilian employees has operated in various forms since the 1700s. Federal funding for nonfederal employee adult education and training began with the ratification of the Ordinance of 1787 and the first Morrill Act, passed in 1862.

The Morrill Act of 1862 was the first major federal effort to expand the federal government’s role in state-administered adult education programs. This legislation designates specific vocational programs authorized to receive land grants, which were awarded to states for the development of the public state colleges. The federal government mandated that colleges to be awarded grants must focus on workforce development for adult learners in two employment sectors: agriculture and mechanical arts (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). The University of California was founded in 1868 in Berkeley, born out of a vision in the State Constitution of a university that would “contribute even more than California’s gold to the glory and happiness of advancing generations” (“About UC Berkeley,” 2016).

California Department of Education’s (CDE’s) adult history project (2005), *Meeting the Challenge—A History of Adult Education in California: From the Beginnings to the Twenty-First Century*, reports that adult education began in California in 1856 during the state’s infancy. The first recorded adult school opened in 1856 under the authority of the San Francisco Board of Education (SFBOE) using state financing (“Beginnings - California Adult Education History,” 2005). Serving a

largely immigrant population, the first adult school provided programming in elementary-level academic subjects with a focus on literacy and numeracy skills and vocational pathways in areas such as drafting and bookkeeping. During the mid-1800s, California immigrants came primarily from Italy, Ireland, and China. John Swett, a pioneer adult educator and the first principal of San Francisco's adult evening school from 1868 to 1871, persuaded the school district's governing body to offer adult education courses and programs at zero cost to students. Swett can be attributed for implementing tuition-free adult education in California, a tradition that has endured for over 150 years ("Meeting the challenge: A history of adult education in California," 2005).

Through the remaining decades of the nineteenth century, most major California municipalities developed diverse adult education programs. Sacramento started to offer English as a second language (ESL) to Chinese adult students in 1872. Adult school programs in the present state capital expanded to include a wide array of academic subjects, bookkeeping, and electrical science. During the 1880s, Los Angeles, Oakland, and San Jose began providing adult education programming to their residents with a particular emphasis on immigrant populations. In 1898, the first recorded adult school for female students opened in Los Angeles. By the close of the century, adult evening schools had become institutionalized as elementary, vocational, and Americanization centers ("Meeting the challenge: A history of adult education in California," 2005).

The Progressive Era: The Legal Foundations of Adult and Vocational Education

Reform efforts throughout the early 1900s professionalized secondary, adult, and vocational education in California. In 1902, an amendment to the California Constitution authorized the development of public secondary schools. In 1910, an additional provision to the state constitution mandated state funding for high schools. "The concept of free public education has come of age, and adult education was part of it" ("Meeting the challenge: A history of adult education in California," 2005, p. 3). At the national level, similar trends emerged with ratification of the compulsory education acts in all states, with Mississippi becoming the last state to codify mandatory free public education in 1918 (Button & Provenzo, 1983; Cremin, 1961).

In *Board of Education v. Hyatt* (152 Cal. 515), the legitimacy of adult evening schools came before the courts after California Superintendent of Public Instruction, Edward Hyatt, denied funding for SFBOE's Humboldt Evening School, established in 1896. California Supreme Court ruled in favor of SFBOE and ordered Hyatt to provide funding to adult education programs, thereby guaranteeing the right of evening adult schools to exist as a separate entity entitled to state financial support. In 1912, a similar case, *San Francisco v. Hyatt* (163 Cal. 346), affirmed the four-hour minimum day required for state funding of evening adult schools ("Meeting the challenge: A history of adult education in California," 2005).

Also, in 1910, Fresno Junior College (currently named Fresno City College) became the state's first community college, which ultimately transformed adult noncredit education in the California.

The college's history began in 1907, when C. L. McLane, the superintendent of schools for the city of Fresno, identified a need for post-secondary education for the residents of San Joaquin Valley. The first class consisted of 20 students and three faculty (Fresno City College Facts & History, 2016). Public junior colleges initially were designed to teach the first two years of university study. In 1917, training in mechanical arts, agriculture, civic engagement, and commerce were added to their mission (Bruno, Burnett, & Galizio, 2016).

Throughout the Progressive Era (1890-1920), American politicians, journalists, professionals, and volunteers engaged in reform campaigns to address a variety of social problems associated with industrialization and immigration. Women activists, mainly from privileged backgrounds, emphasized advocating for a greater role for women in public life while championing the need to Americanize immigrant women (Cohen, 2016; Evans, 1997). In the tradition of national Progressive women leaders like Jane Adams, leading female California reformists advocated for adult education to facilitate the Americanization of recent immigrant populations. Mary S. Gibson, a member of the California Commission on Immigration and Housing, asserted the need to educate foreign-born women as a critical component of assimilating immigrant families ("Meeting the challenge: A history of adult education in California," 2005).

Two additional steps taken by the California state legislature supported the expansion of adult education and reaffirmed the mission to serve disadvantaged immigrant student populations: (1) The Home Teacher Act of 1915 permitted local school boards the authority to hire teachers to work with (predominantly female) adult students in their homes to learn about American standards of nutrition, hygiene, sanitation, and



The first recorded adult school in California opened in 1856 under the authority of the San Francisco Board of Education using state financing.

—From the "Beginnings: A history of adult education in California," 2005.

housekeeping. These teachers also provided guidance on the American political system and the citizenship process; (2) the Part-time Education Act of 1919 reinforced California's commitment to adult education by mandating that schools provide continuing education for minors and basic education for adults ("Meeting the challenge: A history of adult education in California," 2005).

The federal government also became involved in state-administered adult education programs with funding reserved for adult literacy programs. The ratification of the U.S. Immigration Act of 1918 assisted public educational institutions that offered English language, history, government, and citizenship programs for immigrants working toward naturalization. Since the birth of the nation, states frowned upon federal intervention in local education matters, but many states, including California, were willing to support the federal government having a limited role, and accepted funding in exchange for textbooks and other curriculum materials (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

Passage of the Smith-Lever Act of 1914 established the Cooperative Extension Service and legislated matching federal funds with state, local, and/or institutional monies for the first time. Grants were awarded to adult education programs focused on four basic skills program categories: farming, marketing, family living, and community development (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). The historic roots of basic educational skills programs for adults are more difficult to trace than the roots of workforce development programs, which the federal government first supported with funding under the Morrill Act of 1862. "This is due in part to lack of general agreement about the meaning of the term 'basic skills' and in part to inclusion of basic education components in

programs initiated for other purposes" (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The success of the Morrill Act of 1862 prompted progressive reformers to mobilize federal support for vocational programs at the high school level. This pressure culminated in passage of the Smith-Hughes Act in 1917, which provided federal grants to be matched by state funds to support occupational training in vocational program areas, including: agriculture, home economics, trades, and industries. Subsequent amendments expanded program areas to include health careers, fishery trades, national defense, and office job skills (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). The Smith-Lever and Smith-Hughes Acts ushered new funding for adult and vocational education, a federal commitment that would continue to rise throughout the twentieth century.

America's Transition to a World Power: The Professionalization of Adult and Vocational Education

By 1920, E. R. Snyder, the first Commissioner of Industrial and Vocational Education, reported the number of adult evening schools in California had grown to 33. This growth in adult education programs is attributed largely to another Progressive reformer, Ethel Richardson, who served as Assistant Superintendent of Public Instruction in charge of Americanization. Richardson notably penned a practitioner's guide, titled *Discussion of Methods for Teaching English to Adult Foreigners* and successfully advanced a 1921 law requiring local school boards to establish Americanization classes when 20 or more adults requested them. This 1921 law remains a part of the California Education Code (Section 52540) ("Meeting the challenge: A history of adult education in California," 2005).

Leon Richardson, Director of the University of California's Extension Division, became increasingly involved with adult education reform efforts at the national level and helped spearhead the organization of the American Association of Adult Education in 1926. That same year Richardson authored a *State Plan for Adult Education*. As part of this state plan, the California Association for Adult Education was launched to advocate for the goals set forth in Richardson's state plan. This organization existed until 1937 with offices in Los Angeles and Berkeley ("Meeting the challenge: A history of adult education in California," 2005).

In 1927, the California Department of Education was reorganized to include the Division of Adult Education. Until 1930, Richardson served as the head of this new division, which housed immigrant education, vocational education, and child study/parent education. Richardson's focus and the purpose of adult education shifted during this transitional period "from policies to remove educational handicaps toward the concept of organizing resources to improve the community" ("Meeting the challenge: A history of adult education in California," 2005, p.5). By the end of the 1930s, adult education transformed Americanization and vocational programs into evening adult schools and enrollment skyrocketed to more than a quarter million students. Many rural communities established local programs with a new emphasis on agricultural training. After World War I, increased interest in adult education for veterans emerged ("Meeting the challenge: A history of adult education in California," 2005).

As the Great Depression began, adult education suffered in California. Throughout the 1930s, many K-12 districts dismantled their adult education programs, shifting limited fiscal resources to their elementary and secondary day programs. Junior colleges subsequently began to

offer more programs under the umbrella of adult education. In 1931, legislation passed providing supplemental funds for adult schools, and until 1945 formed the basis for regulations governing adult education programs. This legislation required the appointment of principals to adult schools, which further professionalized these programs. During the 1920s and 1930s, many universities began offering specialized credentials, conferences, workshops, and publications for adult educators ("Meeting the challenge: A history of adult education in California," 2005).

During the Great Depression, five federally-sponsored employment-related educational programs were implemented: (1) the Federal Emergency Relief Act, which included components of adult education and vocational rehabilitation; (2) the Works Projects Administration, which supported college-administered literacy and citizenship education; (3) the National Youth Administration, which administered programs for disengaged youth; (4) the Civilian Conservation Corps, which provided job training and employment to young people; and (5) the Bureau of Apprenticeship, which was designed to stimulate training of workers, initially in the building trades and later in other skilled occupations. Of these five federal initiatives, only the Bureau of Apprenticeship continued to operate after the nation's economy rebounded (*American heritage—federal adult education: A legislative history 1964-2013*, 2013).

A National Agenda: Federal Intervention in Adult and Vocational Education

The National Education Association (NEA) through its affiliated departments advocated for federal support for adult education (Luke, 1992; *American heritage—federal adult education: A legislative history 1964-2013*, 2013). From 1933 to 1942, the federal government operated supplemental adult education to help address the impact of the economic crisis. Coordinated by the Works Progress Administration and supervised by the CSDE, federally funded adult education programs included literacy classes, vocational training, parent education, and early childhood education centers. The additional federal programs helped to increase adult education enrollments to over a half million in a state with eight million residents (“Meeting the challenge: A history of adult education in California,” 2005).

From 1940 to 1945, the federal government shifted the focus of federally funded adult education programs to support the training of defense workers. During this period, approximately one million Californians participated in pre-employment training to gain jobs in factories, farms, and offices. Adult education emphasized civilian defense, first-aid, flying, office skills, and truck driving and maintenance (“Meeting the challenge: A history of adult education in California,” 2005). The General Educational Development (GED) tests were first developed in 1942 by the Department of Defense in cooperation with the American Council on Education and the state of New York (*American heritage—federal adult education: A legislative history 1964-2013*, 2013). Between 1942 and 1947, only military members were eligible to take the tests. In 1947, New York became the first state to open the test to civilians. California was the last state to recognize and introduce the GED, in 1974. From the first 1942 Series through 2010, the GED program

issued 18,251,070 credentials (Mullane & Stewart, 2001, p.xiii).

While the nation was engaged in World War II, leading adult education reformers and professionals came together to form the California Council for Adult Education (CCAЕ). In 1945, the new Superintendent Roy E. Simpson reorganized CSDE, by eliminating the Division of Adult Education and moving adult education under the Division of Instruction. California Education Code (Section 12140) also established and mandated the adult education credential for teachers. Further, adult schools were provided the authority to charge fees. Rising post-war immigration and the return of American veterans led to programming that supported these growing student populations. By 1950, annual adult education enrollments grew to over 800,000 (“Meeting the challenge: A history of adult education in California,” 2005).

During this postwar period, the California State Department of Education (CSDE) housed adult education in the form of unified school districts, high school districts, or junior college districts administered by CSDE’s Bureau of Adult Education (BAE). BAE provided various supports to secondary school districts, which included the coordination of in-service training and the development of handbooks on methods and materials. BAE also offered leadership to assist with the development of standards and program evaluation instruments (“Meeting the challenge: A history of adult education in California,” 2005).

At the national level, NEA’s adult education department was renamed National Association for Public School Adult Education (NAPSAE) in 1952 and California adult educators provided national leadership through the 1980s. (Luke, 1992; “Meeting the challenge: A history of adult education in California,” 2005; *American heritage—federal adult education: A legislative*

history 1964-2013, 2013). In 1954, California reactivated the State Advisory Committee on Adult Education, which produced a report titled *Guiding Principles for Adult Education in California Publicly Supported Institutions*. This report designated specific responsibilities to adult educational programs: supplemental and cultural classes; short-term vocational and occupational training; homemaking; parent education; civic affairs; citizenship; ESL; gerontology; civil defense; and driver education. High school and unified school districts offered high school diploma programs as well; however, junior college programs could offer only high school diploma pathways if requested by local high school leadership. Conversely, junior colleges offered lower level division courses in liberal arts. The 1950s notably led to increased programs in four primary areas: high school diplomas, older adult education, parent education, and citizenship.

In 1955, growing interest in adult education led to the creation of an Adult Education Section in USDOE (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). While the federal government committed resources to multiple adult education program areas, adult basic education, particularly in the area of literacy, became the primary focus during the fifties. The Library Service Act of 1956 encouraged libraries to take an active role in the administration of adult literacy programs. This legislation brought public library programs to rural communities. The 1964 Library Services and Construction Act (amended in 1970) called for the delivery of library services to economically and socially disadvantaged, handicapped, homebound, and institutionalized adults (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). This legislation led to the expansion of adult literacy and civics programs in public libraries across California (“Meeting the challenge: A history of adult education in California,” 2005).

During the 1950s, funding for adult education came from the federal government for designated vocational and basic skills programs; from the state in the form of apportionment based on average daily attendance, and from local school districts through property taxes. Adult education programs continued to charge reasonable fees for programs, except in three prohibited categories: elementary education, citizenship, and English as a second language.

California’s “First” Golden Age of Adult and Vocational Education

The civil rights and progressive reform movements of the 1960s ushered in a new era for American education policy and the first golden age of adult education in California. From the birth of the nation through the mid-1900s, the federal government rarely interjected itself into local education politics and governance. “During the sixties the federal role in adult education leadership expanded because a heightened national consciousness had emerged concerning the need to improve the economic conditions of disadvantaged persons” (“Beginnings - California Adult Education History,” 2005: 16). Federal policy initiatives appropriated new types of funding for adult education, resulting in program expansion and a new direction for basic skills. President John F. Kennedy’s and President Lyndon Johnson’s antipoverty program in the 1960s led to authorization of three key pieces of legislation: (1) The Economic Opportunity Act of 1964; (2) the Adult Education Act of 1966; and (3) the Elementary and Secondary Education Act Amendments of 1968. “This first decade of the Adult Education Act was a time when people conducted impactful work. From the White House to Congress to federal officials to adult educators to the state and local learning environments, lives were changed through a common passion for adult education.” (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).



“During the sixties the federal role in adult education leadership expanded because a heightened national consciousness had emerged concerning the need to improve the economic conditions of disadvantaged persons”

—From the “Beginnings: California Adult Education History,” 2005, p. 16.

The Adult Education Section of the U.S. Department of Education recruited personnel with experience in adult continuing education, civil defense, lifelong learning programs, and adult literacy. Federal adult education initiatives during the 1960s focused primarily on three program areas: (1) the education of civilian and military government employees; (2) workforce development; and (3) basic skills, especially adult literacy. Summations of federal activities to support these three program areas follow (*American heritage—federal adult education: A legislative history 1964-2013*, 2013).

- 1. Education of civilian and military government employees:** During the 1960s, the federal government invested first in adult education for military employees then in programming for civilian employees. During World War I (1914-1918), the military played a formative role in developing programs, curricular materials, and special instructional techniques for education of undereducated adults. During World War II (1939-1945), 300,000 illiterate men enlisted in the United States Army and provided a 90-day education program to address adult basic educational needs. In 1969, a similar program, called Project 100,000 was launched. The elements of this program (methods, materials, assessments, etc.) were disseminated to adult education programs across the United States for replication. The Department of Defense also formed general adult secondary education programs to help service personnel obtain high school credentials (*American heritage—federal adult education: A legislative history 1964-2013*, 2013).
- 2. Workforce Development:** Federally funded adult education programs focused on workforce development and job training gained broad support during the 1960s. The

economic recession, the worst economic slump since the Great Depression, resulted in high unemployment. The economic downturn coupled with the civil rights movement, which called for social justice and economic equity, set the stage for progressive reform of vocational education. At first, legislative efforts aimed to stimulate economic growth and emphasized job training for unemployed heads of households with prior employment history. The Area Redevelopment Act of 1961 and Manpower Development and Training Act of 1962 (MDTA) were designed to support unemployed individuals who were displaced as a result of geographic shifts in demand for labor and technological innovation. However, these two legislative efforts never intended to meet the needs of the chronically unemployed or adults and opportunity youth who lacked essential basic skills for employment (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

3. Adult Basic Education: Although federally funded adult basic education programs in California and across the nation served millions of Americans, millions more were excluded from participation. Many adults lacked basic educational preparation necessary for participation. Meanwhile, other adults were excluded from participation because of their age, geographical location, labor market status, or disability. In 1962, the U.S. House of Representatives' Committee on Education and Labor convened hearings on categorical federal support for adult basic education. In 1964, unemployment rates improved, but African Americans, English language learners, and the undereducated were slow to benefit from the economic upturn (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

While the Civil Rights Act of 1964 effectively prohibited discrimination in employment practices based on race, sex, age, religion or national origin, a disproportionately high percentage of educationally and economically disadvantaged populations remained under and unemployed. Ratification of the Economic Opportunity Act in 1964 resulted in the development of the Adult Basic Education Program. The new federally funded adult education initiative was designed to address inequities of educational disadvantage by offering persons 18 years of age and older, the basic literacy and numeracy skills to increase their employment opportunities. This age was revised to 16 years of age by P.L. 91-230 in 1970; Elementary and Secondary Education Act Amendments, 1970 (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The Economic Opportunity Act, approved August 20, 1964, implemented a number of reform efforts to address the cyclical poverty in America. This federal legislation included a host of new resources for helping families escape intergenerational poverty, which included several new federal grants for adult basic education. Adult basic and secondary-level education programs were subsequently implemented in all 50 states, the District of Columbia, and the colonies of American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific Islands, the Virgin Islands, and the Northern Mariana Islands. State and local education agencies could use federal funding to develop instructional programs. Funding was allocated specifically to hire and train professional adult educators, establish best practices, and develop new curriculum and programs (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). Ratification of the Economic Opportunity

Act (EOA) in 1964, and basic skills legislation, each set the stage for the federal government's initiative in addressing adult illiteracy nationwide. Passage of Title II B of the EOA allocated federal funding for adult literacy programs that emphasized preparation for employment and institutionalized the federal government's involvement in state-administered adult education. The changing needs of the workforce, the development of new technologies, and the rise of globalization prompted the federal government to allocate funding for state-administered adult education efforts (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

Proponents of EOA focused on legal adult residents whose inability to read or write English constituted a substantial impairment to their ability to obtain or retain employment. State education agencies were primarily responsible for program supervision and coordination. Federally funded programs were to be held in public elementary and secondary schools or adult schools operating local instructional classes. The Director of the Office of Economic Opportunity administered Title II grants. To be eligible for a state grant award, the states had to develop thorough adult education plans (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). In response to Title II B, the CSDE composed the 1964-66 California Plan for Adult Basic Education ("Meeting the challenge: A history of adult education in California," 2005).

The Economic Opportunity Act of 1964 only funded adult education for two years. In 1966, the Adult Education Act was passed as Title III of the 1966 Amendments to the Elementary and Secondary Education Act of 1965 (ESEA). Federal support for adult education was institutionalized by the revised Adult Education Act, which modified

the EOA adult education initiative by transferring the program to the supervision of the U.S. Office of Education and broadening the purpose of adult education by deemphasizing the vocational focus of the Act. The new adult education package emphasized special projects, staff development, and demonstration grants. Although the federal government would fund up to 90 percent of the costs for establishing or expanding programs, the states were required to maintain their previous levels of financial support, which meant states could not supplant existing programs with federal dollars. Special focus was placed on the education of American Natives and adults with disabilities (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). California used most of this new federal funding for basic skills and other innovative programming. New federal emphasis and financial support for basic skills shifted the focus of adult education toward people who were educationally and economically disadvantaged ("Meeting the challenge: A history of adult education in California," 2005).

In California, vocational program enrollments doubled and the number of occupations served by vocational education quadrupled primarily as a result of the Manpower Development and Training Act of 1962 (MDTA) and two other federal initiatives, the Vocational Education Act of 1963 (VEA), often referred to as the Carl D. Perkins Act, and the Work Incentive Program (WIP). These initiatives inextricably linked workforce to education. The MDTA provided extensive funding for job training and literacy programming (including ESL) targeting the unemployed. VEA allowed for federal involvement in vocational education, a role that continued until the 1990s, and resulted in consequential increases in funding to support the maintenance, extension, and improvement of existing and new vocational programs. In response to VEA, California became the first state to submit a plan for vocational education to the federal government.

The Workforce Incentive Program under WIP provided employability training to adults receiving federal Aid to Families with Dependent Children (AFDC) (“Meeting the challenge: A history of adult education in California,” 2005).

Greater centralization and standardization of education by the federal government precipitated efforts to tighten up the administration of vocational education in California. In 1965, state legislation allowed school districts and counties the authority to establish Regional Occupational Centers (ROCs) and Regional Occupational Programs (ROPs), which provided apportionment for part-time job training certificate programs. ROCs and ROPs served upper level high school students and adults. By 1970, 24 programs had been developed statewide and approximately 28,000 students enrolled annually (“Meeting the challenge: A history of adult education in California,” 2005).

The sixties ushered in substantive changes in the administration of adult and vocational programs in California with ratification of the Donohoe Act, which implemented the California Master Plan (CMP). CMP established a three-tiered public higher education system for the state of California: (1) community college, (2) California State University, and (3) the University of California. Until 1967, CSDE’s Bureau of Adult Education (BAE) supervised adult and vocational educational programs offered in junior and community colleges. BAE approved new and revised course and program curriculum and tracked enrollment and attendance reporting (“Meeting the challenge: A history of adult education in California,” 2005). In 1963, “all statutes that pertained to junior colleges were placed in a separate section of the Education Code [Title 5] and established the Board of Governors of the California Junior Colleges which was subsequently renamed California Community Colleges” (“Noncredit at a glance,” 2006, p.5).

The sixties led to a post-World War II decline in civil defense courses and witnessed the rise of parent education and special adult education guidance services. While older adult courses were not recognized as a distinct program area, roughly one in five adult schools offered dedicated older adult courses on topics such as estate planning, health, and nutrition. Open-entry, open-exit courses also emerged during this period, initially in large, urban districts (“Meeting the challenge: A history of adult education in California,” 2005).

The Evolution of the Adult Education Act

At the federal level, a series of presidents and a bipartisan body of lawmakers continued to elevate the importance of education policy and practice until the end of the 1970s. Between 1968 and 1978, five amendments were made to the Adult Education Act, which have had a lasting impact on basic skills in the United States.

With passage of the 1968 amendments, the federal government’s reaffirmed its focus on adult literacy. In response to the 1968 amendment, 20 adult education organizations established an advisory board of adult and continuing education experts to organize the Galaxy Conference in the nation’s capital. The conference was held in December 1969, and over 4,000 educators, leaders, and government officials attended; these engaged adult education professionals charted the future of adult education in the United States, resulting in the development of a priority list of “Imperatives for Action.” It was a “concerted effort by the field of adult education to accomplish the important task of providing new direction and emphasis to adult education as a vital segment of American education” (*American heritage—federal adult education: A legislative history 1964-2013*, 2013).

In 1970, Congress appropriated \$40 million for adult education. Between 1970 and 1972, federal adult education program enrollments grew from approximately 525,000 to over 800,000, an aftershock of the Golden Age of Adult Education in the 1960s. Also in 1970, President Richard M. Nixon established the National Advisory Council on Adult Education, in part modeled on the 1968 National Advisory Committee on Adult Education. Over 18 years, the National Advisory Council composed 31 reports for the president and Congress (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The 1972 amendments to Elementary and Secondary Education Act added sections authorizing grants for pilot demonstration projects, programs for high school equivalency, and programs to improve employment and educational opportunities for adult Native Americans. Congress also appropriated over \$50 million in additional funding for state-administered adult education programs. By 1972, adult secondary education became a federally funded instructional program. The content of adult basic education and adult secondary education (ABE/ASE) was divided into six educational levels with four levels in ABE: beginning literacy, beginning basic, low intermediate, and high intermediate, plus two levels for ASE: low secondary and high secondary (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

Under President Gerald Ford, the 1974 amendments to Elementary and Secondary Education Act extended funding for existing adult education programs and called for expanded educational programming for designated populations of adult learners. These amendments required specialized instruction and services for adults with disabilities, institutionalized adults, citizens residing in select American colonies (including American Samoa, Guam, and the Virgin

Islands), and non-English speaking residents. These amendments established the Office of Bilingual Education in United States Office of Education, the National Defense Education Act, and the Emergency School Aid Act. Federal support for adult education continued to increase under President Ford, evidenced by ratification of an omnibus education bill and new authorization for the president to convene a White House Conference on Education. By 1974, ABE/ASE enrollments grew to 965,000 (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The 1978 amendments to the Elementary and Secondary Education Act under President Jimmy Carter placed a renewed emphasis on basic education, which included an expanded definition of ABE and supplemental grant funding. These amendments also established new state plan requirements and increased accountability. The new accountability mandates focused on data, demonstration activities, and program evaluation. Specialized funding for programs serving Indochinese refugees and adult immigrants were also included. The 1978 amendments mandated states to conduct intensive outreach to those most in need of basic skills instruction and to address the whole student by providing student-centered interventions, such as flexible schedules, transportation, and assistance with child care (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

On October 17, 1979, the Department of Education Organization Act became law as President Carter secured Congressional support for the establishment of the United States Department of Education, which continues today to oversee federal education policy and funding. The Office of the Commissioner of Education in Department of Health, Education, and Welfare was closed. President Carter appointed Shirley Hufstедler, of

California as the first Secretary of Education, on November 30, 1979 (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The amendments to the Adult Education Act between 1968 and 1978 transformed American adult education systems. Congress, the White House (under both Republican and Democratic administrations), and education professionals shared a common passion for adult education during the first decade of the Adult Education Act. In one decade, adult education basic state grants increased from \$31 million to \$81 million. From 1977 to 1980, President Carter worked with Congress to increase state grant awards in increments of \$10 million annually for three consecutive years. Adult education enrollments during the 1970s reached 11 million in ABE, ASE, and ESL. In 1975, enrollments in federally funded adult education programs grew to one million and by the end of the decade, total enrollment increased to almost two million students (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

During this same period, President Carter signed the Youth Employment and Demonstration Projects Act of 1977, designed to curtail skyrocketing increases in youth unemployment (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). This legislation followed the Comprehensive Employment and Training Act (CETA) of 1973, which provided support for disengaged youth (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). California, like many states, established program cooperative agreements with CETA; a hearing was held in Oakland California in 1977 by the House of Representatives referencing the positive outcomes of CETA in the Bay area to “underscore the need for a rational and comprehensive national full

employment policy” (CETA Hearing, 1977, p.1). A 1980 Vice Presidential Task Force brought renewed attention to opportunity youth, which resulted in the Youth Act of 1981 “to strengthen and improve efforts of local educational agencies and institutions in helping youth and young adults with special problems prepare for participation in the labor force” (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The Great Divide: The Role of K-12 and Community College in Adult and Vocational Education

In California, the governance structure of two-year colleges changed with passage of the Stiern Act of 1967, which established a new state coordinating agency to oversee junior colleges: the Board of Governors of the California Junior Colleges. From this point on, CSDE was no longer responsible for the administration of junior colleges. By 1967, 66 two-year college districts had been established. These districts served more than 600,000 students statewide. By 1970, junior colleges became known as community colleges (“Meeting the challenge: A history of adult education in California,” 2005).

Across California, local communities debated the role of the new community college system in the delivery of adult and vocational education. In some regions, school districts handed over responsibility of these programs to the colleges. Community colleges in San Diego, San Francisco, and Santa Barbara subsequently became major hubs of adult education. These communities asserted that adult-aged students should be served by colleges while other communities insisted that pre-collegiate programs should be housed in the K-12 system. Many communities, such as Oakland and Los Angeles, fought to keep adult education under the authority of the K-12 school districts (“Meeting the challenge: A history of adult education in



Across California, local communities debated the role of the new community college system in the delivery of adult and vocational education.

—“Meeting the challenge: A history of adult education in California,” 2005.

California,” 2005). California’s unwillingness to mediate this debate allowed local communities to determine the role of colleges and high schools in the management of adult education, which created long-standing division and conflict in many regions.

Federal regulations for state management of federal funds for vocational and adult education necessitated additional negotiations. The federal government expected all states to identify state boards to oversee federally supported vocational education funding and adult education funding. After separating the governance between adult education programs offered in the high schools and those offered by the community colleges, a Joint Committee on Vocational Education was formed, composed of three CSDE designees and three Board of Governor designees. Administration of adult education funds was resolved with the CSDE maintaining jurisdiction over the funds allocated to noncredit programs in the community colleges (“Meeting the challenge: A history of adult education in California,” 2005).

The delineation of functions of adult programs in school districts and community colleges caused on-going tension between local educational agencies in some communities. In the 1970-71 academic year, adult education programs were provided by 183 school districts and 94 community colleges. CSDE reported approximately one million unduplicated enrollments and the California Community College Chancellor’s Office (CCCCO) reported roughly a half-million students participated in college adult education course offerings (“Meeting the challenge: A history of adult education in California,” 2005).

To address the unclear delineation of functions between CSDE and CCCCCO, Senate Bill 765 directed these two agencies to determine their respective roles in the delivery of adult education.

In fall 1972 Senate Bill 94 was signed by the governor and officially took effect in March 1973. This legislation for delineation of functions required community colleges to have a formal agreement with their local K-12 providers to offer noncredit programming, which would otherwise be regarded as the purview of local school districts (“Meeting the challenge: A history of adult education in California,” 2005).

The Crash of 1978: Prop 13 Decimates Adult Education

As federal support for adult education grew exponentially during the late 1970s, California support for adult education experienced drastic cuts that all but dismantled existing state-funded programs. The sixties may have marked the first golden age of adult education in California, but the turbulent 1970s brought a series of dramatic changes in funding formulas, which resulted in a major restructuring of public education finance in the state. Almost yearly, state funding fluctuated causing uneasiness and apprehension amongst faculty and administration. A permissive ten-cent local tax created during the late 1960s was repealed in 1973. During this decade, cost of living adjustments were implemented to adult education programs in an arbitrary, erratic manner and did not match increases allocated to K-12 programs. Meanwhile, adult education enrollments skyrocketed, leading Governor Jerry Brown (who interestingly served on the Los Angeles Community College Board of Trustees from 1969-1971) to place a five percent cap on growth until legislators identified a long-term funding solution. In 1976, the disparate funding of adults under and over 21 was eliminated as adult education funding was equalized for all persons 19 and older and not currently enrolled in high school (“Meeting the challenge: A history of adult education in California,” 2005).

The passage of Proposition 13 in 1978 radically transformed public education finance in California for decades. This general election ballot initiative immediately reduced property taxes by more than 50 percent. The impact of this reduction in funding for public education devastated adult education programs across the state. State-funded adult education instructional programs were reduced to seven areas: elementary basic skills, secondary basic skills, adult substantially handicapped, short-term vocational education, citizenship, apprenticeship programs, and parent education. In 1979, funding for adult education was slashed by more than \$350 million, enrollments reduced by a half million students, and 10,000 faculty members lost jobs. (“Meeting the challenge: A history of adult education in California,” 2005). Proposition 13 also established a distinct funding rate per student per district but maintaining the per student rates in effect in each district before Proposition 13 was passed. Thus, while each homeowner now paid one tax rate statewide, the per student apportionment varied considerably from community to community (Carroll, 2016; Turnage & Lay, 2006).

The Pro-Active Committee on Public School Adult Education, which became active under the California Council for Adult Education (CCAЕ), and the Adult Committee of Association of California School Administrators (ACSA) launched a counterassault in favor of adult education and secured 1979 “cleanup” legislation restoring ESL and older adults as program areas eligible for funding. While minor gains were made by adult education advocates, enrollments have never again reached 1978 levels and the pernicious consequences of funding reductions in the 1970s were not fully addressed until 1992 (“Meeting the challenge: A history of adult education in California,” 2005).

Re-envisioning Adult and Vocational Education: The Anatomy of a Budding Academic Discipline and Legitimate Career for Professional Educators

The 1970s gave rise nationally to competency-based adult education (CBAE). The CBAE movement spread across the nation with strong support from California reformers. CSDE used federal funding from the Adult Education Act to promote CBAE through field-based staff development and localized curriculum development. While federal funding prompted the expansion of vocational education programs during this period, the passage of Proposition 13 in 1978 caused a significant decline in other adult education offerings in art, music, crafts, drama, foreign languages, and civic education (“Meeting the challenge: A history of adult education in California,” 2005). Academics helped to professionalize adult and vocational education during the post-war period—particularly the sixties through the eighties—as a result of increased research and scholarship on andragogy. While German educator Alexander Kapp first coined the term “andragogy,” Malcolm S. Knowles earned recognition as the modern father of andragogy by developing a theoretical framework for adult education during the 1970s. He is best known for using the terms “adult education” and “andragogy” synonymously and interchangeably. According to Knowles, andragogy is the art and science of adult learning, thus andragogy refers to any form of adult learning. In 1980, Knowles proposed four assumptions about the characteristics of adult learners (andragogy) that are different from the assumptions about child learners (pedagogy). In 1984, Knowles added the fifth assumption. These assumptions are that as a person matures: (1) his/her self-concept moves from one of being a dependent personality toward one of being a self-directed human being; (2) he/she accumulates a growing reservoir of experience that becomes an increasing resource for learning; (3) his/her

readiness to learn becomes oriented increasingly to the developmental tasks of his/her social roles; (4) his/her orientation toward learning shifts from one of subject-centeredness to one of problem-centeredness; and (5) his/her motivation to learn is internal (Knowles, 1984, p. 12).

Based on these assumptions, Knowles’ suggested four Principles of Andragogy as they apply to adult education: (1) adults need to be involved in the planning and evaluation of their instruction; (2) experience (including mistakes) provides the basis for the learning activities; (3) adults are most interested in learning subjects that have immediate relevance and impact to their job or personal life; and (4) adult learning is problem-centered rather than content-oriented (Kearsley, 2010).

The expansion of scholarly research on andragogy led to an affirmation of CBAE. The first statewide CBAE conference took place in San Diego in 1974, sponsored by the federal Region IX ABE Staff Development Project and co-sponsored by CSDE. Throughout the 1970s, CBAE became the focus of a number of CSDE staff development projects, including the California Adult Competency Education (CACE) project, which led to composition CBAE: Process Model, an implementation handbook, and the California Competency (CALCOMP), a competency-based high school diploma completion program. Although more than 90 percent of adult education faculty were adjuncts (part-time), the professionalization of adult educators led to a doubling in full-time faculty during the 1970s as well as an increased recognition of adult education as a legitimate career pathway for educators (“Meeting the challenge: A history of adult education in California,” 2005).

Changing demographics also informed adult education programming during the 1970s. A dramatic rise in the number of refugees from

Southeast Asia after the conclusion of Vietnam War in 1975 led to increased demand for ESL and vocational offerings. With secondary migration, nearly 40 percent of the almost one million Southeast Asian refugees settled in California. Typical refugees arriving in the later years had little education and were often illiterate in their native language. In face of this mounting challenge, California educators acted promptly and provided a leadership role nationally on how to support these new immigrant populations. “A special curriculum was developed by the noncredit division of the San Diego Community College District, and its products were distributed through the county offices of education. San Diego continued to develop curriculum especially targeting the literacy level. Eventually this locally developed curriculum was published in a document entitled English for Adult Competency” (“Meeting the challenge: A history of adult education in California,” 2005: 42; Miller, 1991, p. 60).

These curricular developments prompted the formation of Vocational ESL (VESL) programming to provide limited English speaking refugees with targeted literacy skills to support their success in adult vocational training programs. VESL courses teach the general language for getting and keeping a job and the occupation-specific language required for educational and workplace success (“Meeting the challenge: A history of adult education in California,” 2005; Arnold, 2013).

Ushering in a New Culture of Centralization, Standardization, and Accountability

The period between 1979 and the early 1990s marked more than a decade of continual growth in congressional funding, state budgets, and adult student enrollment across the United States. Adult education enrollment rose by 47 percent between 1979 and 1993. Federally funded grants to states increased from \$91 million in 1979 to \$255 million in 1993. Congress also authorized \$3.9 million for National Programs, \$4.9 million for the National Institute for Literacy, \$9.6 million for Literacy Training of Homeless Adults, and \$19 million for Workplace Literacy Partnerships. State Literacy Resource Centers received \$7.9 million in support and the allocation for Literacy Programs for Prisoners totaled \$4.9 million. In 1988, National Programs, Training of Homeless Adults, and Workplace Literacy Partnerships were included in the federal appropriation. Over the next three years, federal adult education funding grew by 56 percent, from \$134 million in 1988 to \$241 million in 1991 (*American heritage—federal adult education: A legislative history 1964-2013*, 2013).

The roaring eighties marked a decade of ambitious education reform efforts. The National Commission on Excellence in Education issued a report *A Nation at Risk: The Imperative for Educational Reform*, which reflected the spirit of the nation. The report’s cover bore the words “An Open Letter to the American People” (*American heritage—federal adult education: A legislative history 1964-2013*, 2013). Policymakers, the media, and education reformers lobbied for serious solutions to America’s education divide. The Cold War and Space Age precipitated increased funding for and emphasis on math and science. Reforms of the 1970s included education dissemination centers, individualized reading programs, equity, bilingual adult education, and the introduction of computer technology. These decades set the stage for the

seeds of new educational standards for children, youth, and adults” (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

During the 1980s, education innovation focused on a variety of initiatives including: high school curriculum, whole language, old math vs. new math, a new national assessment of education progress, issues of governance, increased adult education program evaluation, and workforce literacy. Federal legislation during the 1980s expanded state programs for community schools and institutionalized adults, enacted a 20 percent cap on the use of funding for secondary adult education, and supported the expansion of adult ESL and older adult programs. This growth in targeted focused project funding paralleled efforts by President Ronald Reagan to reduce the federal role in education in support of localized state control. The Reagan administration combined 29 education-related categorical programs into block grants, which states could spend with fewer restrictions. In 1983, President Reagan championed the Adult Literacy Initiative, which called for USDOE to conduct a series of national conferences and convene to support increased collaboration amongst adult education providers to reduce adult illiteracy (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

Between 1983 and 1986, a series of scathing reports criticized American educational systems, providing President Reagan with ammunition for his campaign to strengthen state oversight of public education. The National Commission on Excellence in Education published a report titled: *A Nation at Risk: The Imperative for Educational Reform* resulting in “what became known as The Year of the Educational Reform Reports” (Flaxman, 1987a, p.5). Three years later in The National Governors’ Association’s Center for Policy

Research and Analysis, these issues remained with the publication of *Time for Results: The Governor’s 1991 Reports on Education* (Flaxman, 1987b). In response to these astonishing reports, 40 states established more stringent high school diploma requirements. The decline in American educational outcomes over since the 1970s is largely attributed to the exponential increase in non-English speakers and a growing economic and educational divide between native-born citizens. According to a federal research study on literacy, roughly one out of eight Americans lacked basic literacy skills. The report revealed that many illiterate Americans held high school diplomas and the majority were under 50 years of age.

USDOE lobbied for passage of federal legislation to appropriate \$421 million in state grant funds for adult basic education from 1985 to 1999. During the late 1980s, a record 11.6 million adults enrolled in federally funded ABE programs. In addition, two long-term Continuing Resolutions (1986 and 1987) enabled the Adult Literacy Act to continue. Before the end of his second term, President Reagan signed the Hawkins/Stafford Elementary and Secondary Education Act Amendments, which provided increased grant funding for workforce and literacy programs as well as increased USDOE program evaluation initiatives and requirements, which included the strengthening of evaluation requirements (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). Professional organizations championed the need for data and research to inform adult education reform.

The national professional organizations advocated for greater research in adult education and California educators provided leadership (“Meeting the challenge: A history of adult education in California,” 2005). NAPSAE was founded in 1952 to represent public school adult education and literacy programs within the Adult Education Association. In 1975 the name was changed to the National

Association for Public Continuing Adult Education (NAPCAE), the name under which it operated until 1982. In 1981, the NAPCAE merged with the Adult Education Association (AEA/USA). The merger of NAPSAE and AEA/USA established the American Association for Adult and Continuing Education (AAACE) (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). In its 1982 Almanac, NAPCAE reported the total number of adult educators in the country. Fewer than 13 percent of adult education instructors worked in full-time positions. Whereas 18,165 adult instructors held full-time contracts, an additional 127,139 instructors worked part-time in the early eighties (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). After the merger, AAACE continued to encourage robust research on adult learning (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

During the 1980s, scholarly contributions to the field of adult and vocational education dramatically shaped practice in California. CSDE fully embraced CBAE and used funding incentives to influence curriculum development and classroom instruction. CSDE, charged with oversight of federal funding from the Adult Education Act, mandated that local education agencies (LEA) interested in financial support develop a plan to institutionalize a competency-based approach in their programs. CSDE supported statewide implementation of CBAE by using federal funding for system-wide professional development, program assessment, and curriculum development (*“Meeting the challenge: A history of adult education in California,” 2005*).

With increased focus on outcomes, CSDE’s Adult Education Field Services Unit evaluated the adult and vocational education programs across the state and identified a number of concerns in the eighties. Their findings disclosed that many

programs were burdened by limited funding for technology, staff development, student support services, and program evaluation in addition to large class sizes and an antiquated curriculum approval process. In addition to mandating implementation of CBAE, *the California State Plan for Adult Basic Education-1982 Submission* required local educational agencies to: limit class sizes to 30 students; incorporate competency-based learning in all instructional programs; initiate a competency-based student assessment system; develop a robust professional development plan for all certificated staff; and demonstrate their capacity to provide CBAE-based guidance counseling services (*“Meeting the challenge: A history of adult education in California,” 2005*).

The California Adult Student Assessment System (CASAS) was initiated in 1980 as a consortium of local educational agencies receiving Adult Education Act funding. The San Diego Community College District served as the lead agency. CASAS was developed to establish a comprehensive assessment system for CBAE-based adult education programs. By 1988, over 40 California LEAs local educational agencies and representatives from other states comprised the CASAS workgroup. The new standardized instrument included a pre-enrollment diagnostic and a post-program assessment for students in ESL and ABE basic skills courses. In 1986, CASAS moved out of SDCCD and transitioned into an independent nonprofit organization and has since been validated by the USDOE. CASAS is presently used across the United States to assess youths and adults in diverse settings, including programs in special education, career technical education, high school completion, workplace and family literacy (*“Meeting the challenge: A history of adult education in California,” 2005*).

Professional development support took the form of a *Handbook on CBAE Staff Development* in

1983 and a classroom observation tool known as the *Teaching Improvement Process* (TIP). Federal funding also supported development of a professional development academy to support ESL faculty known as the ESL Teacher Institute. Across disciplines, adult and vocational education professionals in California bolstered one another through formation of the Dissemination Network for Adult Educators (DNAE), which was established in 1981 and operated until 1988. The Association of California School Administrators (ACSA) functioned as the fiscal agent of DNAE. In addition to strengthening communication amongst adult and vocational education programs, DNAE allowed for participating LEAs local educational agencies to share approved curriculum across institutions. DNAE also championed the formation of the California GED Teacher Academy, which provided professional development for ABE/ASE faculty. When DNAE disbanded, the San Juan Unified School District housed the GED Teacher Academy (“Meeting the challenge: A history of adult education in California,” 2005).

With increased emphasis on employment outcomes, the 1980s fundamentally changed the business of adult education. During the 1980s, opposition to state welfare mounted. Social welfare services, which in the view of welfare historians includes public education, were slashed. In 1984, CCCCO began charging fees for the first time to students enrolling in community college. The new \$5 per unit enrollment fee only applied to credit courses (Krop, Carroll, & Rivera, 1997). In 1986, California implemented Greater Avenues to Independence (GAIN) program as an educational initiative targeting recipients of state aid (“Working toward jobs: The California Greater Avenues for Independence (GAIN) program,” 1990). The Job Training Partnership Act (JTPA) of 1983 and the Job Opportunities and Basic Skills Training Program (JOBS)—a welfare reform initiative, created as part of the Family

Support Act of 1988—made participation in adult education mandatory for the first time in history, targeting welfare recipients. The new culture of centralization, standardization, and accountability caused career counseling and workforce development to become core functions of adult and vocational education programs (“Meeting the challenge: A history of adult education in California,” 2005).

During the 1980s, a number of economic and social developments shaped adult and vocational program development and expansion. First, the workplace modernized rapidly. Low-skill job opportunities consequently declined as jobs requiring technical skills dramatically increased. American companies shipped manufacturing jobs overseas, relegating low skill workers to the service industry. Demographic shifts also informed the changing workplace of the eighties with a significant rise in immigrants arriving from Asia and Mexico. A rise in divorced and teen mothers led to a huge increase in single-parent families. More and more women entered the workforce throughout this period. Proportionately, greater numbers of immigrants, people of color, and females joined the workplace in California, but many of these new workers lacked formal education and basic literacy skills. Meanwhile, advances in healthcare resulted in a growing population of older residents; greater appreciation for the needs of adults with disabilities led to an increase in clients receiving state services; and the number of incarcerated adults tripled. All of these developments created new demands for educational services (“Beginnings - California Adult Education History,” 2005).

In 1982, “due to the passage of Proposition 13 and based on the state’s fiscal crisis and recommendations from the Behr Commission, new legislation was passed that further restricted adult and noncredit instruction. An acknowledgment of funding disparities between the two systems

of adult/noncredit instruction by the Behr Commission and by the Commission for the Review of the Master Plan called for “delineation of function” agreements between adult schools and community colleges. Community college noncredit reimbursements were reduced and categories for state support revised” (“Noncredit at a glance,” 2006, p.6; “Meeting the challenge: A history of adult education in California,” 2005).

By the mid-1980s, 1095 organizations provided adult literacy services in California, serving approximately 880,000 students. The community college system enrolled 21 percent of these students while adult schools served roughly 75 percent. Library and community-based programs educated less than five percent. Federal legislation created new opportunities for libraries to provide adult education services. In 1983, the Library Services and Construction Act allocated \$2.5 million to launch the California Literacy Campaign (CLC). With increased emphasis on workplace literacy and civics education, 1988 amendments to the Adult Education Act increased funding for VESL (“Meeting the challenge: A history of adult education in California,” 2005).

The federal Immigration Reform and Control Act (IRCA) of 1986 granted amnesty to 1.6 million undocumented immigrants. To become eligible for permanent residence, applicants had to speak basic English and demonstrate knowledge of American history and government by passing a test or completing a 40 hour course to obtain a Certificate of Satisfactory Pursuit. More than half of amnesty applicants resided in California. The overwhelming majority of applicants spoke Spanish and came from Mexico. Between 1987 and 1991, more than one million students enrolled in citizenship courses. ESL became the largest adult school program. Insufficient space and qualified faculty created a huge burden for adult education providers. The Migrant and Amnesty Office of CSDE provided support with faculty training; SDCE

and Hacienda La Puente Adult Education created curriculum that was disseminated statewide. Once these students obtained citizenship, many returned to school or college for job training and literacy skills (“Meeting the challenge: A history of adult education in California,” 2005).

During the 1980s the number of persons incarcerated in California tripled, and there was increased interest in adult education for offenders. By 1990 18 percent of people housed in state prisons and county jails were served by adult education programs. California Department of Corrections (CDC) and the Youth Authority students received 11 percent of adult education funding. Typical adult education programs, such as high school equivalency, ESL, and over 50 vocational programs, were offered by school and community college districts statewide. In addition to these traditional adult education programs, specialized offerings were developed on prerelease transition, substance abuse prevention, health education, and victims’ rights. More than 50 percent of these students had not completed high school, and one-third did not speak English (“Meeting the challenge: A history of adult education in California,” 2005). For the first time under the National Literacy Act of 1991, states were required to set aside at least 10 percent of federal grant funding for corrections education. Funds also could be used to provide instruction and training for teacher personnel specializing in correctional education (*American heritage—federal adult education: A legislative history 1964-2013*, 2013).

Roughly one decade after the passage of Proposition 13 decimated adult education in California, voters passed Proposition 98, mandating a percentage of the general fund for education. While Proposition 98 did not reserve a specific amount for adult education, the new law required the allocation of adequate funding for schools and colleges. As with most other legislative

developments since 1980, increased emphasis was placed on accountability to ensure program quality (“Meeting the challenge: A history of adult education in California,” 2005).

Adult education programs in California were scheduled “sunset” or to be eliminated from the state budget on June 30, 1989. The legislature agreed to reauthorize adult education for another

four years, but review of data compiled by CSDE for the Legislative Analyst’s Office highlighted a number of issues with the adult education system, from insufficient funding to inequitable access across all regions of the state. In response, CSDE appointed a 26-member Adult Education Advisory Committee, which engaged in a strategic planning process that resulted in fourteen proposals that were

Outline of Recommendations

IMPROVE ACCESS TO USERS:

1. Funding to Meet Today’s Needs
2. Funding for Innovation and Performance
3. Community Adult Education Information Services
4. EduCard (Adult Education Access Card)
5. Linkage of Support Services to Increase Access

IMPROVE ACCOUNTABILITY:

6. Procedures for Adjusting Instructional Priorities
7. Quality Standards and Performance Measures
8. Integrated Adult Education Data System

IMPROVE QUALITY AND RESPONSIVENESS:

9. Program and Staff Development Support
10. Teacher Certification Appropriate to Adult Education
11. Facilities for the Future
12. Special Grants to Test Program Innovations

IMPROVE PLANNING AND COORDINATION:

13. Collaborative Planning
14. Adult Education Research and Planning Institute

Source: CDE, 1989, p. viii.

then detailed in policy option papers. The proposals are presented in the following table (“Meeting the challenge: A history of adult education in California,” 2005).

In addition to developing the *Strategic Plan*, the Adult Education Advisory Committee produced the *California State Plan for Adult Basic Education*, which focused primarily on literacy skills and further emphasized collaboration amongst ESL and ABE providers. Meanwhile, model adult education programs in California earned national recognition. USDOE started to recognize outstanding adult education and literacy programs in 1985. Three California programs received a Secretary’s Award: Sweetwater Union High School District in 1988, Baldwin Park Unified School District in 1990, and Merced Adult School in 1992 (“Meeting the challenge: A history of adult education in California,” 2005). In 1990, “SB 1874 consolidated adult education. The references to 13th and 14th grades were deleted from the Education Code. Noncredit instruction and community services were added to the mission and functions of California Community Colleges” (“Noncredit at a glance,” 2006, p. 6).

The Institutionalization of Adult Education in California in the Nineties

Whereas 1980s education reforms emphasized adult literacy, the reform efforts of the 1990s advocated the pairing of adult literacy programs with postsecondary education and training. Policymakers and education leaders championed postsecondary education, work skill certification, and other industry-recognized credentials for undereducated adults as industry and business demanded specific skills and knowledge for their workers to compete effectively in a technology-based global economy. Applied, integrated basic skills in career technical education (CTE) programs linked workforce development with adult basic education/adult secondary education (ABE/

ASE). Combining ABE with CTE provided exciting opportunities for dual enrollment and promising employment prospects for adult education students. New legislation also provided authority to grant-funded programs for dropout prevention and ASE skills improvement; established parent education programs for disadvantaged children, and modernized auditing procedures for the USDOE (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

Ratification of the Adult Education Amendments of 1988 (Title II) established new requirements for USDOE to submit a report on the definition of literacy and then report on the state of adult literacy nationwide. To fulfill these new requirements, USDOE’s Division of Adult Education and Literacy collaborated with the National Center for Education Statistics (NCES) to develop the 1992 National Adult Literacy Survey (NALS), a nationally representative household survey to ascertain adult literacy levels. In 1989, President George H. W. Bush convened an Education Summit with all 50 state governors to set education goals for the United States. In early 1990, President Bush announced the National Goals, which were subsequently adopted by the governors. Goal six of the National Goals set high expectations for adult education, ambitiously asserting: “By the year 2000, every adult in America will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship” (*American heritage—federal adult education: A legislative history 1964-2013, 2013*). To maintain national focus on America’s literacy crisis, President Bush and the governors formed the National Educational Goals Panel to prepare annual progress reports. The following year, policymakers enacted the National Literacy Act, designed “to enhance the literacy and basic skills of adults, to ensure that all adults in the United States acquire the basic skills necessary to function effectively and achieve the greatest possible opportunity in their work and in

their lives, and to strengthen and coordinate adult literacy programs.” (*American heritage—federal adult education: A legislative history 1964- 2013, 2013*).

The National Commission on Excellence in Education’s report *A Nation at Risk: The Imperative for Educational Reform* from the 1980s along with data collected for NALS evidenced the huge English literacy deficits amongst adult Americans and encouraged a strong federal response. The National Literacy Act of 1991 called for the formation of a National Institute for Literacy (NIFL). NIFL was established through an interagency agreement among the Secretaries of Education, Labor, and Health and Human Services and directed to: (1) maintain a federal clearinghouse for literacy; (2) provide technical assistance and training to adult education grant recipients; (3) foster research-based activities that would identify and validate effective instructional practices; and (4) disseminate evidence-based best practices (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The National Literacy Act of 1991 established stringent accountability mandates, which increased state data reporting on three “indicators for program quality”: recruitment, retention, and improvement of students’ literacy skills. These three indicators required states to develop measurable performance standards. Furthermore, USDOE required states to develop performance standards in five additional areas: program planning, curriculum, instruction, professional staff development, and support services. In response to these new mandates, states started to report adult learner progress using standardized test data, teacher reports, job placement data, and portfolio assessment. States were required to use data from these indicators to evaluate local program effectiveness and identify programs needing assistance to make local funding

decisions and, when necessary, to reduce or eliminate funding to underperforming programs. In 1996, USDOE provided a framework for a system of program accountability, which led to the formation of National Reporting System project to establish an outcomes-based reporting system for the state- administered federal program in 1997 (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

As high rates of immigration from Asia and Latin America sustained, California waged a concerted attack on illiteracy during the 1990s. The immigrant education initiatives developed in the 1980s in response to amnesty received broad support during the 1990s as educators moved to implement the Strategic Plan. In 1990, the *California Education Summit Report* called for recognition of adult literacy as a national crisis and established ambitious annual goals to reduce the adult illiteracy rate by 50 percent in one decade. In accordance with the summit report, the USDOE called for a renewed focus on literacy through strategic planning at the state level in a report titled *America 2000: An Education Strategy* published in 1991 (“Meeting the challenge: A history of adult education in California,” 2005).

The federal America 2000 campaign prompted a number of research studies to support the campaign’s objectives. One such report, the *Secretary’s Commission on Achieving Necessary Skills* (SCANS), called for changes in adult education curriculum to meet the needs of employees in the modern workplace. The SCANS report recommended a three-part foundation for the development of quality adult education programs, which encompassed basic skills, [critical] thinking skills, and personal qualities, such as responsibility, ethics, interpersonal communications, and self-management (“Meeting the challenge: A history of adult education in California,” 2005).

A federally funded project charged with implementing the research infrastructure of California's Strategic Plan and other state plans for adult education became known as the Adult Education Institute for Research and Planning. Working in consultation with an advisory committee comprised of representatives from adult schools, community colleges, industry, labor, and various community-based organizations, the Institute pursued three of the 14 proposals included in the Strategic Plan. First, Learning Networks were developed to help launch a statewide adult education database. Second, model program standards were developed, which eventually included performance indicators. Third, a renewed emphasis on workforce development prompted the CDE and CCCCO to collaboratively compose four reports:

1. *Workplace Learning: Background Paper for California's Workplace Learning Plan*, a review of workplace learning literature, research, and program experiences throughout the United States;
2. *California's State Plan for Workplace Learning*, which resulted in 13 interrelated recommendations;
3. *Implementation and Outreach Plan for Workplace Learning*, a manual of educational institutions and industry partners on how to address obstacles hindering the development of workplace learning programs; and
4. *Workplace Learning Provider's Manual: Practical Steps for Developing Programs*, step-by-step procedures for workplace learning providers to use as guidance in developing workplace learning programs

("Meeting the challenge: A history of adult education in California," 2005).



In 1990, the California Education Summit Report called for recognition of adult literacy as a national crisis and established ambitious annual goals to reduce the adult illiteracy rate by 50 percent in one decade."

—"Meeting the challenge: A history of adult education in California," 2005.

Federal funding for adult education in California supported six noteworthy statewide initiatives focusing on the expansion and strengthening of technology, communication systems, student assessment, and program evaluation. Many of these initiatives resulted in partnerships with professional associations to provide staff development for teachers and administrators. First, the Outreach and Technical Assistance Network (OTAN), with Hacienda La Puente Unified School District as contractor, was designed to provide technical assistance, information services, and professional development for adult educators.

Second, CASAS, which by the 1990s had evolved into a nonprofit organization under the auspices of the Foundation for Educational Achievement, developed student-centered assessment instruments, provided support for curriculum management, and established evaluation systems to many public and private education and training programs around the country. CASAS assessment instruments helped to monitor student academic development. With more than two million adult learners in their database, providers were able to track and report demographics of students in programs receiving federal grants for instructional services in adult basic education.

A third federally funded initiative was the Adult Literacy Instructors' Training Institute (ALIT), which was established to improve the quantity and quality of services for native English-speaking students in basic skills programs. Fourth, the ESL Teacher Institute continued to operate under the contract with the Association of California School Administrators (ACSA). Last, CDE worked closely with the California Council of Adult Education (CCAEE) and ACSA to form two professional growth programs for adult education administrators: the Adult Leadership Training Program and the Executive Development Program (EDP).

During the early nineties, CDE's Adult Education Unit convened a blue-ribbon committee to explore the needs of adult education providers and identify recommendations for the state legislature. For the first time in over three decades, the state budget included significant increases in funding for adult education reforms. Five issues took front stage:

1. Inequitable apportionment for adult education;
2. Elimination of a freeze placed on the development of new adult education programs (with an emphasis on elementary and secondary basic skills, ESL, and citizenship programs);
3. New legislation permitting the creation of innovative, alternative modes of program delivery;
4. New restrictions on high school concurrent enrollment; and
5. Greater protection for adult education funding during an economic downturn.

Three professional associations championed the 1992 adult education reforms, and therefore were instrumental in shaping adult education policy and practice in California during the 1990s: California Council for Adult Education; the Association of California School Administrators, Adult Education Committee; and a new organization named the California Adult Education Administrators' Association (CAEAA), which formed in 1990 with support from adult education administrators interested in policy advocacy. The Department of Education, the three aforementioned professional associations and most prominent adult education providers collectively endorsed reform legislation, which resulted in passage of three pieces of legislation in 1992 (AB 1321 [Wright], Ch. 1193,

Stats. 1992; AB 1891 [Woodruff], Ch. 1195, Stats. 1992; AB 1943 [Lee], Ch. 1196, Stats. 1992). Most provisions became effective on July 1, 1993 (“Meeting the challenge: A history of adult education in California,” 2005).

Mid-decade, the Adult Education Policy and Planning Unit advocated for the removal of adult education from the status of a categorical program under the provisions of statutory “sunset” laws (“Meeting the challenge: A history of adult education in California,” 2005, p. vi). The state legislature embraced this recommendation in 1996 by ratifying legislation (AB 2255 Cuneen), which effectively eliminated the sunset clause on adult education programs. Despite the elimination of the sunset clause, this bill required CDE to review the effectiveness of the adult education program periodically, beginning in 2002 (“Sunset review report on adult education in California,” 1987).

While advancing the end of the sunset clause, CDE effectively institutionalized and professionalized adult education by using federal dollars to elevate the importance of this work within California’s public educational systems. The eldest of California’s federally financed adult education initiatives, CASAS, expanded operations to provide assessment to new partners such as the Immigration and Naturalization Service’s citizenship testing offices. CASAS also incorporated technology into its services.

Throughout the 1990s, the widespread rise of the Internet connected education professionals to one another and allowed for mass dissemination of best practices and instructional resources. In 1994, CDE relocated OTAN, the largest federally funded adult education initiative, to the Sacramento County Office of Education. The mission of OTAN at the county office was to provide electronic collaboration, access to information, and technical assistance for literacy and adult education

providers. Multicultural education became central California education reform efforts. Two federally funded initiatives aimed to provide adult education faculty essential skills to support the academic success of disadvantaged student population. The Center for Applied Cultural Studies and Educational Achievement Adult Education Project published a manual on best practices for teaching adult African American students titled *Seizing the Power of Experience: Utilizing Culture in the Achievement of Educational Excellence for African American Adults*. The Latino Adult Education Services Project produced and piloted 30 resource modules to meet the educational needs of immigrants and non-immigrant adults with minimal formal education called *Tierra de oportunidad* (Land of Opportunity) (“Meeting the challenge: A history of adult education in California,” 2005).

Technological advances in the nineties also prompted the launch of the federally funded California Distance Learning Project (CDLP) in 1995 as a statewide adult education initiative to foster development of distance education (“Meeting the challenge: A history of adult education in California,” 2005). CDLP was launched to help expand learner access to adult basic education services in California. This goal included four major tasks: (1) to build and promote a distance learning knowledge base; (2) to provide technical assistance with implementation of distance education programs; (3) to test new instructional delivery models; and (4) to facilitate the development of distance learning infrastructure statewide (“About CDLP,” 2005).

The National Literacy Act of 1991 marked the first nationwide efforts to increase literacy levels, provide measurable student gains, and implement a National Reporting System (NRS) to document successes. NLA appropriated federal financial support for the development of State Literacy Resource Centers (SLRCs). This SLRC program

provided grants to states to improve the capacity of adult education and adult literacy providers to serve adults without secondary education credentials, and was designed to help states improve their ability to coordinate and expand literacy programs (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

With multiple educational systems responsible for the administration of adult programs, California established the State Collaborative Literacy Council, which represented the CDE, CCCCO, the State Library, the California Conservation Corps, the Employment Development Department, the Governor’s Office of Child Development and Education, and California Literacy, Inc. NLA also authorized formation of the National Institute for Literacy (NIL), which would later be reauthorized by the Workforce Investment Act of 1998 (WIA). NIL functioned as an interagency group led by the Secretaries of Education, Labor, and Health and Human Services and a nonpartisan ten-member advisory board. NIL focused on the expansion of national, regional, and state literacy services (“Meeting the challenge: A history of adult education in California,” 2005).

From 1966 until the 1990s, states administered their adult education programs under the requirements of the Elementary and Secondary Education Act. The three objectives set forth by Elementary and Secondary Education Act included: (1) basic literacy and numeracy for family and community success, (2) basic skills for the workplace success, and (3) high school completion. However, the federal agenda for adult education pivoted in 1998 with ratification of Public Law 105-220, the Workforce Investment Act (WIA). Authorization of WIA simultaneously repealed the Adult Education Act and established the Adult Education and Family Literacy Act (AEFLA), also referred to as Title II (“Meeting the challenge: A

history of adult education in California,” 2005). WIA was designed to consolidate, coordinate, and improve employment, training, literacy, and vocational programs (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

WIA charted a major new direction for adult education and literacy in the United States as a reformation of the diversified and complex delivery system of ABE commenced. WIA contained five titles:

- > **Title I** - Workforce Investment Systems (6 chapters)
- > **Title II** - Adult Education and Literacy (4 chapters and 19 sections)
- > **Title III** -Workforce Investment-Related Activities
- > **Title IV** - Rehabilitation Act Amendments of 1998
- > **Title V** - General Provisions

WIA reflected the emerging national belief that the economic needs of the country were inextricably linked to the success of education and employment programs for underserved adult learners. This legislation aimed to foster greater cooperation and collaboration among various agencies with common “clients,” which led to this radical change in the delivery of education and workforce training. Title I, the significant component of the legislation called for the formation of a new “One-Stop” delivery system, based upon the needs of each Service Delivery Area (SDA), and to be determined by the local Workforce Investment Board (WIB). WIA also identified required partners for provision of instructional services in SDAs. As key required partners, adult education providers became critical partners in the delivery of One-Stop

services (American heritage—federal adult education: A legislative history 1964-2013, 2013). In addition, in 1996, the California Community College system added to its mission: “Advancing California’s economic growth and global competitiveness through education, training and services that contribute to continuous work force improvement” (Bruno, Burnett & Galizio, 2016).

In response to the business and industry concerns about skill levels of current and future employees, the National Literacy Act of 1991 provided, for the first time, fiscal support for National Workforce Demonstration Programs (NWDP) to support effective partnerships between education organizations, business and industry, labor organizations, and private industry councils. NWDP were designed to address the literacy needs of under and unemployed adults to improve their job performance. Funding was also provided for support services such as transportation, counseling, and childcare (American heritage—federal adult education: A legislative history 1964-2013, 2013).

With passage of the Workforce Investment Act (WIA) of 1998, adult education, labor, and training organizations forged new alliances at the regional level to address the needs of their mutual clients;

“The new authority for adult education contained in WIA legislation made clear the congressional message: the adult education system needed strengthening to meet the job-training demands under the newly created workforce investment system. While retaining the commitment to the broad purposes of educating adults to function better in the family, in the community, and at work, Congress envisioned that adult education providers—local educational agencies, community colleges, community-based organizations, libraries, churches, and other nonprofit organizations—would be more

actively involved in the development of a state job-training system. Ultimately, the goal of WIA is to help remove the barriers of low literacy skills from people who are seeking training and employment” (“Meeting the challenge: A history of adult education in California,” 2005, p. 87).

In addition to calling for integrated adult education programs (embedding literacy and numeracy skill building within vocational training) and interagency collaboration, WIA also mandated rigorous accountability for program outcomes. Through the National Reporting System, annual performance measures helped direct program improvement (American heritage—federal adult education: A legislative history 1964-2013, 2013). Student success data were collected by U.S. Department of Education and reported to the U.S. Congress. The three core performance indicators focused on (1) demonstrated gains in basic foundational skills; (2) post-secondary and workplace placement and success rates; and (3) high school diploma or equivalency completion data. WIA also called for a reduction in funding for statewide projects and proportionally increased funding for local providers (“Meeting the challenge: A history of adult education in California,” 2005).

While providing financial support for adult workforce development, federal policy makers also advocated for a significant reduction in welfare programs. Welfare “reform” was authorized under the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996. Under President Bill Clinton, Temporary Assistance for Needy Families (TANF) program supplanted Aid to Families with Dependent Children. TANF reduced the length of time adults could receive assistance to two years and required welfare recipients to actively seek work and educational opportunities. TANF also placed restrictions on cash assistance for legal immigrants, causing a noteworthy rise in applications for citizenship during the late 1990s (“Meeting the challenge: A history of adult

education in California,” 2005; The Brookings Institution, 2002). Between 1995 and 1999, over two million welfare recipients enrolled in state grant programs and approximately 145,000 homeless adults received adult education services (*American heritage—federal adult education: A legislative history 1964-2013, 2013*); Adult education and literacy, data fact sheet, five year trends 1995-1999, p. 3-4,” 2000).

In California, the Regional Workforce Preparation and Economic Development Act, more commonly known as the Welfare-to-Work Act of 1997 (Assembly Bill 1542), similarly replaced GAIN—which had few limits and restrictions—with CalWORKs, California Work Opportunity and Responsibility to Kids, which imposed strict eligibility requirements including engagement in work and education to ensure welfare would only be provided temporarily during times of crisis. Both TANF and GAIN aimed to discourage long-term dependency. Although these two “reform” efforts initially emphasized work over education. CDE granted authority to distribute CalWORKs funding to adult schools with a focus on basic skills, high school completion, ESL, and short-term career training (“Meeting the challenge: A history of adult education in California,” 2005).

During the 1990s, education finance reform efforts allowed for the expansion of adult education into underserved communities as innovative approaches to vocational and family literacy programs were developed across the country. Adult education theory and practice supported mass implementation of contextualized basic skills instruction. Intergenerational family literacy programs increased across the state. These programs were designed to end the cycle of generational poverty by tackling literacy at the family level. Advocates argued that improved parent literacy would lead to improved child literacy. Family

literacy programs require coordinated collaboration between adult and early childhood educators. WIA’s authorization of the Adult Education and Family Literacy Act provided funding for family literacy priorities, which became a pillar of the *California State Plan 1999–2004* (“Meeting the challenge: A history of adult education in California,” 2005).

The passage of Proposition 227 in 1998 all but dismantled bilingual education in public schools. However, this ballot measure earmarked ten years of funding for Community-Based English Tutoring (CBET) programs. LEAs applied for CBET funding to establish literacy programs for hundreds of thousands of adults statewide for a decade (“Meeting the challenge: A history of adult education in California,” 2005). Despite state efforts to dismantle bilingual education, funding from the National Literacy Act expanded family literacy programs through Even Start programs to improve the educational opportunities of children and adults. This federal legislation called for the development of interdisciplinary programs that integrated early childhood education, adult literacy training, and parenting education (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

Adult education enrollments doubled during the 1990s as a result of a number of factors, including: significant growth in immigration, which spurred an increase in need for ESL, citizenship, and vocational training; cuts to state and federal welfare programs, which led to spikes in high school diploma and short-term job training programs; additional federal funding for adult literacy and citizenship; and California’s bold 1992 adult education reform legislation, which fostered program development and expansion. Between academic year 1992-93 and 1998-99, adult education enrollments skyrocketed, increasing from 1,216,698 to

2,395,825. Adult education offerings in the 1990s focused primarily on ESL, high school diploma, and vocational programs (“Meeting the challenge: A history of adult education in California,” 2005). In 1999, 44.5 percent of adults 17 years old and older nationwide participated in some form of adult education (*American heritage—federal adult education: A legislative history 1964-2013, 2013*); “Digest of Education Statistics,” 2001, Table 359).

The delineation of functions of adult education providers in K-12 and community college districts remained contentious since the Donahue Act of 1960 moved the administration of community colleges from CDE to the Board of Governors (“Meeting the challenge: A history of adult education in California,” 2005). This legislation changed the name of two-year colleges from junior colleges to community colleges and focused the new system’s mission on transfer to university, and vocational and technical training for employment (Bruno, Burnett, & Galizio, 2016). Even though K-12 adult education providers had operated since the 1850s, noncredit adult education programs in community colleges “were similar in program offerings and standards by the late nineties” (“Meeting the challenge: A history of adult education in California,” 2005, p. 113). When the U.S. Congress authorized WIA, many states shifted adult education from K-12 systems to their junior/community college systems. In 1997, a state-wide joint commission was formed to address legislative matters on adult and noncredit education in California, comprised of three representatives from CDE and three representatives appointed by the Board of Governors to foster development of a more cost-effective, integrated model. The Joint Board Committee on Noncredit and Adult Education offered 12 policy recommendations in five disciplines: ABE, ASE, ESL, parent education, and older adults:

1. Clarify joint authorization to offer noncredit and adult education.
2. Create a formal structure for joint development and implementation of a policy for noncredit and adult education.
3. Develop strategies for ensuring student success.
4. Redistribute unused existing resources.
5. Encourage school and community college districts to make fair-share distributions.
6. Determine the cost of implementing endorsed changes.
7. Equalize reimbursement rates within and among segments of the adult education system, the kindergarten-through-grade-twelve system, and the community college credit and noncredit system.
8. Finalize and distribute program standards.
9. Develop a coordinated data system.
10. Clarify the scope of authorized instructional categories.
11. Permit reimbursement for work-based education.
12. Establish reciprocity for instructors in noncredit and adult education.

These recommendations received minimal support due to funding limitations and disagreement between the state legislature and the governor. “Additionally in 1997, the Orange County Unified School District sued the Rancho Santiago Community College District because the Community College District did not meet their

responsibility to develop a “mutual agreement” prior to establishing new courses for adults. The mutual agreement requirement was established in law. The court found that a mutual agreement was not needed between K-12 and community colleges because the mission of the Community Colleges included noncredit instruction. This decision, later affirmed by the Court of Appeals, essentially nullified the state law (“Noncredit at a Glance,” 2006, p.6). In 1998 the governor of California approved AB 1725, including the provision that “adult noncredit education curricula in areas defined as being in the state’s interest is an essential and important function of the community colleges” (FACCC, 1998, p. 18).

In 1999, the state legislature impaneled a Joint Committee to Develop a Master Plan for Education-Kindergarten through University. This committee’s 2002 report focused on accountability, standardization, and centralization and called for increased funding, collapsing ten adult program areas into four categories, adoption of an accountability system which included performance indicators in course standards, and a review of the overall governance structure and distinct faculty credential requirements. The draft California Master Plan for Education, composed in 2002, called for moving all adult education into the community college system. Protest from K-12 adult education providers followed. The final plan required the appointment of a state taskforce to explore the governance of adult education statewide (“Meeting the challenge: A history of adult education in California,” 2005).

The Politics of No Child Left Behind as the Point of No Return: Centralization, Standardization, and Accountability Reign in the New Century

During the 1990s, reformers on both sides of the political spectrum called for increased accountability, standardization, and centralization at all levels of public education. By 2000, adult education programs in California had enacted various mandates. For instance, civics and ESL programs had to provide evidence of student learning to receive federal funding and high school completion requirements became more stringent (“Meeting the challenge: A history of adult education in California,” 2005). Policymakers, the media, parents, and taxpayers demanded evidence of continuous improvement to justify funding for all state-supported educational institutions; K-12 schools, adult education providers, community colleges, and state colleges had to comply with mounting accountability initiatives. Progressives and conservatives found common ground in their support of standards-based education, performance-based accountability, and centralized-data reporting. Bipartisan support led to passage of the most recent update to Elementary and Secondary Education Act, *No Child Left Behind* in 2002, a federal K-12 education reform initiative that has fundamentally transformed public education practices in the twenty-first century (Peterson, 2013).

In 1997, Senate Bill 394 implemented outcomes-based accountability in California. A state council was convened to determine how to measure adult education, including key data elements, performance standards, internal reporting protocols and timelines, and public disclosure practices. The year after, the federal Workforce Investment Act of 1998 (WIA) reauthorized hundreds of career training and workforce services and expanded evidence-based ESL, civics, and basic

skills programs (“Meeting the challenge: A history of adult education in California,” 2005). California developed a plan to qualify for supplemental WIA funding, titled *The Workforce Investment Act, Title II, Adult Education and Family Literacy Act: California State Plan, 1999- 2004*. This plan requested supplemental funding and established new program measurement indicators for five program areas: ABE, ASE, ESL (including family literacy), civics, and vocational education. Although California had used CASAS to report sample student performance outcomes in ABE, ASE and ESL since implementation of the National Literacy Act, the new WIA plan instituted data reporting for all students who attended a minimum of 12 hours. Despite the onerous task for collecting all student success data, California realized all negotiated WIA performance objectives for Title II-funded programs in ABE, ASE and ESL (which included civics and citizenship) (“Meeting the challenge: A history of adult education in California,” 2005).

During the early 2000s, state-funded programs were very similar to those authorized during the 1990s and included ABE, ESL, citizenship, civics, high school equivalency/diploma, vocational education, adults with disabilities, health and safety, home economics, parent education, and older adults. *The California State Plan, 1999-2004* appropriated ten percent of WIA funding for ASE. Beginning in the 2000-2001 federal fiscal year, new funding for legal immigrant education became available through WIA Title II. Amendments in 2002 to the *California State Plan, 1999-2004* included a provision for English Language Citizenship (EL Civics) education. The revised plan also called for experimentation with non-standardized assessments, such as portfolios, journals, group projects, and oral presentations (“Meeting the challenge: A history of adult education in California,” 2005).

As adult education programs modernized, adult education providers increasingly relied on educational technologies and new media literacies. In 2001, CDE’s AEO, through OTAN, developed the *California Adult Education Technology Plan, 2001-2004* (CAETP). Technological advances drastically transformed the operation and delivery of adult education programs and services. From online curriculum approval to distance education pilots, the early 2000s redefined the role of technology in adult education. Despite these innovations, limited student access to technology and faculty professional development created challenges for implementation of the CAETP (“Meeting the challenge: A history of adult education in California,” 2005).

Two significant developments in ABE and ASE fundamentally transformed the administration of high school diploma and equivalency programs. First, state and federal funding streams required the development of a more challenging high school equivalency instrument in 2002. The adoption of state academic content standards in English language arts, math, science, and social studies precipitated revisions to a national high school equivalency test, the General Educational Development (GED) exam. The content and activities included in the new GED test required demonstration of greater critical reasoning and authentic skills in the four core academic subject areas. To support a seamless transition of faculty teaching in ASE equivalency programs to new equivalency program outcomes, CDE established the California GED Collaborative that worked through the California Council for Adult Education’s GED Teacher Academy and the California Adult Literacy Professional Development Project (CALPRO) (“Meeting the challenge: A history of adult education in California,” 2005).

The second major development in performance-based high school completion reforms began with the Class of 2006 when—for the first time—

California high school students had to pass a standards-based test to receive a high school diploma. K-12 students in California public schools were required to pass the California High School Exit Examination (CAHSEE) to demonstrate competency in grade-level skills in reading, writing, and mathematics to earn a high school diploma (“California High School Exit Examination (CAHSEE),” 2016). The content of the CAHSEE was based on content standards in English-language arts and mathematics that were adopted by the State Board of Education (SBE) in 2003. Adult high school diploma students were also required to pass the CAHSEE to graduate, which now required students to demonstrate competency in Algebra. In 2010, the CDE adopted the Common Core State Standards in English–language arts and mathematics (“California High School Exit Examination (CAHSEE),” 2016). Both K-12 developments have had lasting repercussions on adult and post-secondary institutions. While these new accountability initiatives raised academic expectations of students, they also created structural challenges for educational institutions and had negative consequences on students (“California High School Exit Examination (CAHSEE),” 2016; “Meeting the challenge: A history of adult education in California,” 2005).

The New Politics of Noncredit Education: Career Development and College Preparation

Leading community college administrators advocated assertively for increased funding for community colleges during the early 2000s. For decades, the community college districts of California had disparate rates of funding. These disparities stemmed from a period of time when local boards of trustees had taxing authority and established different rates for each of their 72 districts. These different rates were made

permanent in the community college system in 1978 with the passage of Proposition 13 that, among other changes, eliminated the taxing authority of local boards. In 2003, several California community college chancellors and presidents sought to remedy the disparity in FTES funding rates among the districts. Several prominent leaders in the community colleges led a campaign to equalize FTES funding across districts (Carroll, 2016; Turnage & Lay, 2006).

Under the leadership of San Diego Community College District Chancellor Constance Carroll, Ph.D., and Foothill-De Anza Community College District Chancellor Martha Kanter, 44 districts established the “Underfunded Districts Caucus,” which led ultimately to the passage of Senate Bill 361 in 2006, the new Budget Act, which provided equalized funding rates for 66 of the 72 community college districts. Although a number of districts that were funded at higher FTES rates opposed this effort, equalization was included in the legislation, which was signed by Governor Arnold Schwarzenegger who supported this effort. The new funding system required the Chancellor of the California Community Colleges to compute and finalize the equalization adjustment for credit FTES apportionment, which required an additional \$240 million in ongoing funding for underfunded community colleges. Following this successful effort, focus shifted to enhanced noncredit funding (Carroll, 2016; Turnage & Lay, 2006).

In 2006, the nine noncredit education categories eligible for community college funding established in California’s Education Code were:

- > Elementary and secondary basic skills
- > English as a second language
- > Immigrant education (which includes citizenship and workforce preparation)
- > Parenting

- > Short-term career technical education
- > Older adult programs (designed for residents over 55 years of age)
- > Programs for adults with disabilities
- > Health and safety
- > Home economics

During the early 2000s, various groups of key stakeholders rallied in support of increased funding for noncredit programs. The groups included the Academic Senate for California Community Colleges (ASCCC), the participatory governance division of the faculty, the California Community College Chancellors Office (CCCCO), the state's system office, and the Community College League of California (CCLC), the primary policy advocacy division of CCCCCO. The groups orchestrated the campaign to legislate enhanced (not equalized) credit-noncredit funding for programs leading to Career Development and College Preparation (CDCP). They argued that the disparity in funding between CDCP enhanced noncredit classes and programs at only 56 percent of the credit rate did not provide sufficient financial support for noncredit programs that were designed to support job readiness and transition to credit (“The Role of Noncredit in the California Community Colleges,” 2006; “Noncredit at a glance,” 2006).

In response to a request of the boards of the California Community College Trustees (CCCT) and Chief Executive Officers of the California Community Colleges (CEOCCC), a workgroup of chief business officers (CBOs) from a diverse, representative sample of districts met for several months to issue recommendations on changes to the community college funding formula for noncredit programming. In 2004, the California Community Colleges CBO Workgroup on Community College Funding released the *Report of the Workgroup on Community College*

Finance (2004), which recommended that the apportionment funding should be increased for CDCP courses to the full credit rate when funds were available to increase student success and completion. The workgroup recommended replacing the program-based funding distribution to community college districts with a simpler, more equitable method. The report recommended each district receive a basic allocation based on the number of colleges and noncredit centers along with an equalized rate for all credit and noncredit FTES. This recommendation “provides equitable funding while recognizing the unique circumstances surrounding the creation of our different districts” (“Report of the Workgroup on Community College Finance,” 2004, p. 1).

In 2006, ASCCC formally recognized that credit programs in a report titled “The Role of Noncredit in the California Community Colleges” had long overshadowed noncredit programming within California community colleges. ASCCC’s Educational Policy Committee revealed that even though noncredit generated approximately 10 percent of enrollment in the California community college system, many people outside and even within the system did not fully understand the importance of noncredit programs, nor how they served California’s educational needs. During the early 2000s, most colleges offered few, if any, noncredit courses, and most that offered noncredit programs failed to recognize the full potential of noncredit (“The Role of Noncredit in the California Community Colleges,” 2006). The 2006 report by ASCCC 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 (“The Role of Noncredit in the California Community Colleges,” 2006).

Based on the responses to the survey conducted by the Educational Policies Committee and related research, the 2006 ASCCC report issued the following recommendations:

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

(“The Role of Noncredit in the California Community Colleges,” 2006, p. 1).

The very structure of the community college system guaranteed that, while noncredit students were often the most in need of individual help and support, they received fewer interactions with faculty and support services than did their credit counterparts (“The Role of Noncredit in the

California Community Colleges,” 2006). ASCCC joined forces with CCCCO and CCLC to call for additional funding and support for noncredit programs. To support their noncredit lobbying efforts, CCLC argued that roughly 75 percent of new community college students arrive unprepared for college-level course work and require remediation. The policy advocacy organization asserted that if reimbursement rates were increased, the financial disincentive to offer primarily pre-collegiate credit instruction would discontinue. This approach would provide community colleges with an alternative option to address remediation and students with a different delivery method for instruction. Noncredit students would not pay fees to enroll in basic skills courses, which would be better designed and more appropriate for this student population. “Short, intensive formats with open-entry enrollment would be the norm rather than the traditional 16-week regular credit course. Instruction could be provided in an acceleration format or some other intensification environment which could be an option for CTE or Basic Skills courses” (“Noncredit Education Policy Brief,” 2014, p.1). CCLC claimed that students would not pay fees for noncredit basic skills courses and could therefore delay the start of their financial aid eligibility “clock” and have only legitimate credit classes count toward degree and certificate completion (“Noncredit Education Policy Brief,” 2014).

As a direct result of intense lobbying efforts, SB 361 also provided supplemental funding for noncredit instruction. “Although one part in a much larger bill, the legislation promised enhanced funding for certain noncredit career development and college preparation” (CDCP) courses putting apportionment for those noncredit courses closer to an equitable par with other college transfer and career technical preparation efforts (“Noncredit at a Glance,” 2006, p.6). Prior to the passage of SB 361, all



The very structure of the community college system guaranteed that, while noncredit students were often the most in need of individual help and support, they received fewer interactions with faculty and support services than did their credit counterparts.

—“The Role of Noncredit in the California Community Colleges,” 2006).

noncredit instruction apportionment was funded by the state at the same level (“Noncredit at a Glance,” 2006). Disparate funding has been in place since 1981 upon recommendation of the Behr Commission. This new legislation created a new instructional category, named “CDCP,” and opened the door to the potential of equitable funding for noncredit instruction.

Under SB 361, funding was increased but not equalized for CDCP courses. CDCP courses were funded at roughly 75 percent, rather than the prior 56 percent rate, provided for credit courses. The rates for CDCP courses were set at \$4,367 per FTES, enhanced non-credit at \$3,092, and remaining noncredit at \$2,626. This new instructional category “more clearly described the intention that the increased resources should target students whose goals are career development or college preparation” (“Noncredit instruction: Opportunity and challenge,” 2009, p.10). SB 361 required that CDCP courses be sequenced and lead to certificates focused on transition to credit or employment. CDCP enhanced funding program categories included: ESL, ABE/ASE, short-term CTE certificates with high employment potential, workforce preparation pathways, and apprenticeships (“Exploring New Possibilities for Student Success through Noncredit,” 2014).

Another significant development in the California community college system during the first decade of the millennium was the Basic Skills Initiative (BSI). In response to growing numbers of undereducated adult residents, the BSI was established in 2006. This initiative stemmed from both the development of the System Strategic Plan and the Board of Governors’ adoption of the Academic Senate recommendation to increase student success in English and mathematics. These two developments raised awareness about the very high numbers of students who did not progress successfully in developmental courses and therefore failed to complete their educational

objectives (“Noncredit instruction: Opportunity and challenge,” 2009). BSI led to annual grants to colleges to support innovative reforms in developmental ESL, English, and math programs. The first BSI grant, disseminated in 2006, supported the development of *Basic Skills as a Foundation for Student Success in California Community Colleges*, a review of extant literature that describes data-driven best practices in developmental education. The second grant funded a professional development component that involved Academic Senate and faculty-administrator collaboration in providing peer-to-peer training on the research-based best practices identified with funding from the first grant. The third grant most directly involved noncredit faculty and programs. A key objective of all three BSI grants focused on transitions from noncredit to credit programs (“Noncredit instruction: Opportunity and challenge,” 2009). Annual grants have been awarded for the past 11 years, and despite earnest efforts to formalize these pathways over the past decade, minimal progress has been made.

During the first decade of the new century, Governor Arnold Schwarzenegger and State Senator Jack Scott called for bipartisan support for increased funding for five noncredit instructional program categories: ABE/ASE, ESL, immigrant education, programs for adults with disabilities, and short-term CTE certificates to be funded by a new “Adult Education Partnership” program. These five programs received support because they prepare underserved adult learners for transition to credit college programs, entry or re-entry into the job market, and critical citizenship and workforce skills for new Americans (“Noncredit Education Policy Brief,” 2014). Although courses for adults with disabilities were not designated as CDCP, the other instructional categories received enhanced funding under SB 361.

Advocates for a new Adult Education Partnership cited four arguments for their support of these five noncredit program categories. First, adults who lacked basic skills in reading, writing and computation were rarely successful in college-level coursework. Noncredit courses can provide the essential “bridge” to enable students to become college ready and ultimately increase the numbers of Californians who receive certificates and degrees. Second, advocates argued that immigrants with English language skills would be more productive members of society if they gained employment, became citizens or pursued further academic study. Third, reformers asserted that basic skills or vocational education for students with disabilities would enable them to achieve maximum independence. And fourth, short-term career technical education certificates would provide adults with the skills needed for job entry or re-entry as well as career advancement or change (“Noncredit Education Policy Brief,” 2014).

Passage of SB 361 in 2006 by the California legislature opened the door to the potential of equitable funding for noncredit instruction. Curriculum regulations in Title 5 changed to allow local certificate programs in noncredit. The system-wide Basic Skills Initiative also championed the important role noncredit programs can play in introducing more students to the wide range of programs and certificates available in community colleges. Two years after passage of SB 361, ASCCC convened an ad hoc taskforce on noncredit, which issued a report titled *Noncredit Instruction: Opportunity and Challenge in 2009*. This report highlighted that the promise of SB 361 and related advances had brought about minimal progress.

The 2009 ASCCC report highlighted three areas of concern: funding, student support services, and faculty working conditions. First, this report asserted that 2009 funding for noncredit programs

was inadequate, despite improvement provided by SB 361. Second, ASCCC maintained that student supports were inadequate; noncredit student support services were missing or minimal. And third, noncredit faculty were not treated with the same level of dignity and respect as credit faculty: staffing levels of full-time noncredit faculty had not increased sufficiently; faculty workload expectations discouraged effective class preparation, monitoring of student work, and impromptu interactions; and faculty struggled to participate in program development and local governance because of their disproportionate teaching loads (“Noncredit instruction: Opportunity and challenge,” 2009). Noncredit faculty typically taught 25 hours per week while credit faculty were usually contracted to teach 15 hours per week.

During the height of the Great Recession, in 2008, ASCCC raised two important questions for consideration: First, why are there two systems (namely, the K-12 and community college systems) offering similar adult education programs with inconsistent funding mechanisms and linkages between them, and second, why is it that within the community college system there are two different funding mechanisms (credit vs. noncredit) for offering instructional services with the same outcomes? Later, the Legislative Analyst Office’s (LAO’s) report *Restructuring California’s Adult Education System* issued in December 2012 and the Little Hoover Commission’s report *Serving Students, Serving California* published in February 2012 focused on the same two questions. From the perspective of these three bodies, the state of California provides seemingly similar educational services through two different agencies: adult education through the K-12 system and noncredit and credit instruction through the California Community Colleges (“AB 86: A Brief History and Current State of Affairs from the Noncredit Task Force,” 2014).

According to the LAO's report, 52 percent of adult education in 2014 was offered through credit instruction at community colleges—with 14 percent of community college adult education delivered through noncredit instruction—and 34 percent provided by adult schools when evaluating full-time equivalent students. These educational services are concentrated in three areas: CTE, ESL and ABE/ASE. The LAO defined all programming below college-level English and intermediate algebra as pre-collegiate basic skills. The origins of this conflict between adult education and community college education institutions dates back to 1856 when the SFBOE established its first adult school, the "Center for Americanization," to address the English language needs of its burgeoning population. Since the early 1900s, school districts in California were given legal authority to offer two distinct educational programs for adults: (1) adult schools focusing on immigrant education, basic skills and job skills; and (2) junior or community colleges covering the first two years of postsecondary education to high school graduates ("AB 86: A Brief History and Current State of Affairs from the Noncredit Task Force," 2014).

Over the past 100 years, two paths to address the learning needs of California's adult learners emerged. "Over the past century, Californians have regularly revisited these tracks resulting in a history of modifications that led to our current practices: K-12 schools are permitted to offer adult education programs and CCC districts may offer noncredit and credit courses and programs" ("AB 86: A Brief History and Current State of Affairs from the Noncredit Task Force," p.1). No mutual agreement is required between these two systems within the same service area. Subsequently, local control has prevailed as common practice. With the passage of California Assembly Bill 86 in July 2013, community colleges and adult education providers in K-12 systems are again expected

to determine how adult education providers (through a K-12 delivery system and noncredit in the community college system) can work cooperatively and collaboratively to address the vital needs of the state's adult population ("AB 86: A Brief History and Current State of Affairs from the Noncredit Task Force, 2014"). Presently, there are 113 community colleges plus three noncredit centers in the California community college system serving approximately a half million students registered in noncredit programs. It should be noted here that not all community colleges uniformly offer noncredit instruction. Moreover, there are more than one million students in some form of pre-collegiate adult education (K-12, CCC credit instruction, CCC noncredit instruction) throughout California, represented by 500,000 full-time equivalent students (FTES), according to the LAO in 2012. The alignment and collaboration between the K-12 and community college adult education systems remains a point of contestation ("Restructuring California's Adult Education System," 2012).

LAO argued that the legislature should "promote collaboration between adult schools and community colleges by clearly defining the missions of the two systems." For over a century, this debate has gone unresolved and the alignment and collaboration between the K-12 and community college adult education systems remains a point of contestation ("Restructuring California's Adult Education System," 2012). The LAO has advocated that the following courses that are offered at community colleges be categorized only as noncredit courses: (1) all English and ESL courses that are below transfer level, and (2) all math courses that are more than one level below transfer. The legislature responded in support of the recommendations of the LAO. ("AB 86: A Brief History and Current State of Affairs from the Noncredit Task Force," 2014; "Restructuring California's Adult Education

System,” 2012). The continued discussion about governance over the two systems serving similar adult learner populations with similar needs led to the introduction and successful passage of the Education Protection Act, Senate Bill 860 and Assembly Bill 86 (“AB 86: A Brief History and Current State of Affairs from the Noncredit Task Force,” 2014).

At the federal level, the United States investment in adult education (ABE/ASE, ESL and CTE) has continued. Grants to states increased from \$416 million in 2000 to \$497 million in 2010, and total adult education funding increased from just over \$500 million in 2000 to almost \$640 million in 2010. Total student enrollment in adult education fluctuated from 2000 to 2010 but ultimately increased from approximately two million to nearly three million. Latinos comprised the largest group enrolled in adult education at 40 percent of enrollees in FY2010-2011, followed by whites at 26 percent and blacks or African Americans at 22 percent (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

In his 2013 State of the Union address, President Obama provided supported for California’s workforce mission to close the skills gap and to provide technical training that industry needs (“Doing what matters for jobs and the economy - California community colleges,” 2016). In its Strategic Plan for FY2011-2014, the USDOE delineated six performance goals to reach President Obama’s 2020 education target. The first goal of the strategic plan focused on postsecondary education, career technical education, and adult education. Three priorities emerged: increased college access, quality, and completion by improving higher education and lifelong learning opportunities for youth and adults.

“To encourage the lifelong learning of Americans, it is important to focus not only on increasing the number of students earning degrees and credentials through postsecondary education,

but also on encouraging every American to complete at least one year of education or workforce training, or its equivalent, beyond high school” (An American heritage—Federal adult education: A legislative history 1964-2013,” 2013, p. 30).

According to USDOE, approximately 93 million adults lack essential basic skills, which inhibits their ability to succeed in college and the workforce (“National Association for Public Continuing & Adult Education (NAPCAE) Records,” 2009; (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

The Rise of the Platinum Age of Adult Education

In response to the effect of the economic crisis of 2008, on California public K-12 and community college systems, Governor Brown lobbied voters to support Proposition 30, The Schools and Local Public Safety Protection Act of 2012, which was approved on November 6, 2012. This proposition temporarily increased the state’s sales tax rate for all taxpayers and the personal income tax rates for upper-income taxpayers. Revenues generated from Proposition 30 are deposited into a newly created state account called the Education Protection Account (EPA). EPA funding has provided significant money to support adult education student success and program expansion initiatives for both K-12 adult education providers and community colleges (“Proposition 30 impact to state aid - principal apportionment (CA Dept of education),” 2015), and has ushered in the “Platinum Age” of adult education for California K-12 and community college providers.

ASCCC continued to advocate for equalization of career development and college preparation (CDCP) funding for select noncredit program categories. At a plenary session in 2014, ASCCC urged support for noncredit programs because they (1) focused on

skill attainments and life skills, not grades; (2) are repeatable; (3) did not charge fees (meaning they are free to all residents); (4) are accessible to all; and (5) serve as a bridge to educational and career advancement (Lynch-Thompson, May, & Grimes, 2014). To address decimation of CTE, ESL and ABE/ASE programs during the economic downturn in 2008, the legislature and Governor Brown approved Senate Bill 860, the Education Omnibus Trailer Bill, which included equalization of CDCP noncredit and credit FTES funding in 2014. The new legislation read,

“Beginning in the 2015-2016 fiscal year, career development and college preparation FTES shall be funded at the same level as the credit rate” [(Lynch-Thompson, May, & Grimes, 2014).; SB 860: Ed Code 84750.5 (d)(4)(A) (ii).]

Apportionment dollars are not earmarked for credit or noncredit programming. Instead, local districts determine whether or not they wish to offer noncredit. Community colleges must offer credit courses to meet accreditation standards under the Accrediting Commission for Community and Junior Colleges (Lynch-Thompson, May, & Grimes, 2014). After decades of advocacy, SB 860 finally equalized funding for CDCP noncredit and credit courses. For academic year 2016-17, these two groups of courses are funded at \$5,004 per FTES. Other (non-CDCP) noncredit courses are funded at \$3,009 per FTES.

Although SB 860 equalized noncredit and credit funding, this legislation did not establish one set of faculty minimum qualifications or one method of attendance reporting for both noncredit and credit programs. State course approval requirements remain the same for credit and noncredit courses and certificates, but Title 5 maintained specific minimum qualifications for noncredit and credit faculty, reinforcing a tiered hierarchical system for instructional faculty that required credit faculty to possess more advanced educational credentials. Similarly, FTES calculation formulas were not

aligned. Whereas noncredit FTES reporting requires counting every minute each student attends class, the FTES reporting formula for credit courses requires tallying total student enrollments on one single day during the semester (Lynch-Thompson, May, & Grimes, 2014).

To foster expansion of job and college readiness noncredit programs, the legislature set aside \$25 million to support two years of planning across the state. The five categories championed under Governor Schwarzenegger’s 2007 plan were also the focus of Assembly Bill 86 (AB 86), which was signed by Governor Jerry Brown in 2014. AB 86, on July 1, 2013, called for the creation of Adult Education Consortium Programs and the establishment of regional consortia; to-date, 70 have been formed. Each regional consortium must consist of at least one K-12 school district and at least one community college district, with the goal of developing regional plans that serve community needs for adult education. As a result, the CCCCO and CDE, the agencies historically providing adult education services, created an AB 86 Cabinet and Work Group to develop a Certificate of Eligibility (COE) for all adult education providers to respond with the intent to participate in regional consortia. Consortia may also incorporate other agencies, such as correctional entities or community-based organizations. Adult education program categories included in the AB 86 consortia planning grants were:

- > ABE and ASE, including high school diploma or high school equivalency certificates;
- > Classes for education of immigrants such as ESL, citizenship, and workforce preparation;
- > Educational programs for adults with disabilities;
- > Short-term career technical education classes with high employment potential; and
- > Programs for apprentices

“Comprehensive Adult Student Assessment Systems (CASAS) Adult Education Block Grant,” 2016).

The one-time planning funds provided under AB 86 resulted in the Adult Education Block Grant (AEBG), which currently funds adult and career technical education across the state community college system (Lynch-Thompson, May, & Grimes, 2014). Consortia are expected to address gaps in services for adult students. Each consortium is also responsible for evaluation of currently offered adult education programs within their geographical boundaries and for planning the integration of existing programs to create seamless transition paths to credit or workforce. This new legislation emphasized better program integration and improved student outcomes. During the establishment of these consortia, ASCCC advised local academic senates to evaluate the best curricular mechanism to support student success and achievement of basic skills outcomes and ensure clear articulation within the community college district from noncredit to credit instruction and clear articulation from the K-12 adult education system to the community college instructional offering. “Smooth bridging from noncredit to credit and from noncredit to workforce is fundamental for the success of many of the students in the community college system. Developing and implementing a successful bridging plan requires much thought, along with quality input and cooperation among many areas working collaboratively” (“AB 86: A Brief History and Current State of Affairs from the Noncredit Task Force,” 2014, p. 1).

As of November 2014, a second ASCCC plenary on SB 860 and AB 86 presented on the state of noncredit in California. This presentation took place shortly before equalized CDCP funding took effect in July 2015. ASCCC reported that 68 of 72 districts offered some form of noncredit, and that

85 percent of all noncredit courses statewide were in ESL. While most districts greatly reduced (and in some cases eliminated) noncredit offerings during the Great Recession, several districts continued to operate robust noncredit programs despite the lower rate of funding. The bulk of noncredit has historically been offered by five community college districts (listed in order of size): (1) San Diego; (2) San Francisco; (3) North Orange; (4) Rancho Santiago; and (5) Mount San Antonio (“Exploring New Possibilities for Student Success through Noncredit,” 2014). For the past two years, San Diego has led in the state noncredit FTES with more than 8,000 full-time equivalent student enrollments (San Diego Continuing Education, Office of Institutional Effectiveness, 2016).

In alignment with AB 86, CCCC, specifically the programs of the Division of Workforce and Economic Development, aimed to bridge the skills and jobs mismatch and prepare California’s workforce for twenty-first century careers. Governor Brown argued that community colleges should become essential catalysts in California’s economic recovery and jobs creation at the local, regional, and state level. In support of Governor Brown’s agenda for workforce development, CCCC launched the “Doing What Matters for Jobs and the Economy” initiative, which developed a four-pronged framework to respond to the call of our nation, state, and regions to close the skills gap. The four prongs aim to:

- > Give priority to jobs and the economy
- > Make room for jobs and the economy
- > Promote student success
- > Innovate for jobs and the economy

“Comprehensive Adult Student Assessment Systems (CASAS) Adult Education Block Grant,” 2016).

The goals of “Doing What Matters for Jobs and the Economy” are to supply in-demand skills for employers, create relevant career pathways and stackable credentials, promote student success and get Californians into open jobs. This initiative called for a focus on priority/emergent sectors and industry clusters, recommended the scaling of effective practices; called to integrate and leverage programming between funding streams; promoted common metrics for student success; and removed structural barriers to execution (“Doing what MATTERS,” 2016).

The top 10 California sector priorities include advanced manufacturing; advanced transportations and renewables; agriculture, water and environmental technologies; energy, construction and utilities, global trade and logistics; health; information and communication technologies (ICT)/digital media; life sciences/biotech; retail/hospitality/tourism ‘learn and earn’; and small business. There are fifteen regional consortia and each have identified regional priority sectors in which to focus. (“Doing what MATTERS,” 2016). This has led to the creation of collaborative regional infrastructures to strategically address regional employment gaps while avoiding oversaturating each region with the applicable programming to support narrowing these skills gaps. In addition, funding streams have supported both local and regional approaches.

The Education Protection Account has given rise to the “Platinum Age” of adult education in the California community college system. In addition to equalized funding for CDCP noncredit and AEBG, the Education Protection Account—in lockstep with recommendations of “Doing What Matters for the Jobs and the Economy”—has financed four innovative initiatives to support noncredit student success and program expansion: (1) Student Success and Support Program; (2) Student Equity; (3) CTE Enhancement Funding; and (4) Strong Workforce.

STUDENT SUCCESS AND SUPPORT PROGRAM (SSSP)

SSSP (formerly Matriculation) is a CCCC initiative that enhances student access to the community colleges and promotes and sustains the efforts of credit students to be successful in their educational endeavors. The goals of SSSP are to ensure that all students complete their college courses, persist to the next academic term, and achieve their educational objectives through the assistance of the student-direct components of the student success and support program process: admissions, orientation, assessment and testing, counseling, and student follow-up. The Student Success and Support Program (SSSP) unit provides coordination and leadership to the community colleges with respect to credit and noncredit programs and services. SSSP funding was allocated in 2015 to support adult education in the statewide system (“Student Success and Support Program,” 2016). SSSP funds have called for more accountability in the delivery of robust student supports to increase student access and foster greater rates of completion.

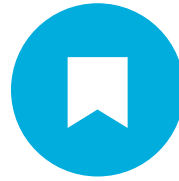
STUDENT EQUITY

Student Equity Planning is administered through the SSSP unit at the CCCC. SSSP staff is responsible for the implementation of the Board of Governor’s Student Equity Policy and related regulations. College student equity plans focus on increasing access and course completion. ESL and basic skills completion, degrees, certificates and transfer for all students as measured by success indicators linked to the CCCC Student Success Scorecard, and other measures developed in consultation with local colleges. “Success indicators” are used to identify and measure areas for which disadvantaged populations may be impacted by issues of equal opportunity based on ethnic/racial identity, gender identity, socioeconomic status, or designation as a foster

youth, veteran, or student with disabilities. “Each college develops specific goals/outcomes and actions to address disparities that are discovered, disaggregating data for indicators by student demographics, preferably in program review. College plans must describe the implementation of each indicator, as well as policies, activities and procedures as they relate to improving equity and success at the college” (“Student equity,” 2016, p. 1). Student equity funding allows colleges to focus on interventions and supports for some of the most disadvantaged credit and noncredit student populations. In 2015, noncredit programs became eligible to receive student equity funding.

CTE ENHANCEMENT FUNDING

In the 2014-15 budget signed by Governor Brown, funding was provided on a one-time basis to create greater incentive for California Community Colleges to develop, enhance, retool, and expand quality career technical education offerings that build upon existing community college regional capacity to respond to regional labor market needs. Noncredit and credit programs received significant funding to modernize career technical education programs.



The Student Success and Support Program (SSSP) unit provides coordination and leadership to the community colleges with respect to credit and noncredit programs and services. SSSP funding was allocated in 2015 to support adult education in the statewide system.

– “Student Success and Support Program,” 2016.

STRONG WORKFORCE

In June 2016, the California legislature approved a budget that includes an additional \$200 million for a workforce training program that takes aim at the looming skills gap across the state's regions. Leaders from the California Economic Summit joined the 2015 Strong Workforce Task Force, a statewide effort led by CCCCO to update California's workforce training programs. This body recommended more than two dozen improvements in the following areas:

- > Student Success
- > Career Pathways
- > Workforce Data and Outcomes
- > Curriculum
- > Career Technical Education Faculty
- > Regional Coordination
- > Funding

Governor Brown and the legislature agreed that California's community colleges are vital to the economy and that they play an important role in boosting our state's economy by serving more than 2.6 million students each year. In fact, one out of four community college students in the country is presently enrolled in a California community college, making it the nation's largest system of higher education. The 113 community colleges and three noncredit institutions provide students with the knowledge and background necessary in today's competitive job market. With a wide range of educational offerings, the colleges provide workforce training, basic skills courses in English and math, certificate and degree programs and preparation for transfer to four-year colleges and universities ("Doing what matters for jobs and

the economy—California community colleges," 2016; "Doing what MATTERS," 2016).

In addition to these initiatives, the California High School Exit Examination (CAHSEE), formerly a graduation requirement for students in California public schools, was suspended effective January 1, 2016. Senate Bill 172 (Liu) was signed by the Governor to suspend the administration of the CAHSEE and the requirement that students pass the CAHSEE to receive a high school diploma for the 2015–16, 2016–17, and 2017–18 school years. Due to the change in academic standards, this new legislation required that schools grant a diploma to any pupil who completed grade twelve in the 2003–04 school year or a subsequent school year and met all applicable graduation requirements other than the passage of the high school exit examination. The law further required the state superintendent of public instruction to convene an advisory panel to offer suggestions to the superintendent on the continuation of the high school exit examination and on alternative pathways to fulfill the high school graduation requirements pursuant to *Education Code* sections 51224.5 and 51225.3.

In President Obama's first address to Congress, he challenged America to meet an ambitious goal for education by 2020 to once again have the highest proportion of college graduates in the world. His administration has valued innovation, science, technology, and workforce development. In response to President Obama's ambitious educational objectives, the Secretary of Education, Dr. Duncan, and USDOE staff developed an audacious Strategic Plan for 2011–2014 ("U.S. Department of education strategic plan - FY 2011-14: Draft for public comment," 2012). This Strategic Plan outlined National Outcome Goals for Postsecondary Education, Career and Technical Education, and Adult Education to increase:

- > Number and percentage of 25 to 34-year-olds who attain an associate's degree or higher
- > Number and percentage of students who complete a bachelor's degree within six years
- > Number and percentage of students who complete an associate's degree or certificate within three years
- > Number and percentage of adult education students who obtain a high school credential
- > College access, quality, and completion by improving higher education and lifelong learning opportunities for youth and adults.

President Obama's second term focused on providing adult students and individuals with disabilities who are college and career-ready with the knowledge and skills necessary to pursue successful career pathways. Bills to reauthorize the Workforce Investment Act were introduced in 2013. The enactment of the Workforce Innovation and Opportunity Act (WIOA) by bipartisan majorities in Congress revitalized and transformed the public workforce system so that these efforts reflect the realities of the twenty-first century economy. WIOA modernized and streamlined the outdated WIA, which had been pending reauthorization since 2003. This nearly \$3 billion program funds state and local workforce initiatives and provides a comprehensive menu of job training services for adults and youth. This legislation notably encourages greater collaboration among employers, high schools, adult education, and community colleges and promotes innovative pay-for-performance models to ensure that funds are being spent effectively and efficiently ("The Workforce Innovation and Opportunity Act," 2014).

As further evidence of the President's commitment to workforce and adult education, the Obama administration's blueprint for a reauthorized Perkins Act would transform CTE and "result in a new era of rigorous, relevant, and results-driven CTE shaped by four core principles:

1. Industry sectors
2. Collaboration—strong collaborations among secondary and postsecondary institutions, employers, and industry partners to improve the quality of CTE programs
3. Accountability—meaningful accountability for improving academic outcomes and building technical and employability skills in CTE programs for all students, based upon common definitions and clear metrics for performance
4. Innovation—increased emphasis on innovation supported by systematic reform of state policies and practices to support implementation of effective CTE practices at the local level (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

In line with this effort, the administration also proposed a competitive CTE Innovation and Transformation Fund, administered by USDOE, to incentivize innovation at the district level and support system reform at the state level.

In January 2015, President Obama announced his campaign for free community college. President Obama proclaimed: "Every American, whether they're young or just young at heart, should be able to earn the skills and education necessary to compete and win in the 21st century economy" ("FACT SHEET: White House Launches New \$100 Million Competition to Expand Tuition- Free

Community College Programs that Connect Americans to In-Demand Jobs,” 2016, p.1). This announcement celebrated the 27 new free community college programs that have launched in states, and the additional investment of \$100 million for America’s Promise Job-Driven Training grants (America’s Promise Grants) to connect more Americans to education and high demand careers. President Barack Obama’s announcement of the America’s College Promise initiative began a national conversation about college affordability (“Beyond Tuition: Reducing Financial Barrier to College,” 2016).

Federal grants will be awarded to pilot and scale innovative tuition-free partnerships between employers, economic development, workforce development boards, community and technical colleges and systems, training programs, K-12 education systems, and community-based organizations to “strengthen the pipeline of Americans ready for in-demand jobs, bridge students’ educational opportunities and employer needs, attract more jobs from overseas, and create more pathways for Americans to reach the middle class,” effectively marrying workforce to adult education and community colleges (“FACT SHEET: White House Launches New \$100 Million Competition to Expand Tuition-Free Community College Programs that Connect Americans to In-Demand Jobs,” 2016, p. 1).

The California College Promise has charged local community colleges and districts to help fulfill the California College Promise for college completion by partnering with K-12 and university partners, college foundations and the private sector to increase access to underrepresented community members.

Although adult education is already offered at zero fees to state residents, the new Promise programs will offer additional options to individuals who complete noncredit certificates (“Beyond Tuition:

Reducing Financial Barrier to College,” 2016). With renewed attention on the cost of college, one could predict that many districts will soon start to convert credit programs—particularly in ABE/ASE, ESL and CTE—to noncredit.

The California Community Colleges Chancellor’s Office (CCCCO) press release in July of 2017, indicated that in the second year of the Strong Workforce program, it is expected that “one-sixth of the dollars must be allocated based on contribution to student success outcomes rather than the traditional approach of student enrollment” (“Standouts in Career Education Earn Accolades as California’s Community Colleges Advance Social and Economic Mobility”, 2017, p.2). As this and other initiatives focus on outcomes for accountability measures, the challenge in tracking of outcomes for noncredit becomes a significant barrier; some attention and progress is being made in this area. The 2017 CTE Employment Outcomes Survey (CTEOS), sponsored by the Data Unlocked Initiative of the Workforce and Economic Development Division of the CCCCCO managed by Santa Rosa Junior College (SRJC), includes all California community colleges, including (to a limited degree) the noncredit entities. During the 2016-17 academic year, an ad hoc group of noncredit research and instructional staff was convened to work through defining the noncredit skills builder cohort for this survey, and additional analysis will be conducted with the 2017 data to complete this definition. In addition, there is an expectation from noncredit practitioners, that student data and cohorts eventually will be pulled directly from CCCCCO’s management information system (MIS). Currently noncredit institutions send cohort data directly from the campuses rather than an MIS pull (as done for credit), and thus social security numbers are not included; noncredit MIS data such as student program area, grades and wage data, therefore cannot be included in the CTEOS tab of the CTE dashboard, significantly

limiting the analyses to be performed at the institutional level. Noncredit is now represented on the CTEO Advisory Committee, and the inaugural CTEOS Research Academy held in August of 2017, included a round table discussion on the issues that will influence future CTEOS deployment for noncredit students.

The Impact of the 2016 Past, Present and Future of Noncredit Education in California Report

San Diego Continuing Education (SDCE) representatives, including President Carlos Turner-Cortez, Ph.D., Dean Michelle Fischthal, and Analyst Jessica Luedtke presented within and out of State, and internationally, the results and recommendations from the first substantive research and history on California Community College noncredit education. Presenting at conferences and summits including the Hawaii International Education Conference (Honolulu), The Athens Institute for Education and Research 2017 Annual Conference (Athens), The Association of California Community College Administrators 2017 Annual Conference (Anaheim), and as keynote speakers for the Association of Community and Continuing Education's 2017 Annual Conference (San Diego), and Institutional Effectiveness Partnership Initiative's 2017 Noncredit Summit (Sacramento). At each of these events, SDCE's focus was on the recommendations developed from the 2016 survey, resulting in a spirit of advocacy for noncredit across the state. Noncredit practitioners are experiencing the impact of this advocacy as they continue the groundwork through the many current and upcoming initiatives, such as Guided Pathways and (now) the inclusion of noncredit programming.

California Community College Chancellor's Office Recognition of Professional Development For Noncredit

The Institutional Effectiveness for Partnership Initiative (IEPI) of the California Community State Chancellor's Office, recognizing the need for professional development in the area of noncredit, held the first annual Noncredit Summit Building Bridges and Programs Developing and Sustaining a Culture of Noncredit, in May of 2017. There were 250 attendees at this sold out event, with presenters "coming from the trenches of noncredit [and kicking off] a new community of practice for noncredit" (IEPI, 2017, p. 2). Attendees included those new and old to noncredit with breakouts related to noncredit basics as well as program development, instruction and support services and "building bridges". IEPI is continuing this support with another summit in October of 2017, The New World of Noncredit: Building and Expanding Programs in Community Colleges - presented in collaboration with SDCE where practitioners from throughout the noncredit field of education will be presenting in the areas of instruction, student services, institutional effectiveness and research and planning, business services, as well as the many initiatives currently available to noncredit programs. This event also sold out.

Noncredit Coalition

July, 2017 included the activation of a Noncredit Coalition, designed to discuss regulatory, legislative, and budget related issues. Members include senior executive management from San Diego Continuing Education/San Diego Community College District (Carlos Turner Cortez),

School of Continuing Education/North Orange County Community College District (Cheryl Marshall, Kai Stearns Morre, Valentina Purtell), Mt. San Antonio College (Bill Scroggins, Irene Malmgren) and Peralta Community College District (Melvinia King), along with representatives of the Community College League of California (Lizette Navarette, Ryan McElhinney) and the Association of Community and Continuing Education (Madelyn Arballo), and the noncredit lobbying firms of McCallum Group Inc. (Mark McDonald), Nossaman LLP (Ashley Walker), and Townsend Public Affairs Casey Elliot).

The noncredit coalition most recently advocated for the temporary exclusion of noncredit classes in the new Student Success Funding Formula until the poverty factor, which is determined by a student qualifying for the California Promise Grant or the Pell Grant, could be redefined to include noncredit students who would be qualified, but who do not apply for financial aid. They also advocated for the definition of the success factor to include employment gains, noncredit certificates conferred, the transition to credit, and course success. Lastly, the coalition took on recommendations from the 2016 Noncredit Report and advocated for allowing CDCP managed enrolled classes to be funded similarly to credit courses, by census date (Noncredit Coalition, personal communication, March 1, 2018).

Noncredit Practitioner impact since the 2017 Past, Present, and Future of Noncredit Education in California Report

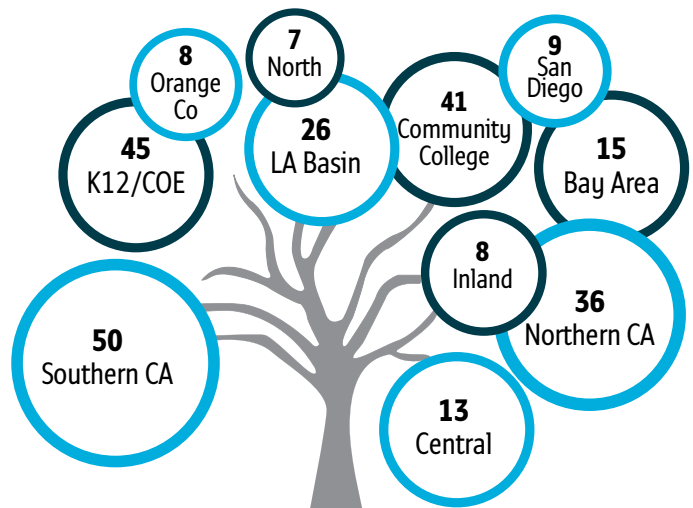
Noncredit practitioners have continued to speak out and advocate for their students, colleagues, and programs through the State Academic Senate, the Association of Community and Continuing Education (ACCE), the Noncredit Coalition, and as

members of various statewide advisory groups. Also, progress for adult education continues to be at the forefront through the Adult Education Block Grant (AEBG).

The establishment of Adult Education Block Grant (AEBG) metrics were included in AB104 legislation to measure adult education student success (literacy gains, high school diploma completion, post-secondary completion of degrees & certificates, wages, job placement, and transition), and were refined (and are still being refined) through practitioner collaboration with the development and implementation of six workgroups:

- > Data & Accountability
- > Professional Development
- > Regional Collaboration
- > Pathways
- > Member/Consortia Effectiveness
- > Education Crosswalk

AEBG FIELD REPRESENTATION



In June 2016, the California legislature approved a budget for an additional \$200 million to be allocated to workforce training programs aimed at the looming skills gap across the state's regions. Noncredit continues to be part of this initiative. Data from the 2017 noncredit survey showed planned growth in career education programming over the next two years, with a 146% increase. The two noncredit centers in the state, North Orange, and San Diego Continuing Education continue to play a significant role in their regions as shown by their inclusion in their respective regional Strong Workforce implementations and designation as colleges as demonstrated on their regional websites at futurebuilt.org and myworkforceconnection.org.

Noncredit advocacy in 2017 resulted in a proposal to change section 58003.3 of Title 5 to "authorize California community college districts to claim apportionment for noncredit courses, regardless of the immigration status of the student" ("Regulation Notices", 2018). The Title 5 change reads as follows: "Subdivision 58003.3 is amended to authorize California community college districts to claim apportionment for noncredit courses, regardless of the immigration status of the student" ("Regulation Notices", 2018).

A significant change to the California Community College funding was introduced in 2017 called The Student Centered Funding Formula. The intent,

according to the California Community College Chancellor Eloy Ortiz Oakley, is to adopt "a new funding formula that incentivizes student success . . ." ("Overview of the Student Centered Funding Formula", 2018, slide 2). Included in the new funding formula was a change to the definition of a disadvantaged student which would result in the exclusion of noncredit students, thereby significantly reducing the funding to noncredit programs. The proposed change led to additional advocacy, with the result that noncredit funding would remain associated 100% with enrollment and FTES for at least the first year. At the same time that the final details of the new funding formula were being determined, Valentina Purtell, Provost of North Orange Continuing Education (NOCE) and Michelle Fischthal, Vice President of Instructional Services at San Diego Continuing Education (SDCE) were participating on the statewide Simple Metrics Advisory group, where new metrics for all initiatives including Strong Workforce, were being proposed. The noncredit participation on this advisory committee resulted in maintaining the current Perkins disadvantaged student population definition which is inclusive of noncredit students for Strong Workforce Incentive funding. Noncredit practitioners and lobbyists will need to be diligent in seeking out the definition of disadvantaged students in all new initiatives or metrics to be implemented within the state given the incongruence with the new state formula definition.

Conclusion

Adult education has been federally funded since the birth of the nation, beginning with basic education and skills training for military personnel during the American Revolution. During America's first 100 years, federal adult education funding grew to provide training to military and civilian employees. Subsequent federal funding emphasized vocational and agricultural education and training. Significant federal funding for basic noncredit education of American adult citizens did not commence until the early 1960s (*American heritage—federal adult education: A legislative history 1964-2013, 2013*).

Federal adult education programs established in the 1960s focused primarily on adult literacy and targeted—and continue to target—through state grants and some national programs, those individuals who lack essential literacy skills required for employment and participation in America's democratic system. Since the mid-1900s, all presidential administrations provided support for adult education, although their visions for these programs may have differed. Since the 1960s, more than a dozen major congressional policies have been enacted to support the expansion of adult basic education and literacy programs.

California has offered state-support adult education since 1856, less than one decade after becoming a state. Until 1967, the California State Department of Education (CDE) oversaw all of adult education provided by the K-12 school districts and the emerging junior colleges. After the two-year colleges became an independent segment within California's education system, responsibility for adult education continued to

be shared by the public adult schools and the community college noncredit programs. Periodic initiatives have attempted to define the missions of the two systems and to promote equity and collaboration to meet the educational needs of the state's adult population. The most recent efforts of the Legislature are AB86, which led to the establishment of 70 adult education regional consortia consisting of multiple providers of adult education and (AEBG) funding, and SB860, which equalized credit and noncredit funding in the Community Colleges.

Over the past 166 years, the state of California has become the most diverse region in the world and a significant player in the world economy; as the fifth-ranked economy on the planet, the political, economic, and social health of California has implications across the globe (Starr, 2007). Now, more than ever, California needs to lead in the delivery of relevant, sustainable adult education programming that leads to advanced education and job training in careers that provide livable wages.

During the years covered in this noncredit research, with community college system in growth mode, colleges have been looking to noncredit for program development and expansion for enrollment and FTES. Also, with increased focus on equity and workforce, many colleges have been piloting innovative academic innovations through noncredit. The following chapter will provide the finding of SDCE's 2018 survey on California Community College Noncredit Offerings, trend analysis for data collected from 2016-2018, along with recommendations for the future of noncredit adult education research and practice to inform State enhancements in support of noncredit program growth.

California Community College Noncredit Offerings Survey

SDCE has commenced this study and survey on California Community College Noncredit Offerings to advocate for current and future noncredit programming in community colleges throughout California. Noncredit programs support the most underserved students by removing barriers to entry and while they have always been funded by the State in some capacity, an intentional and unified approach for growth will benefit our institutions and communities in serving a greater number of our citizens.

Survey Methodology

PURPOSE

The purpose of the survey is to track the development and revision of instructional programming across the California Community Colleges in three key areas: current offerings and programming, current operational processes, and planned offerings and programming; which are reflected in the research questions:

1. What is the current state of noncredit offerings and programming across the California Community College system?
2. How are California community colleges and institutions managing their noncredit programming?

3. What plans for future noncredit programming have the California community colleges and institutions put in place?

The 2018 report is the third annual iteration of the California Community College Noncredit Offerings Survey. Results continue to provide baseline data to inform California about the current state of noncredit programming. This year's report focuses on analyses by institutional size and changes that have occurred in noncredit programming over the past three years. This year's report addresses one final research question:

4. What changes are occurring in noncredit offerings and programming within the California Community College system?

INSTRUMENTATION

In the fall of 2016, the SDCE Office of Planning, Research, and Institutional Effectiveness (formerly Office of Institutional Effectiveness) worked in conjunction with the SDCE Office of the President to provide feedback on the design of the 2016 survey instrument. Face validity and content validity of the instrument was established through feedback from the SDCE Office of Planning, Research, and Institutional Effectiveness, the SDCE Office of the President, and CCCCCO's Educational Services, which included the following

content experts: an SDCE administrator, SDCE classified staff member, former SDCE instructional dean, and staff from the CCCCO's Office of Educational Services.

Face validity and content validity were based on the following criteria:

1. Survey questions should be directly related to the purpose of the survey, which is to elicit information about current credit and noncredit instructional programming, operational processes, and future provision of noncredit instructional programs.
2. Survey questions should be factually based instead of perceptually based.
3. Survey questions should avoid addressing complex processes or systems that most survey participants will not be able to answer, either because they are not applicable to them or are not representative of their knowledge base.

The 2017 survey instrument was refined based both on analyses of 2016 data and on feedback from the many conferences, committees, and groups where the 2016 report was shared across the state. Face and content validity criteria were applied to all newly added questions. Readability and field tests on the survey instrument were conducted within the SDCE Office of Planning, Research, and Institutional Effectiveness. The 2018 survey remained the same as the 2017 survey, with the exception of one question that was excluded from the third iteration of the survey.

The online survey instrument contained a total of 43 overarching questions or question sets and comprised: one set of open-ended respondent demographic/institutional background questions, 24 stand-alone forced choice questions, three stand-alone open ended questions, 13 question sets that each elicited yes/no responses to item lists, and two multiple-response question sets.

Moreover, at multiple points in the survey 14 open-ended response options were included in support of additional comments. It should be noted that the number of questions respondents were actually directed to answer varied due to respondent prior response and structurally built-in skip patterns.

SURVEY POPULATION

A nonprobability purposive sampling approach was used to gather information from each of the 114 California Community Colleges and two ancillary noncredit divisions: North Orange Continuing Education and San Diego Continuing Education. "Nonprobability sampling is a catch-all term referring both to samples of convenience (e.g., accessible, volunteer) as well as to more purposive methods of selection (e.g., judgment sampling, quota sampling)" (Field, Pruchno, Bewley, Lemay, & Levinsky, 2006: 567). Based upon the content of the questions and the specific expertise and level of knowledge required to identify broad instructional features of the institution, a hierarchical position-based approach was used in selecting potential respondents that would elicit accuracy in reporting. An expert panel was recruited with one chief instructional officer (CIO) at each college/noncredit division invited to participate in the survey or designate another well-informed contact at the institution to complete the survey on their institution's behalf. A total of 116 respondents completed surveys for their college or noncredit division in 2018, resulting in a 100% response rate. The 100% institution response rate was maintained over all three years, with all institutions responding in 2016, 2017, and 2018.

DATA COLLECTION

SDCE's Office of Planning, Research, and Institutional Effectiveness conducted an extensive 11-week campaign between April and June 2018 to engender survey completion from every institution in the state. Initial email invitations were sent to CIOs containing links to the survey,

followed by several reminder emails throughout May. CIOs were asked to either submit their college's survey themselves or designate another contact at the institution with substantial knowledge of noncredit programming to make the submission for the institution. In the last several weeks of data collection, a combined telephone and email follow-up campaign was initiated with the instructional offices of non-responding institutions. The purpose of this campaign was to either encourage survey submission or, if there were leadership time constraints or changes in leadership, to urge the institution to assign a new contact. All colleges submitted their responses by June 21, 2018.

The actual length of time to complete the survey was expected to vary considerably by college. For those colleges not requiring information collection from more than one source, the survey was expected to take approximately 5-20 minutes depending upon the extent of noncredit programming at the college. Contacts were provided links to an electronic version of the survey instrument within the email invitation that would allow potential respondents to pre-screen questions and gather accurate information prior to submission of the survey if needed.

ASSUMPTIONS AND LIMITATIONS

All data contained within the report are self-reported by respondents whom are agents for their institution. Assumptions are made that agents will provide factual data about the institution, to the extent of their knowledge. *As such, the summary of the findings generally refers to the institution rather than to the respondent.*

Direct knowledge and expertise by respondents are assumed based upon data collection protocols:

1. Select chief instructional officers as position-based specialists with broad bases of institutional knowledge
2. Replace subjects with limited knowledge/experience based on referral
3. Repeatedly recommend that respondents gather information from multiple sources at the institution if needed prior to survey submission.

For respondents requiring the collection of some information from multiple sources, length of time to gather the information is unknown; therefore, it is also unknown if completing the survey was an undue hardship on the respondent. Additionally, certain question items or subject items may require more consultation than others in order to collect accurate institutional responses.

The 2017 and 2018 surveys included a question asking respondents to provide confidential feedback to help the SDCE Office of Planning, Research, and Institutional Effectiveness improve the survey. Feedback elicited from survey respondents about challenges encountered in completing the survey and suggestions for the improvement of future surveys will help to guide any future data collection procedures and surveys.

ANALYSIS AND REPORTING

Descriptive statistical analyses were conducted and questions were grouped into themes. Considering the revised 2017 survey, titles for sections and content therein vary accordingly. For reporting purposes, results are not referred to in question order; rather they are clustered into three sections that reflect the primary research questions stated previously:

1. Current Offerings and Programming
2. Current Operational Processes
3. Planned Offerings and Programming

Trend Data

To add further depth to the findings, where applicable, three-year trend analyses of survey results were provided. Survey questions that varied between the 2016 and 2018 versions were excluded from trend analyses.

Size Classifications

Where applicable, results were also compared by magnitude of noncredit offerings at institutions statewide, whereby annual noncredit full-time equivalent student (FTES) values represent magnitude of offerings. Data for each college/noncredit division were obtained from the California Community College Chancellor's Office (CCCCO) Management Information System (MIS). At the point in time of this report's authoring, Spring 2018 data were not yet available. Therefore, FTES counts used to classify institutions by noncredit size are based on 2016/17 annual data.

Researchers used the same size parameters established in the 2017 version of this study. These parameters were established based on observed patterns within the data to inform the size classification of noncredit offerings by college/noncredit division as small, medium, and large. Institutions classified as small are those with less than 200 annual noncredit FTES. Medium institutions are those with 200 to 2,000 annual noncredit FTES, and large institutions are those with 2,000 or more annual noncredit FTES. Additional categories, such as "extra small" (fewer than 100 FTES) or "medium-large" (1,000 to 2,000 FTES) were considered. However, greater response uniformity was found among the small and large noncredit categories. It should also be noted that colleges that fell into the medium category showed a higher level of within-group variance unrelated to size. For this reason, we caution against making broad inferences about colleges classified as "medium".

Out of the 91 colleges/noncredit divisions with noncredit programming, 43 were classified as small

noncredit institutions (<200 FTES), 39 as medium noncredit institutions (\geq 200 to <2,000 FTES), and nine as large noncredit institutions (\geq 2,000 FTES).

Comments

Where appropriate, qualitative analyses of open-ended questions were performed. Comments were coded to allow indexing respondent comments into categories that identify themes. All verbatim comments are included in Appendix D.

Highlight of the Findings

The following is a summary of highlights from the survey findings:

CURRENT OFFERINGS AND PROGRAMMING

- > Seventy-eight percent of institutions are presently offering free noncredit courses, resulting in a 12% net increase in the number of institutions offering noncredit between 2016 and 2018.
- > ESL courses are the most common type of noncredit offering provided by institutions with noncredit (84%). CTE and DSPS follow in second place, with 52% each.
- > Between 2016 and 2018, CTE exhibited the greatest growth (47% increase), with 32 institutions offering noncredit CTE in 2016 and 47 institutions offering noncredit CTE in 2018. Over the same time period, Emeritus increased by 42%, ABE/ASE increased by 23%, and DSPS increased by 18%.
- > Among institutions offering CTE, over half offer CTE courses in the Health Science/Medical Technology (57%) and Business & Finance (51%) sectors.
- > The noncredit CTE pathways with the greatest number of new offerings (newly offered at six or more institutions) between 2017 and 2018 are:
 - » Business and Finance

- » Health Science and Medical Technology
- » Manufacturing and Product Development
- » Information and Communication Technologies
- » Marketing, Sales and Services
- > When looking at the breadth of distance education offerings within each subject area, CTE provides the greatest scope of noncredit distance education programming (i.e., fully online, hybrid/blended, web enhanced) relative to the number of institutions it is offered at, followed by ABE/ASE, and ESL.
- > All institutions with noncredit offer some form of student support services to their noncredit students. The top five support services offered to noncredit students include:
 - » Academic counseling/education planning
 - » DSPS services
 - » Assessment
 - » Career services/career planning
 - » Institutional orientation

CURRENT OPERATIONAL PROCESSES

- > Institutions classified as large noncredit receive funding for noncredit services through SSSP and student equity plans at higher rates (89% and 67% respectively) than institutions classified as medium and small.
- > Forty percent of institutions with noncredit in 2018 are OER grant recipients and 41% percent of institutions with noncredit promote the use of OERs for their noncredit offerings. Grant recipients increased four percentage points and promotion of OERs increased 13 percentage points between 2017 and 2018.
- > Only 14% of institutions with noncredit derive funding for noncredit from SSSP, Equity, and the OER Grant; this represents an increase from 2017, but it is minimal.
- > Along with the upward trend in institutions offering noncredit, there was a modest increase in the number of institutions with different admission processes for credit and noncredit. At the same time, the number of institutions with the same admissions process for credit and noncredit remained relatively constant between 2017 and 2018.
- > Institutions classified as large noncredit are more likely to use a combination of enrollment management methods (managed enrollment and open entry/open exit) than are institutions with medium or small noncredit (89%, 59%, and 37%, respectively).
- > Between 2016 and 2018, the number of institutions offering combined sections of parallel credit/noncredit courses (credit and noncredit students enrolled in the same classroom) increased by 54% to 37 institutions.

PLANNED OFFERINGS AND PROGRAMMING

- > Two thirds of 15 institutions that in 2016 planned to offer noncredit within two years, met their goal. Likewise, 53% of 19 institutions that in 2017 planned to offer noncredit within two years had met their goal by 2018.
- > Forty-eight percent of the 23 institutions not currently providing any form of noncredit, plan to begin offering noncredit within the next two years. Thirty-nine percent plan to offer ESL/ESOL for the first time within two years and 30% plan to offer CTE for the first time within two years.
- > Seventy-seven percent of institutions that offer noncredit but are not yet offering noncredit CTE, plan to offer it for the first time within two years; 67% not yet offering noncredit ESL plan to do so within the next two years; and 47% not yet offering noncredit DSPS plan to offer it within the next two years.

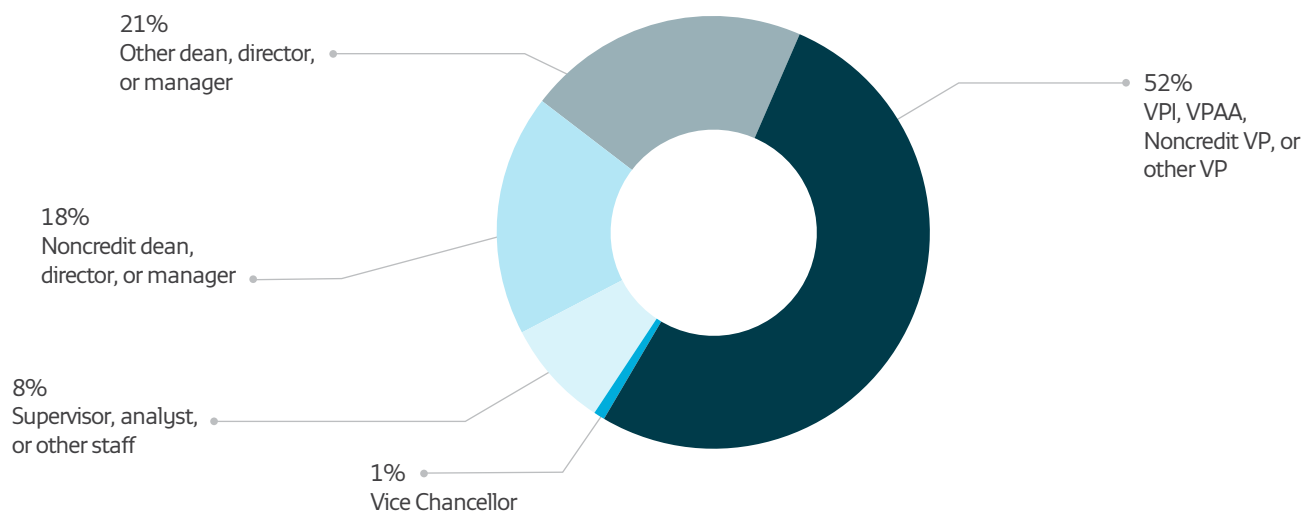
Survey Results

RESPONDENT PROFILE

A total of 116 respondents completed surveys on behalf of their college or noncredit division.

Among all survey completers, 52% were Vice Presidents of Instruction (VPI), Academic Affairs (VPAA), Noncredit Vice Presidents, or other Vice Presidents; 18% were noncredit deans, directors, or managers; and 21% were other deans, directors, or managers.

RESPONDENT PROFILE

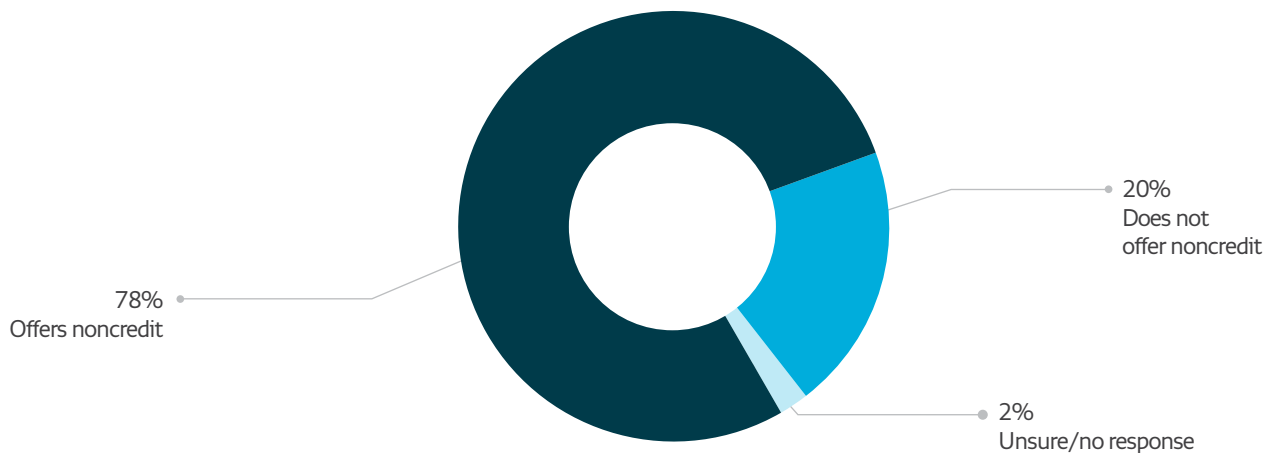


CURRENT OFFERINGS AND PROGRAMMING

Instructional Offerings

Seventy-eight percent (n=91) of all respondents (n=116) in 2018 indicated that their institution is presently offering free noncredit courses, which excludes community services or not-for-credit.

INSTITUTIONS WITH NONCREDIT OFFERINGS

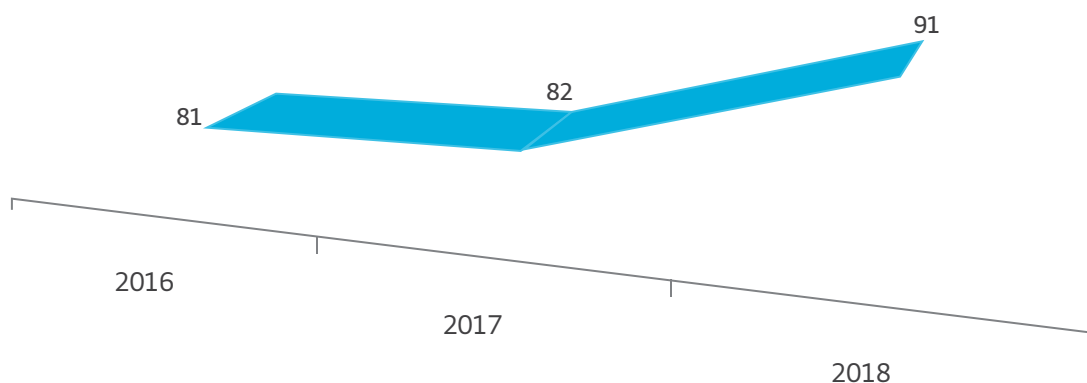


The trend over three years is one of growth in noncredit programming. According to the first noncredit offerings survey, in 2016, a total of 81 out of 116 (70%) of institutions offered some form of noncredit. A year later, 82 out of 116 institutions offered some form of noncredit (71%). In this year’s survey, 91 out of 116 (78%) of institutions reported that they currently offer noncredit. Overall, there was a 12% net increase in the number of institutions offering noncredit between 2016 and 2018¹.

In the 2016 survey, 15 out of the 35 (43%) institutions that did not report offering noncredit responded that they had plans to offer noncredit in the next two years. Out of those 15, five (33%) met their goal by the 2017 survey and five more (33%) by the 2018 survey, which means that two out of three institutions with plans to offer noncredit in 2016 did follow through within the next two years. Per the most recent survey, four of the remaining five institutions still plan to offer noncredit.

¹Note that there were a few institutions with variance in reporting that likely stemmed from reporting error in each year (e.g., noncredit offerings were reported in 2016, 2017 reflected no noncredit offerings, and 2018 again reflected noncredit offerings).

NONCREDIT OFFERINGS



Instructional Offerings by Subject Area

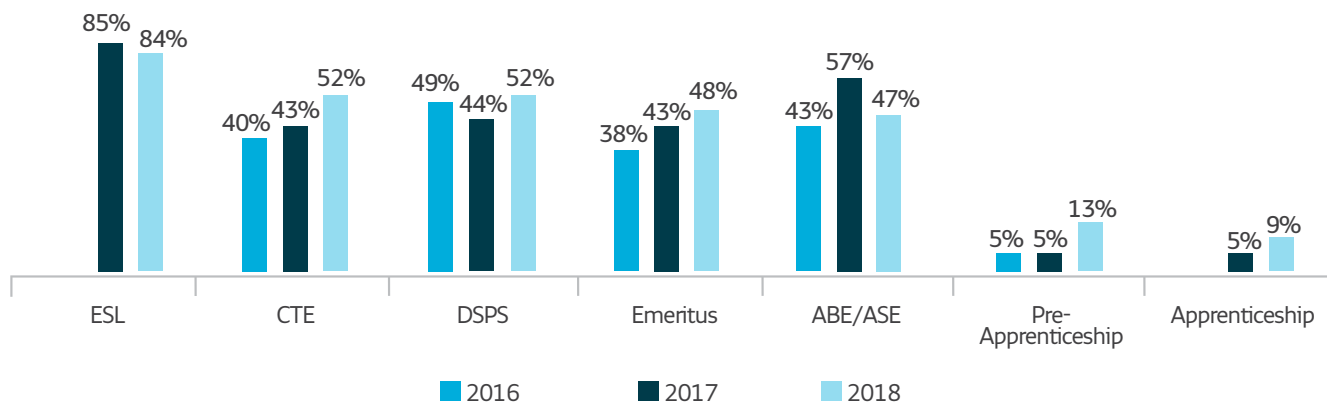
Noncredit courses that teach English as a second language/English for speakers of other languages, also referred to as ESL/ESOL, are the most common type of noncredit offering provided by institutions with noncredit of all sizes, with 84% (n=76) of all institutions with noncredit offering ESL/ESOL. All institutions (100%, n=9) classified as large noncredit, 95% (n=37) of institutions classified as medium noncredit, and 70% (n=30) of institutions classified as small noncredit offer noncredit ESL/ESOL courses. Note that trends for ESL noncredit offerings are not tracked due to modification of the 2017 and 2018 survey instruments.

Noncredit career technical education (CTE) and disability student programs and supports (DSPS) are the second most common types of offerings provided by institutions with noncredit, with 52% (n=47 each) of all institutions with noncredit offering CTE (large noncredit, 78%, n=7; medium noncredit, 72%, n=28; small noncredit, 28%, n=12) and DSPS (large noncredit, 89%, n=8; medium noncredit, 56%, n=22; small noncredit, 40%, n=17).

Forty-eight percent (n=44) of institutions with noncredit provide courses for older adults (large noncredit, 89%, n=8; medium noncredit, 59%, n=23; small noncredit, 30%, n=13) and 47% (n=43) offer noncredit high school diplomas or equivalency programs, also referred to as ABE/ASE (large noncredit, 89%, n=8; medium noncredit, 56%, n=22; small noncredit, 30%, n=13). The number of institutions offering CTE, Emeritus, ABE/ASE, and DSPS noncredit programs grew between 2016 and 2018. CTE exhibited the greatest growth, increasing by 47% (from 32 in 2016 to 47 in 2018). Emeritus increased 42% (from 31 in 2016 to 44 in 2018), ABE/ASE increased 23% (from 35 in 2016 to 43 in 2018) and DSPS increased 18% (from 40 in 2016 to 47 in 2018). Most of the growth for CTE (87%) and approximately two thirds of the growth for ABE/ASE (63%) and Emeritus (69%) were attributed to institutions that were already offering some type of noncredit offering as of 2016. Conversely, more than half (57%) of DSPS's growth is attributed to institutions that were not yet offering noncredit in 2016.

Fewer institutions are currently providing noncredit pre-apprenticeship or apprenticeship offerings (13%, n=12 and 9%, n=8, respectively) compared to other subject areas, yet this number is exhibiting a growth trend as well. In 2016, only four institutions offered pre-apprenticeship, while 12 institutions currently offer pre-apprenticeships to noncredit students; an increase of 200%. While apprenticeship information was not solicited in 2016, comparing 2017 to 2018 depicts a doubling of apprenticeship offerings (from four in 2017 to eight in 2018).

NONCREDIT OFFERINGS BY SUBJECT AREA



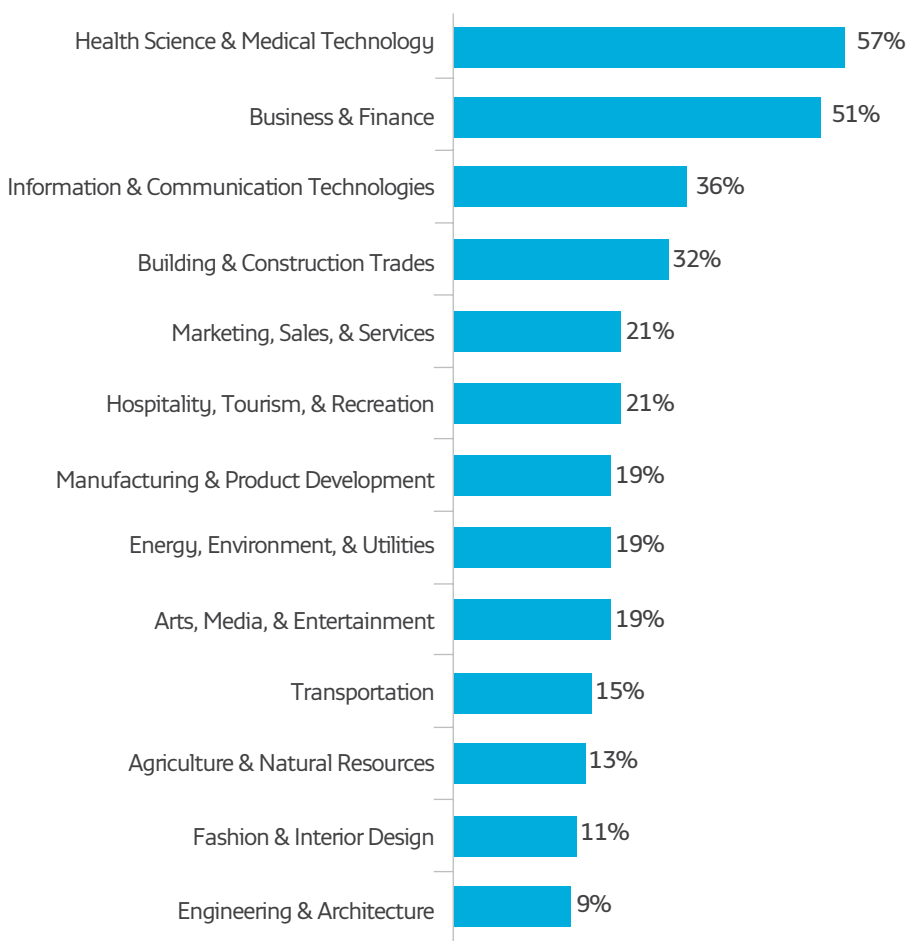
Note. 2016 ESL data is not reported due to survey changes from 2016 to 2017 that limited response comparability. Apprenticeship data was not collected in 2016.

Among 47 institutions identified as currently offering noncredit CTE, the top three CTE pathways offered fall under the following industry sectors, as outlined by the California Department of Education (CDE): Health Science & Medical Technology (57%, 27 institutions), Business and Finance (51%, 24 institutions), and Information & Communication Technologies (36%, 17 institutions). These CDE industry sectors are three of 13 industry sectors for K-12s that directly align with California Community Colleges’ (CCC) “Doing What Matters” (DWM) priority sectors. Among the top industry sectors offered, Health Science and Medical Technology, Business and Finance, and Information and Communication Technologies grew between 2017 and 2018 (eight, ten, and six additional institutions), while Building Construction displayed no growth. Manufacturing and Product Development (seven additional institutions) and Marketing, Sales, and Services (six additional institutions) also displayed notable increases between 2017 and 2018.

CCC “DOING WHAT MATTERS” SECTORS

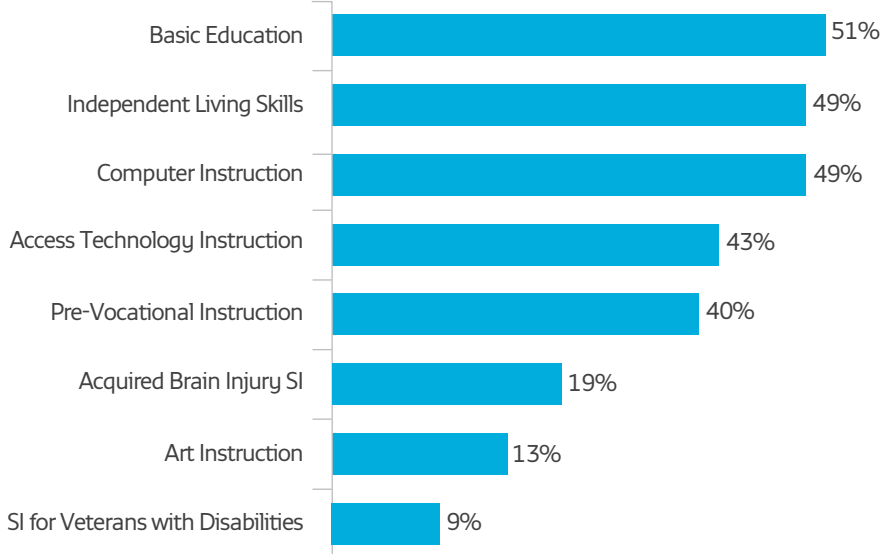
- Health; Life Sciences/Biotech
- Small Business; Global Trade & Logistics
- ICT/Digital Media
- Energy, Construction & Utilities
- Small Business; Global Trade & Logistics
- Retail/Hospitality/Tourism “Learn and Earn”
- Advanced Manufacturing
- Energy, Construction & Utilities
- ICT/Digital Media
- Advanced Transportation & Renewable Energy
- Agriculture, Water & Environment Technologies
- Retail/Hospitality/Tourism “Learn and Earn”
- Energy, Construction & Utilities

CDE INDUSTRY SECTORS OFFERED IN NONCREDIT



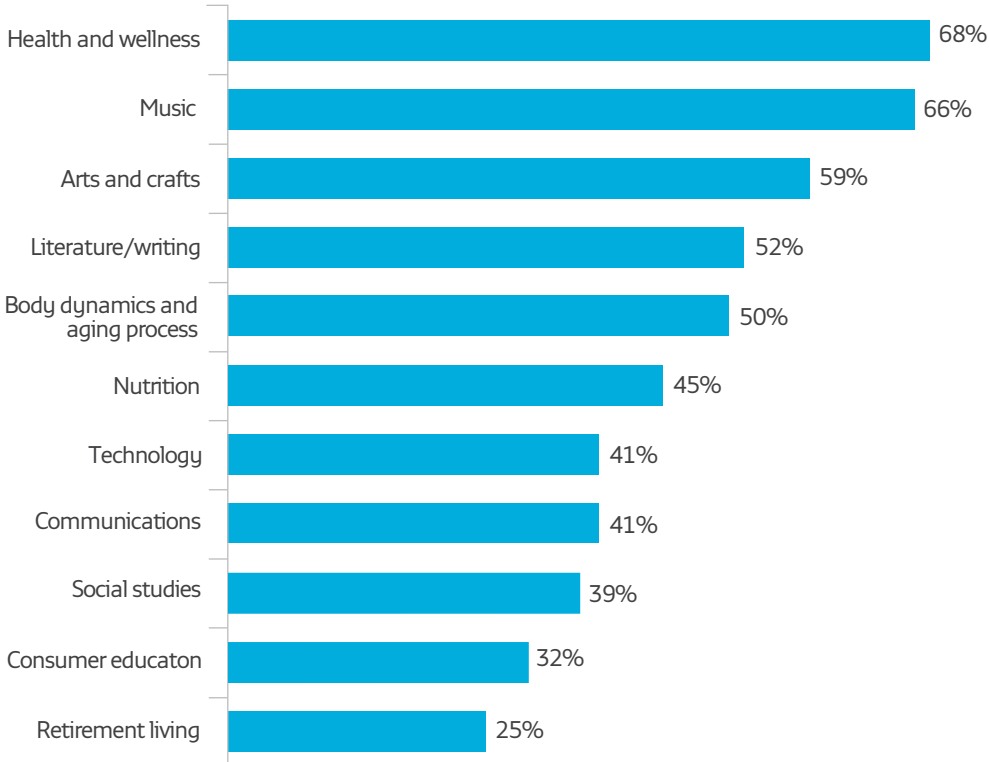
The top five noncredit DSPS pathways (among 47 institutions offering noncredit DSPS courses) are basic education (51%, n=24), independent living skills (49%, n=23), computer instruction (49%, n=23), access technology instruction (43% each; n=20), and pre-vocational instruction (40%, n=19).

NONCREDIT DSPS PATHWAYS



Among 44 institutions with noncredit Emeritus courses, the top five noncredit older adult pathways are health and wellness (68%, n=30); music (66%, n=29); arts and crafts (59%, n=26); literature/writing (52%, n=23); and body dynamics and the aging process (50%, n=22).

NONCREDIT EMERITUS PATHWAYS



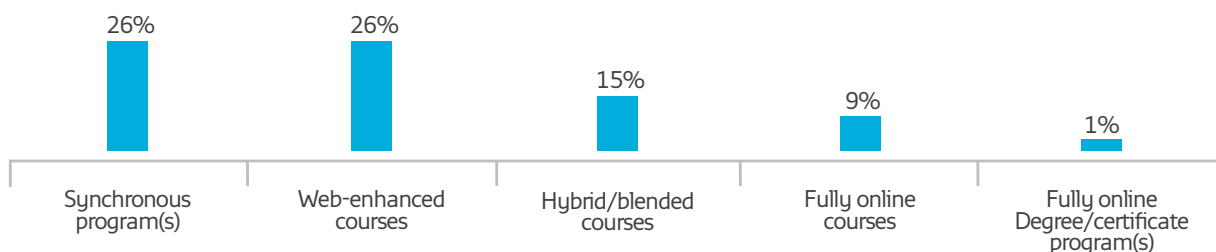
Distance Education

Most institutions that offer noncredit also offer distance education (97%, 88 of 91 institutions). Among these institutions offering noncredit, it is notable that fewer than half (47%; 43 of 91 institutions) offer some form of distance education for their noncredit offerings. However, this is up six percentage points from 2017, when 41% offered distance education for their noncredit offerings (34 of 82 institutions with noncredit).

Synchronous noncredit programs and web-enhanced noncredit courses are each offered at one quarter of the institutions with both noncredit and distance education programs (26% each, n=23, respectively). Hybrid blended noncredit courses are offered by 15% (n=13) of these institutions, followed by fully online courses and fully online noncredit certificate programs offered by only 9% (n=8) and 1% (n=1), respectively.

Among the 88 institutions with noncredit that offer distance education, those with larger noncredit programs offer noncredit distance education in greater proportions: 67% of large (n=6), 54% of medium (n=21), and 37% of small (n=16) offer noncredit distance education. Large noncredit institutions utilize web-enhanced courses more than other forms of distance education (44%, n=4). Medium noncredit institutions utilize web-enhanced and synchronous noncredit courses equally prevalently (31%; n=11). For small noncredit institutions, synchronous noncredit is the most widely used form of distance education (23%, n=10).

NONCREDIT DISTANCE EDUCATION OFFERINGS BY TYPE

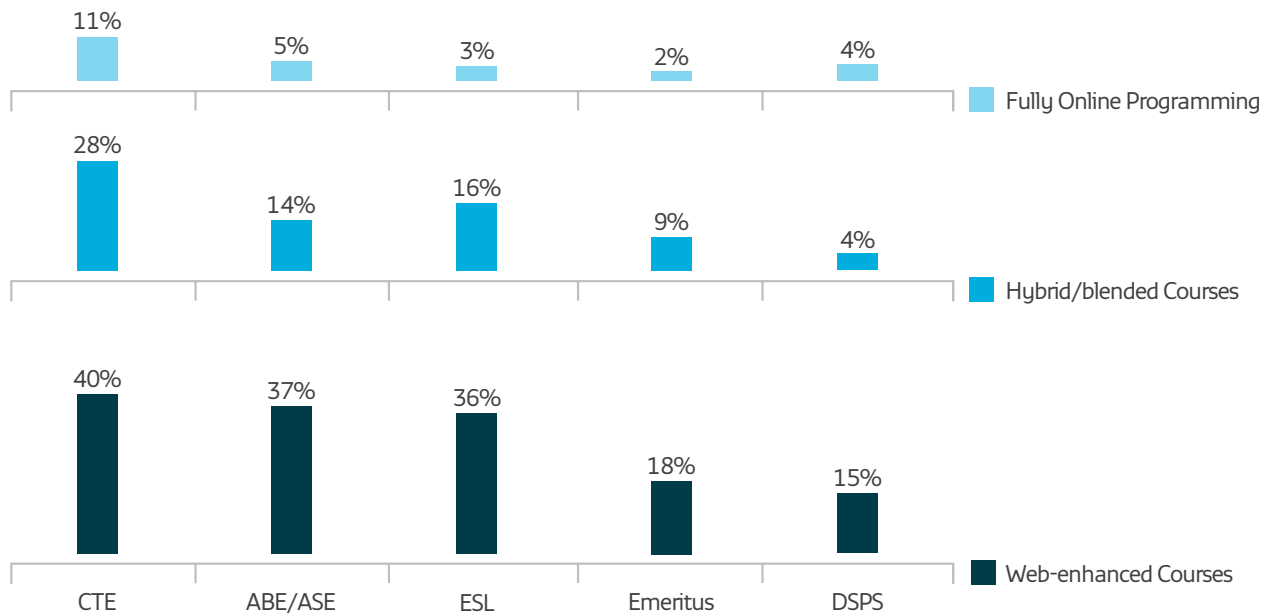


When looking at the breadth of distance education offerings within each subject area, CTE provides the greatest scope of noncredit distance education programming (i.e., fully online, hybrid/blended, web enhanced) relative to the number of institutions it is offered at, followed by ABE/ASE, and ESL. Among the 47 institutions that offer noncredit CTE, 40% (n=19) offer web enhanced noncredit CTE, 28% (n=13) offer hybrid or blended noncredit CTE, and 11% (n=5) offer fully online noncredit CTE. This is a substantial increase from the last year when out of the 35 institutions that offered noncredit CTE, only 20% (n=7) offered web-enhanced noncredit CTE, 6% (n=2) offered hybrid or blended noncredit CTE, and 3% (n=1) offered fully online noncredit CTE.

Among 43 institutions that offer noncredit ABE/ASE, 37% (n=16) offer web-enhanced noncredit ABE/ASE, 14% (n=6) offer hybrid or blended noncredit ABE/ASE, and 5% (n=2) offer fully online noncredit ABE/ASE.

ESL also reflects an increase in the use of distance education for its' noncredit courses compared to last year. Thirty-six percent (n=27) of the 76 institutions that currently offer noncredit ESL offer web-enhanced noncredit ESL (compared to 24%, 17 of 70 institutions in 2017), and 16% (n=12) offer hybrid or blended noncredit ESL (compared to 10%, n=7 in 2017).

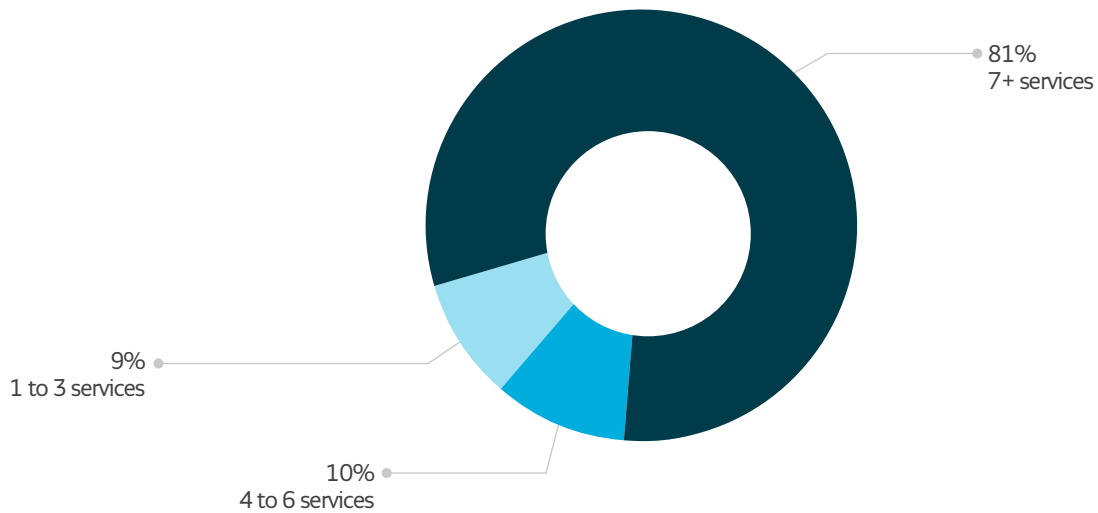
NONCREDIT DISTANCE EDUCATION OFFERINGS BY SUBJECT



Student Services

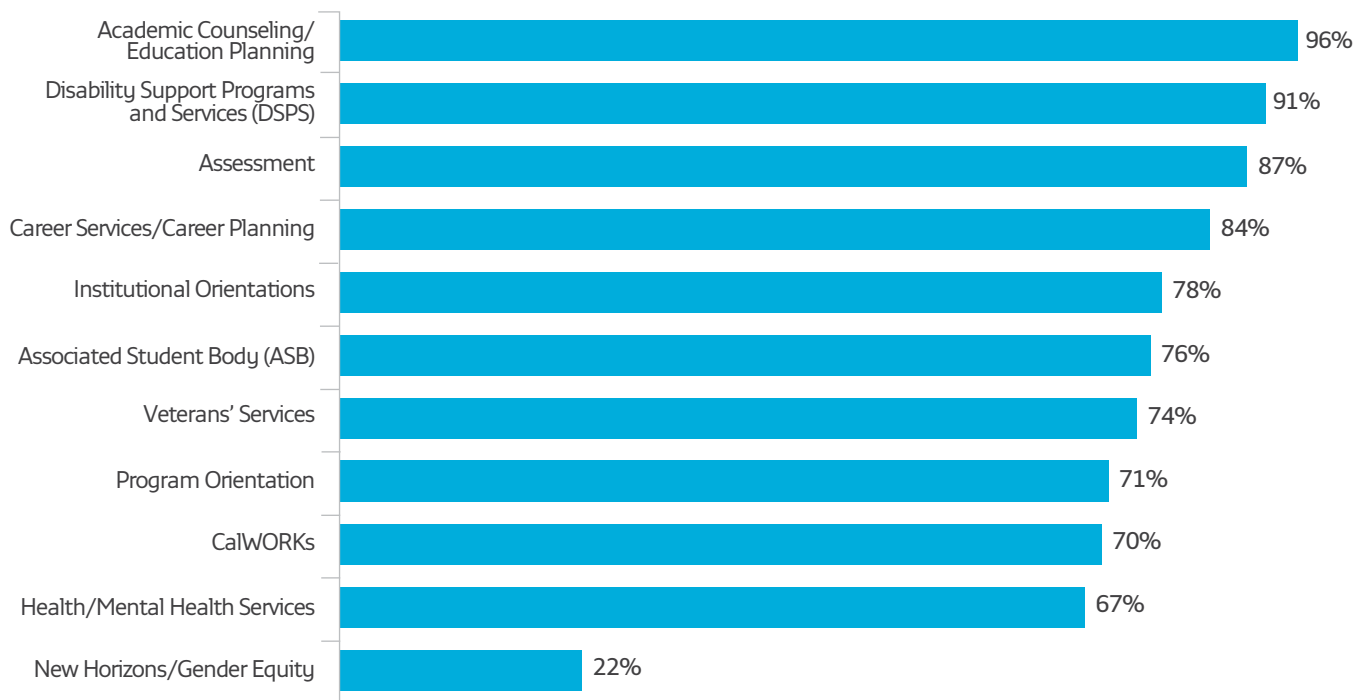
All institutions with noncredit offerings (n=91) reported that student services are available for their noncredit students and 81% (n=74) indicated they offer seven or more of the listed services to noncredit students (services listed are shown below and in Appendix B Item Response Tables).

ACCESS TO SERVICES



Academic counseling/educational planning and DSPS services (96%, n=87 and 91%, n=83) for noncredit students were offered at more than 90% of institutions with noncredit statewide. Nearly three quarters or more of these institutions offer assessment (87%, n=79), career services/career planning (84%, n=76), institutional orientation (78%, n=71), Associated Student Body (ASB; 76%, n=69), or veterans' services (74%, n=67) for their noncredit students.

STUDENT SERVICES OFFERED



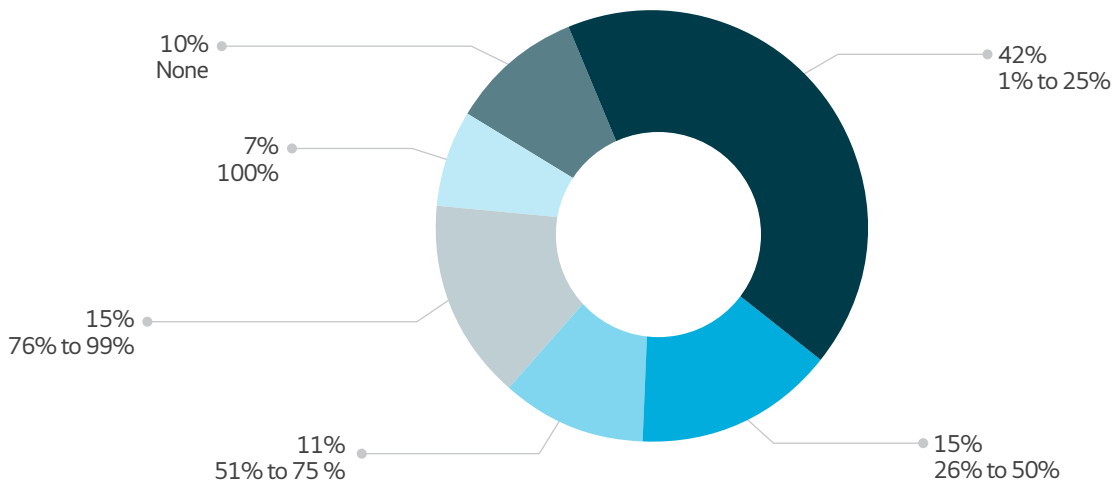
Academic counseling/education planning, DSPS, assessment, and career services/career planning were offered at over 80% of institutions, regardless of noncredit program size. However, institutions classified as small noncredit offered institutional orientation (88%, n=38), ASB (86%, n=37), Veterans' Services (84%, n=36), CalWORKs (84%, n=36), and Health/ Mental Services (72%, n=31) at greater rates than medium and large noncredit institutions.

STUDENT SERVICES OFFERED

Student Services	Small (n=43)	Medium (n=39)	Large (n=9)
Academic Counseling/Education Planning	95%	95%	100%
Disability Support Programs and Services (DSPS)	93%	87%	100%
Assessment	91%	82%	89%
Career Services/Career Planning	84%	82%	89%
Institutional Orientation	88%	69%	67%
Associated Student Body (ASB)	86%	64%	78%
Veterans' Services	84%	67%	56%
Program Orientation	74%	64%	89%
CalWORKs	84%	56%	67%
Health/Mental Health Services	72%	67%	44%
New Horizons/Gender Equity	21%	21%	33%

The 87 institutions with noncredit that offer academic counseling/educational planning to their noncredit students were asked to clarify the percentage of noncredit students at their institution that complete educational plans. While 16% (n=14) did not respond, a pattern of educational planning for noncredit students could be construed from those responding to the question. Among 73 responding institutions, 10% (n=7) reported that none of their noncredit students complete education plans and 7% (n=5) reported that all of their noncredit students complete education plans. Overall, the majority reported (67%, n=49) that one half or less of their students complete educational plans.

PERCENT OF NONCREDIT STUDENTS THAT COMPLETE EDUCATIONAL

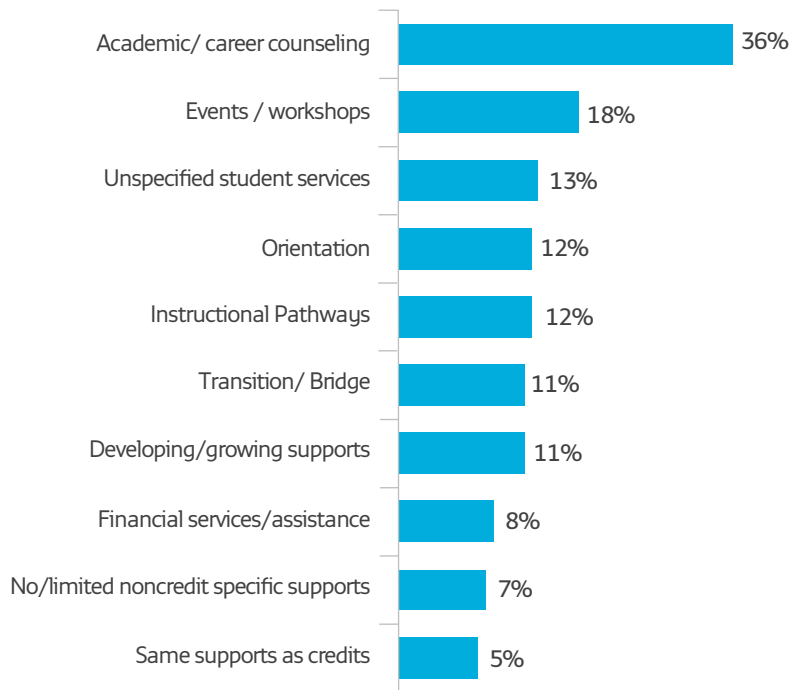


Note. Data exclude those who did not respond to the question (n=14).

Supports for Student Transition to College and the Workplace

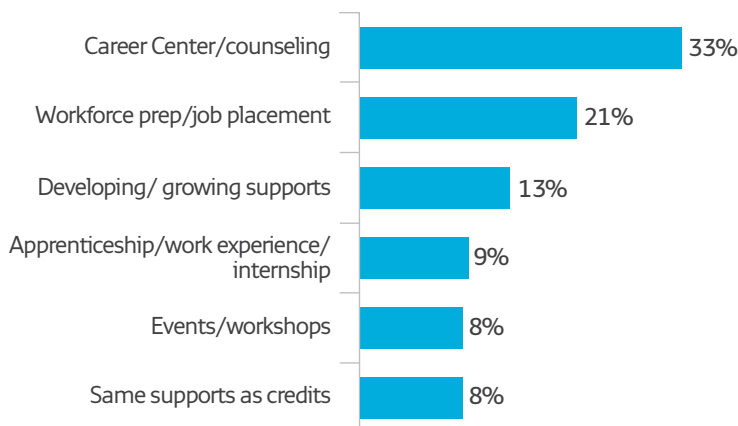
Among institutions with noncredit, 36% (n=33) of comments indicate that academic and/or career counseling are institutional supports offered to help noncredit students transition into college, followed by events/workshops (18%, n=16). Eleven percent (n=10) pointed out that they are currently in the process of developing or growing supports to help noncredit students transition to college.

SUPPORTS FOR STUDENT TRANSITION TO COLLEGE



When discussing supports for students' transition to the workplace, career center and/or counseling were the supports most mentioned (33%, n=30), followed by workforce preparation and/or job placement supports (21%, n=19). Moreover, 13% (n=12) indicated that they are in the process of developing or growing these type of supports and 8% (n=7) noted that the supports available to noncredit students to transition to the workplace are the same as those offered to their credit counterparts.

SUPPORTS FOR STUDENT TRANSITION TO WORKPLACE

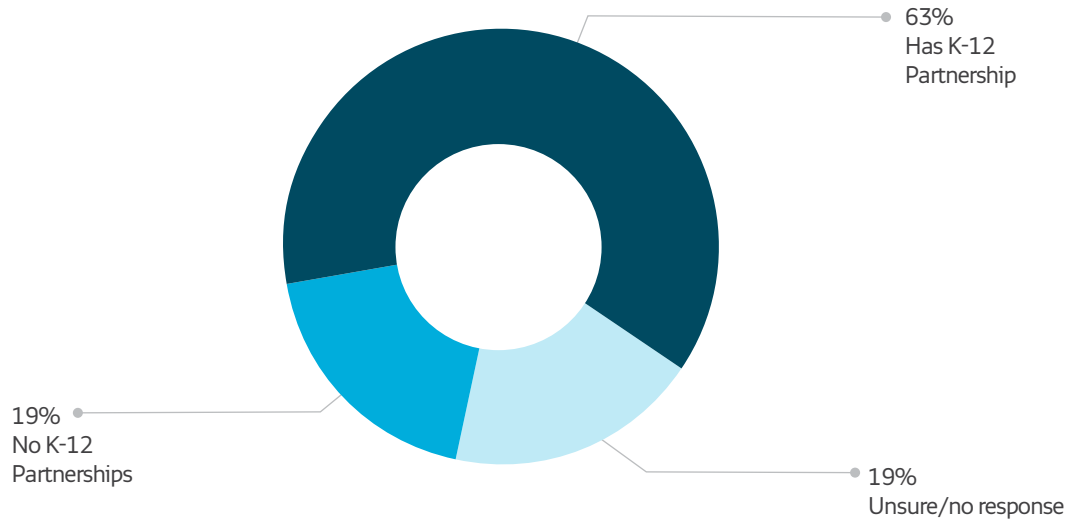


CURRENT OPERATIONAL PROCESSES

Partnerships

Among 43 institutions with ABE/ASE noncredit programs, as reported by survey respondents, 63% (n=27) have a partnership in place with local K-12 district(s).

K-12 ABE/ASE PARTNERSHIPS

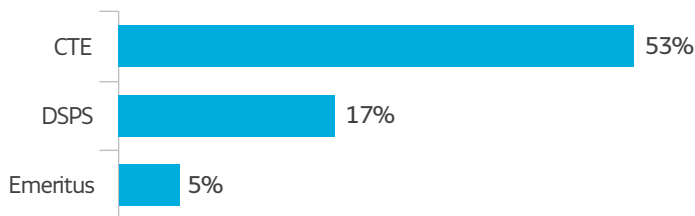


Note. Percentages do not total 100% due to rounding error.

Among 47 institutions with noncredit CTE, more than half (53%, n=25) have a partnership in place to conduct workplace training or internship opportunities for students. This is a 16 percentage point increase over last year, where over one-third (37%, n=13) of 35 institutions with noncredit CTE had a partnership in place to conduct workplace training or internship opportunities for students.

Fewer workplace training or internship opportunities are in place for DSPS and older adult students, with only 17% (n=8) of the 47 institutions with noncredit DSPS offerings also providing workplace training or internships, and only 5% (n=2) of the 44 institutions offering Emeritus courses also providing workplace training or internships.

WORKPLACE TRAINING/INTERNSHIP

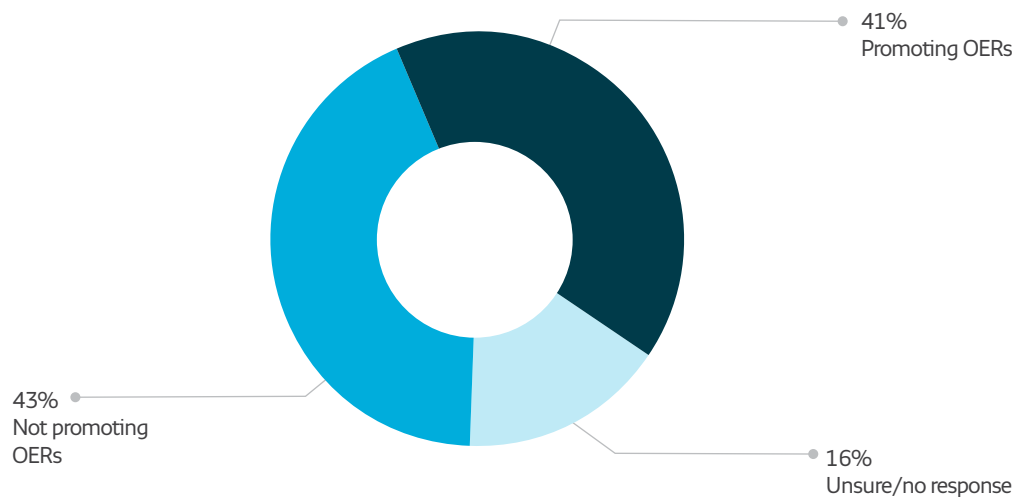


Open Educational Resources in the Classroom

Forty percent (n=36) of institutions with noncredit are open educational resource (OER) grant recipients; an increase from the previous year (35%, 29 of 82 institutions). Forty-one percent (n=37) of institutions with noncredit promote the use of OERs for their noncredit offerings; another increase from 2017 (28%, n=23). Twelve percent (n=11) of institutions with noncredit use OERs as primary learning materials in at least some of their noncredit offerings; up from 7% in 2017 (n=6).

Ten of the 11 institutions (91%) that use OERs as primary learning materials in noncredit promote the use of OERs for noncredit. Promotion of OERs is also more prevalent among grant-recipient institutions: half (53%, n=19 of 36 institutions) of grant-recipient institutions promote OERs for noncredit offerings compared to 29% (n=10 of 35 institutions) of non-grant-recipient institutions. However, it is noteworthy that between 2017 and 2018, non-OER grant recipients increased the promotion of OERs at higher rates (11 percentage points) than OER grant recipients (5 percentage points). Size of noncredit program does not appear to be a factor in the promotion of OERs: 44% of small (n=19), 36% of medium (n=14), and 44% (n=4) of large noncredit offering institutions promote the use of OERs for its noncredit offerings. However, noncredit institutions classified as large are more likely to be OER recipients (56%, n=5), than those classified as medium (38%, n=15), and small (37%, n=16).

PROMOTION OF OERS



USE OF OERS



Funding

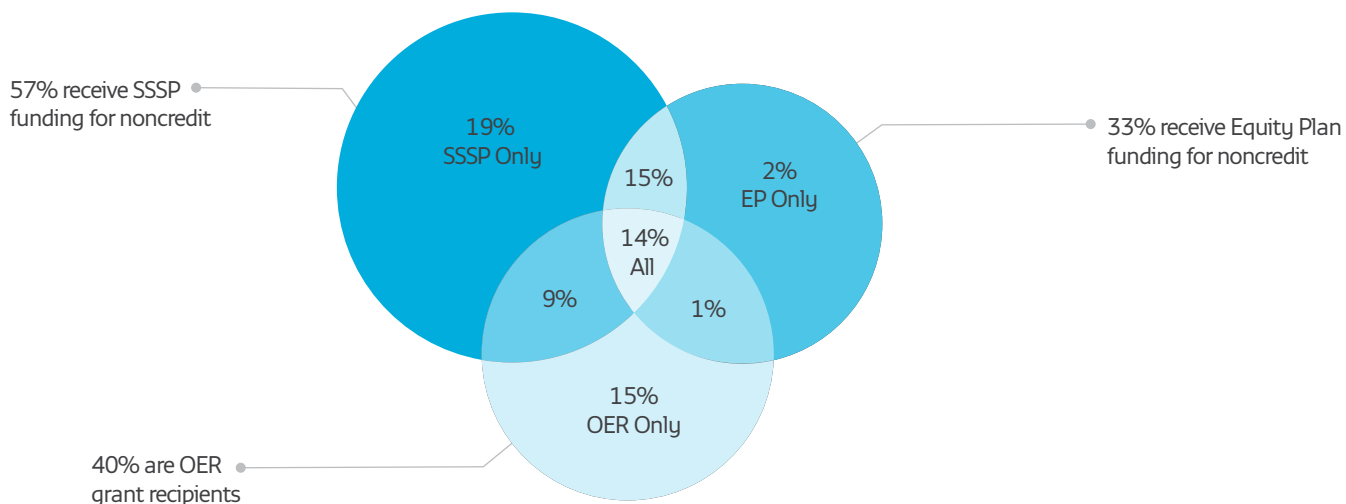
Among 91 institutions with noncredit offerings, 68% (n=62) offer both regular and enhanced noncredit courses, 27% (n=25) offer only regular noncredit courses, and 4% (n=4) offer only enhanced noncredit courses. As the number of institutions offering noncredit trends upward, the number of institutions offering both regular and enhanced noncredit courses has been most impacted, with a 29% increase over three years (2016, n=48; 2018, n=62). The net number of institutions offering regular noncredit only remained constant.

More than half (57%, n=52) of the institutions with noncredit receive funding for noncredit services/offerings through Student Success and Support Program (SSSP). Approximately one third (33%, n=30) receive funding for noncredit services/offerings through their student equity plans. Over one third (40%, n=36) of institutions with noncredit are online educational resource (OER) grant recipients, as discussed previously. Note that between 9% and 22% of respondents were unsure of external funding sources.

It is notable that only 14% (n=13) of institutions with noncredit derive funding for noncredit from all three sources, this represents an increase from the previous year, but it is minimal (12%, n=10 of 82 institutions in 2017).

Nearly all institutions classified as large noncredit (89%, n=8) receive funding for noncredit services/offerings through SSSP and two thirds (67%, n=6) receive noncredit funding through their student equity plans. In contrast, 67% (n=26) of medium noncredit institutions and 42% (n=18) of small noncredit institutions receive noncredit funding through SSSP. Less than one third of institutions classified as medium or small noncredit (31%, n=12 and 28%, n=12, respectively) receive noncredit funding through their Equity Plans.

FUNDING OPPORTUNITIES



Note. Some of the respondents were unsure about funding for noncredit at their institution. See Appendix C. Item Response Tables for details.

Student Costs

Educational costs that students must cover vary by institution. Fortunately, within a large segment of institutions with noncredit, students enrolled in noncredit courses do not pay for labs (74%, n=67), course materials (49%, n=45), or textbooks (35%, n=32). Nonetheless, this means that students enrolled in noncredit courses do accrue costs for textbooks at over half (53%, n=48) of institutions with noncredit, which may include paying for some or all of their textbooks on a course by course basis as indicated in respondent comments. (See Appendix D for a comprehensive list of verbatim responses).

“Depending upon program there may be tools and uniforms.”

“Depends on the course. We try to support our students with Foundation funds.”

“If textbooks are used then the students may be required to purchase textbook. If there are Art supplies, students need to purchase.”

“In some limited courses, students have the option to pay for textbooks should they want to keep them after completing the class. Also in some courses where workbooks or dictionaries are highly recommended, student are required to purchase those materials.”

Note that between 12% and 19% of respondents were unsure of associated noncredit costs for students in 2018; which in varying proportions, represents an overall increase over previous years. Thus, knowing that proportions could vary with additional information, a clear trend could not be identified over the last three years in costs for students.

Admissions and Registration

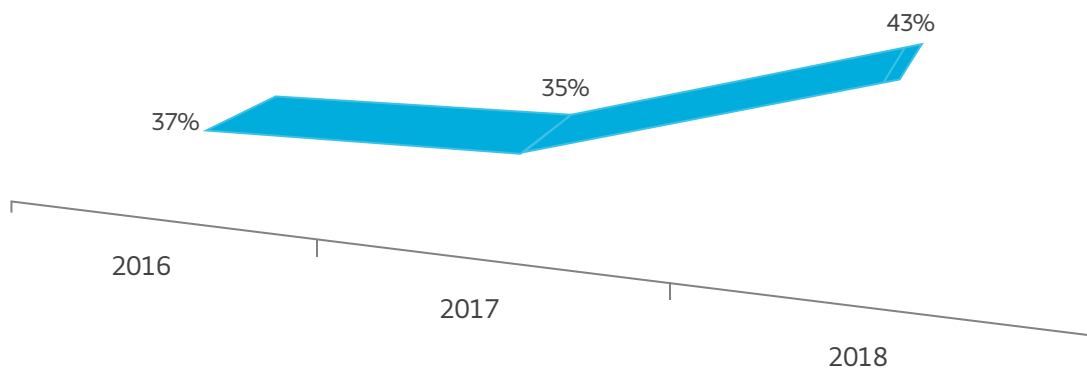
The majority (55%, n=50) of institutions with noncredit have the same admissions process for their credit and noncredit programs. Disaggregating by noncredit size classifications reveals that over three quarters (78%, n=7) of institutions classified as large noncredit have a separate admission process from credit, compared to 56% (n=22) of institutions classified as medium noncredit and 23% (n=10) of institutions classified as small noncredit.

CREDIT/NONCREDIT ADMISSION PROCESS



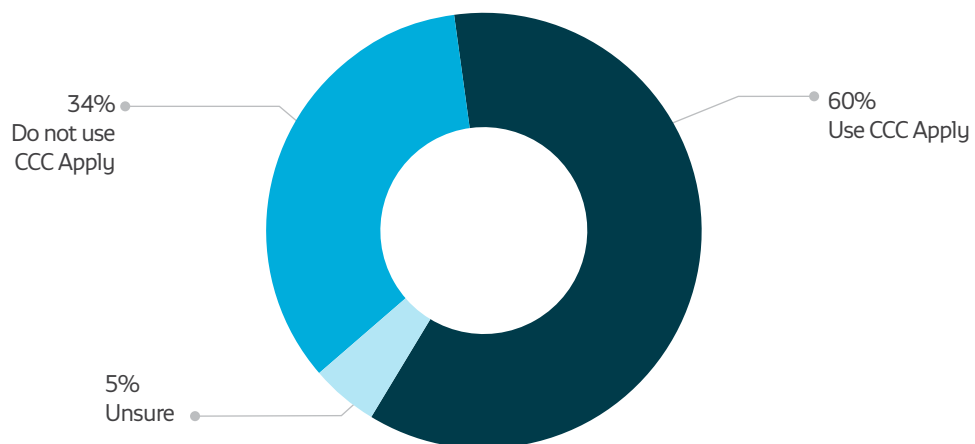
In line with the upward trend in institutions offering noncredit, there was a modest net increase in the number of institutions with a different noncredit admission process. At the same time, the number of institutions with the same admissions process remained relatively constant, thus increasing the proportion of institutions with a separate admissions process from 37% (30 out of 81) in 2016 to 43% (39 out of 91) in 2018.

SEPARATE ADMISSIONS PROCESS



Sixty percent (n=55) of institutions with noncredit use CCC Apply for their noncredit program(s)/ institution. Small (67%, n=29) and medium (62%, n=24) noncredit institutions are more likely to use CCC Apply than large noncredit institutions (22%, n=2). It is noteworthy that the institutions that have the same admissions process for credit and noncredit students are in great proportion the same institutions that reported using CCCApply for their noncredit programs.

USE OF CCC APPLY IN NONCREDIT



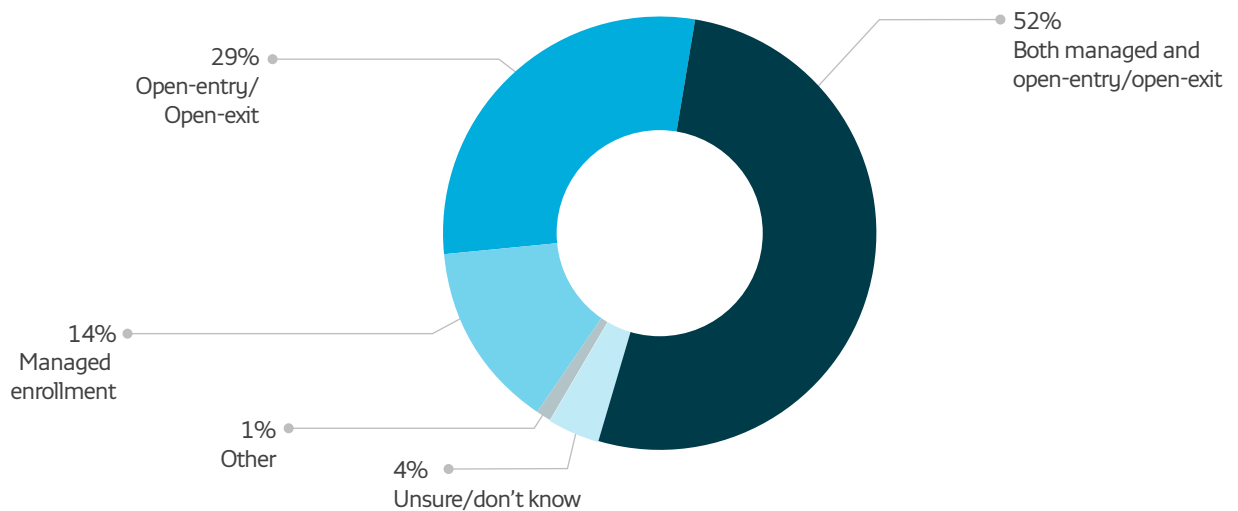
Note. Percentages do not total 100% due to rounding error.

Enrollment Management

Just over half (52%, n=47) of institutions with noncredit use a combination of managed enrollment and open entry/open exit to enroll their noncredit students; over one-quarter (29%, n=26) use only an open entry/open exit system and 14% (n=13) use managed enrollment only.

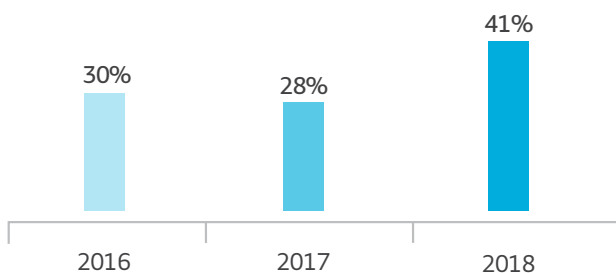
Institutions classified as large noncredit are more likely to use a combination of enrollment management methods than are institutions with small or medium noncredit (large noncredit, 89%, n=8; medium noncredit, 59%, n=23; small noncredit, 37%, n=16).

ENROLLMENT MANAGEMENT



Between 2016 and 2018 there was a net increase in the percentage of institutions offering combined sections of parallel credit/noncredit courses (credit and noncredit students enrolled in the same classroom). In 2016, thirty percent (24 out of 81 institutions) of institutions offered combined sections of parallel credit/noncredit courses compared to 41% in 2018 (37 out of 91 institutions).

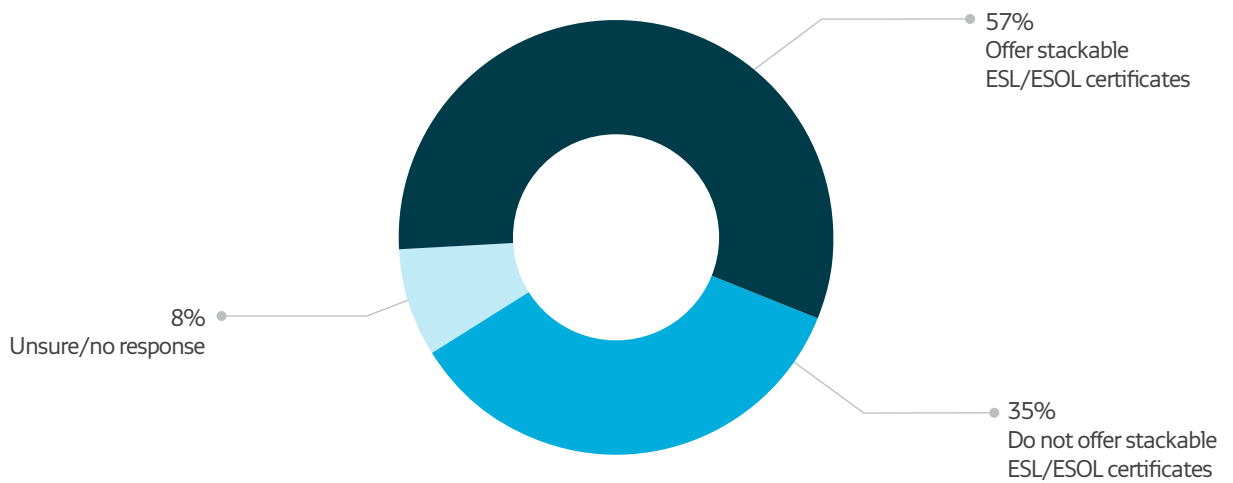
COMBINED CREDIT/NONCREDIT COURSES



ESL/ESOL Certificates

More than half (57%, n=43) of the 76 institutions with noncredit ESL/ESOL programming presently have state-approved stackable certificates in place. Nearly all (89%, 8 of 9 institutions) institutions classified as large noncredit with ESL offer state-approved stackable certificates for noncredit ESL/ESOL, compared to 65% (n=24 of 37 institutions) of institutions classified as medium noncredit with ESL and 37% (n=11 of 30 institutions) of those classified small noncredit with ESL.

STACKABLE NONCREDIT ESL/ESOL CERTIFICATES



Grading

Half (42%, n=38) of institutions with noncredit do not award grades in any noncredit courses, while 18% (n=16) award grades in all noncredit courses. The absence of graded noncredit courses is more common among institutions classified as small noncredit (58%, n=25). Fewer medium noncredit (31%, n=12) and large noncredit (11%, n=1) maintain all noncredit offerings as ungraded.

Approximately one third of respondents (34%, n=31) selected “other” type of grading; with the majority indicating that some courses are graded and others are not, all courses use progress indicators (e.g. Pass, No Pass, Satisfactory Progress), or they use a combination of the standard grading and progress indicators (See Appendix D for a comprehensive list of verbatim responses).

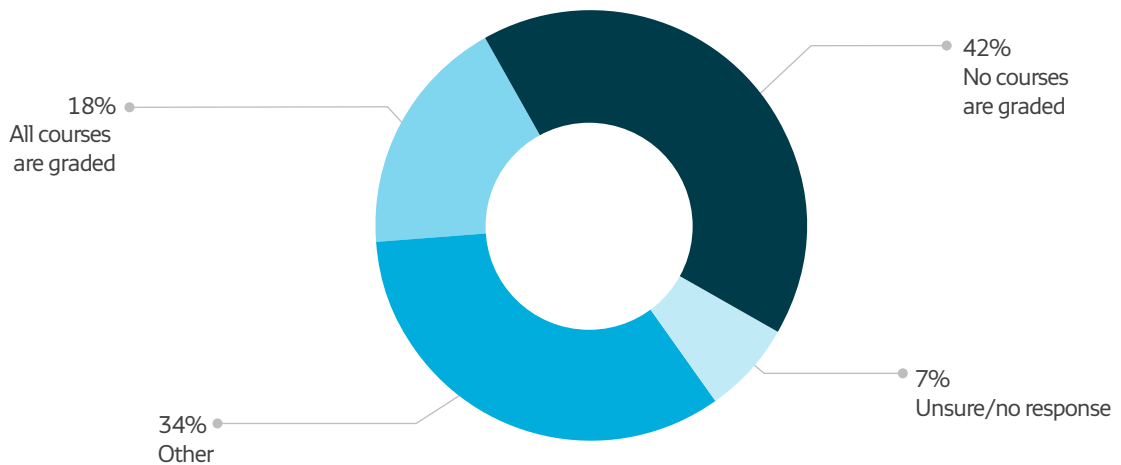
“courses are graded as ‘pass/no pass’”

“Noncredit progress indicators are awarded to our noncredit ESL courses but are not awarded to our noncredit Older Adult courses.”

“Students will be awarded Progress Indicators for CDCP courses/certificates.”

“We have a mixture of courses, some courses are graded and others, which are grant funded are not graded.”

GRADES AWARDED IN NONCREDIT COURSES

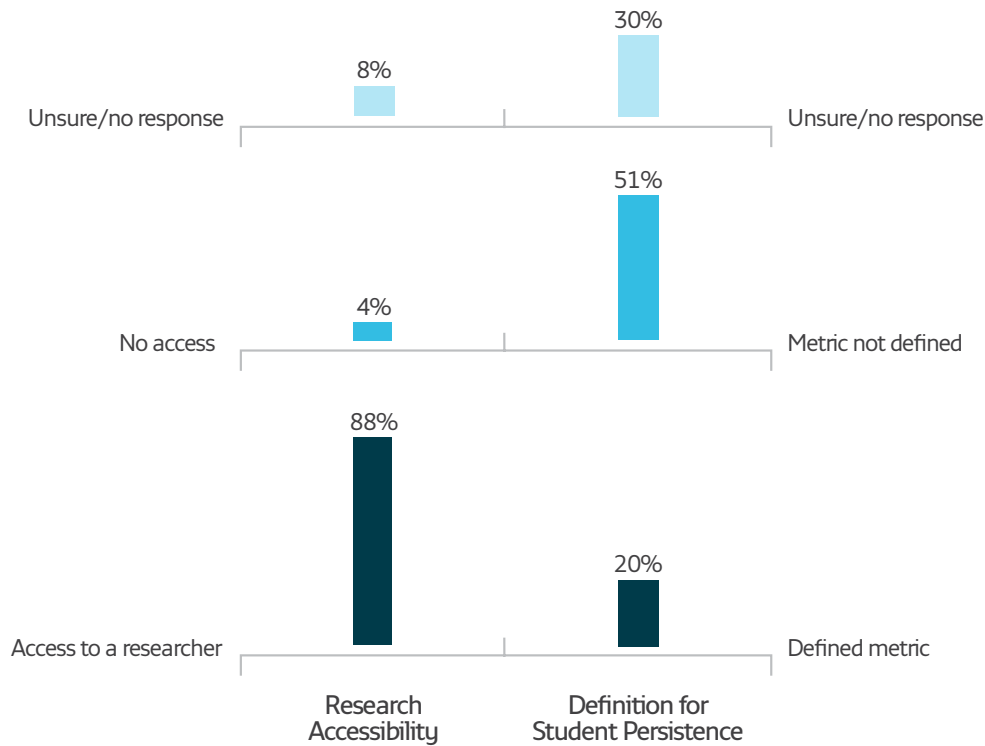


Note: Percentages do not total 100% due to rounding error.

Research Capacity

Many noncredit programs/institutions (88%, n=80) have access to a researcher. However, only 20% (n=18) of institutions with noncredit have defined a specific metric to track noncredit student persistence (continued student enrollment and progress). Fifty-one percent (n=46) of institutions with noncredit confirmed that no metric had yet been defined, and another 30% of respondents (n=27) were unsure if a metric had been defined at their institution. A greater proportion of institutions classified as large noncredit have defined a metric to track noncredit persistence (67%, n=6) compared to institutions classified as medium noncredit (18%, n=7) or small noncredit (12%, n=5).

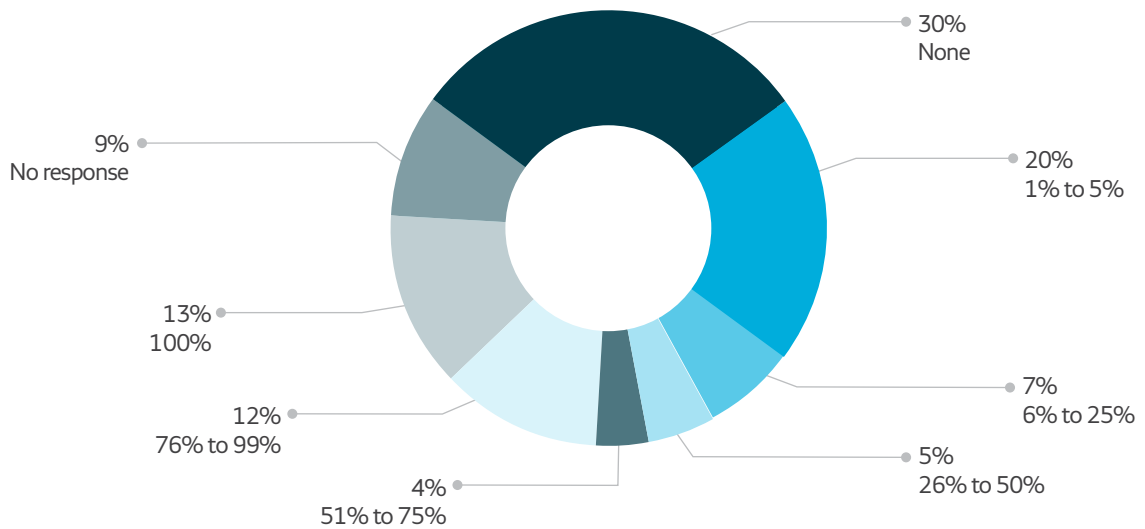
RESEARCH CAPACITY



Staffing

Respondents were asked to report the percentage of noncredit faculty that are contract within their institutions. While 14% (n=12) did not provide a valid response, a pattern still emerges from the remaining 83 responses: 33% (n=27) of these institutions with noncredit do not have noncredit contract faculty, 22% (n=18) employ 1 - 5% of their noncredit faculty as contract, and just 14% (n=12) hire all noncredit faculty as contract.

PERCENTAGE OF NONCREDIT FACULTY THAT ARE CONTRACT



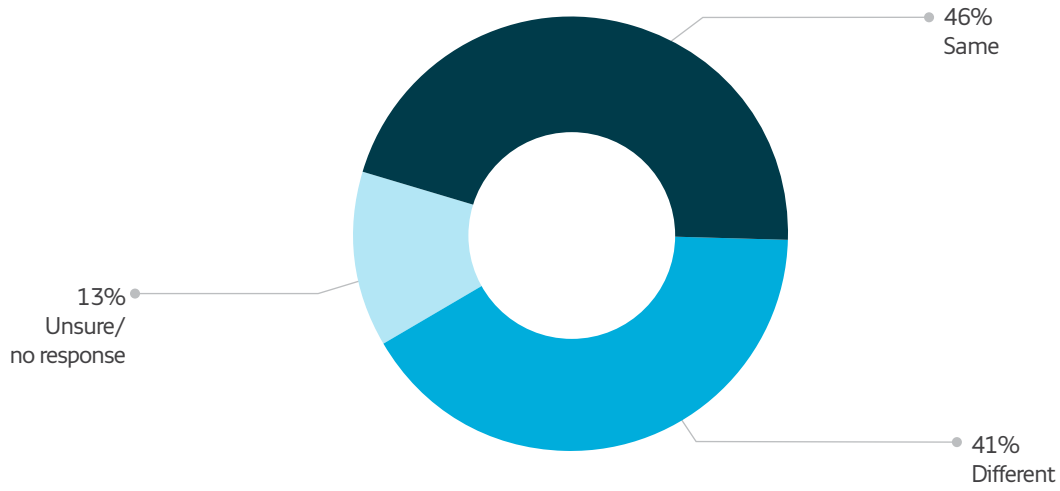
Note. Data exclude those who did not respond to the question. Percentages do not total 100% due to rounding error.

Fewer than half of institutions with noncredit have the same service area requirements (minimum qualifications) for credit and noncredit faculty (44%, n=40) and the same salary tables for credit and noncredit faculty (46%, n=42).

MINIMUM QUALIFICATIONS FOR CREDIT AND NONCREDIT



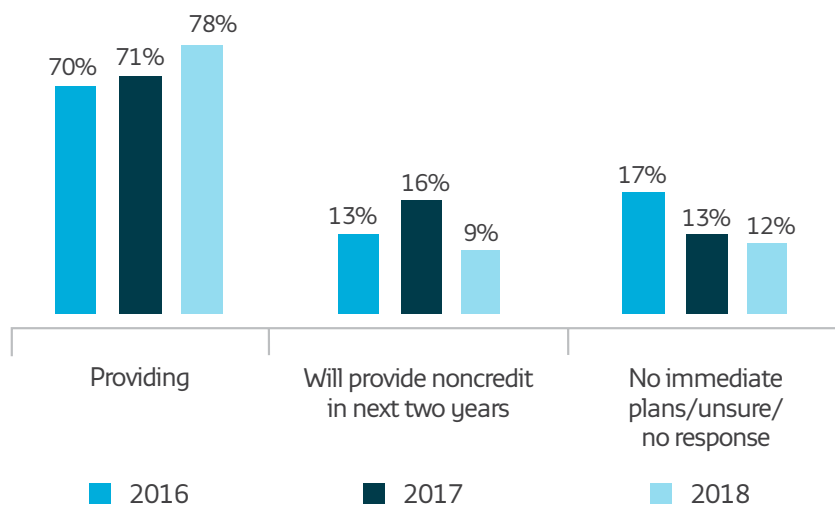
SALARY TABLE FOR CREDIT AND NONCREDIT



Planned Offerings and Processes

The number of institutions with no immediate plans to provide noncredit, and the number of institutions with plans to offer noncredit in the next two years had a net decline over the years. This decline aligns with the number of institutions that have already followed through with plans to begin offering noncredit. As mentioned above, of the 15 institutions that reported plans to offer noncredit in the next two years in the 2016 survey, 67% (n=10) had met that goal by the time the 2018 survey rolled out. Likewise, of the 19 institutions that reported plans to offer noncredit in the next two years in the 2017 survey, 53% (n=10) met those plans by the 2018 survey.

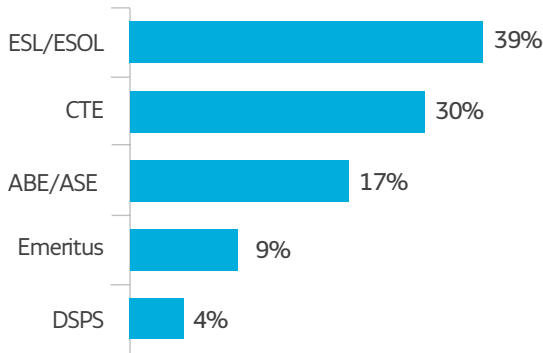
NONCREDIT OFFERINGS



Among 23 institutions not currently providing any form of noncredit, nearly half (48%, n=11) plan to begin offering noncredit within the next two years. Thirty-nine percent (n=9) plan to offer ESL/ESOL for the first time within two years and 30% (n=7) plan to offer CTE for the first time within two years. ABE/ASE, DSPS, and Emeritus are each included in a limited number of colleges' plans for future offerings, with each being mentioned by four or fewer colleges.

PLAN TO PROVIDE NONCREDIT IN NEXT TWO YEARS

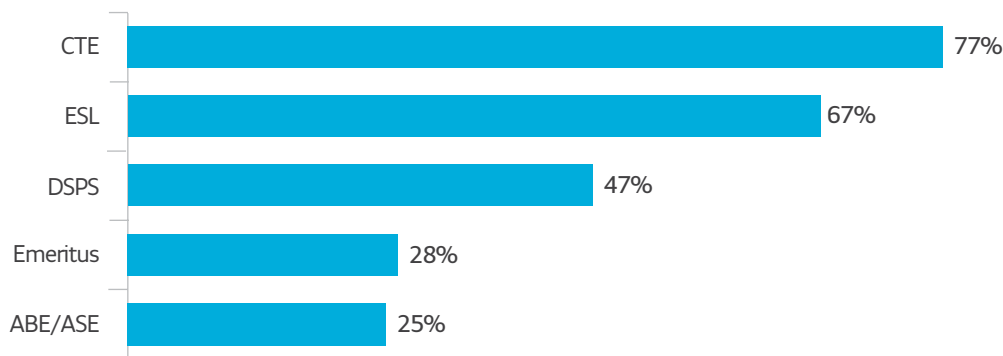
Among institutions not currently offering noncredit



Among the 91 institutions that are currently offering noncredit, the scope of noncredit offerings across the state should also continue to increase within the next two years. Seventy-seven percent (34 of 44 institutions) of institutions that offer noncredit but are not yet offering noncredit CTE, plan to offer it for the first time within two years; 67% (10 of 15 institutions) not yet offering noncredit ESL plan to do so within the next two years; and 47% (17 of 36 institutions) not yet offering noncredit DSPS plan to offer it within the next two years.

PLAN TO PROVIDE NONCREDIT IN NEXT TWO YEARS

Among institutions currently offering noncredit in another subject area

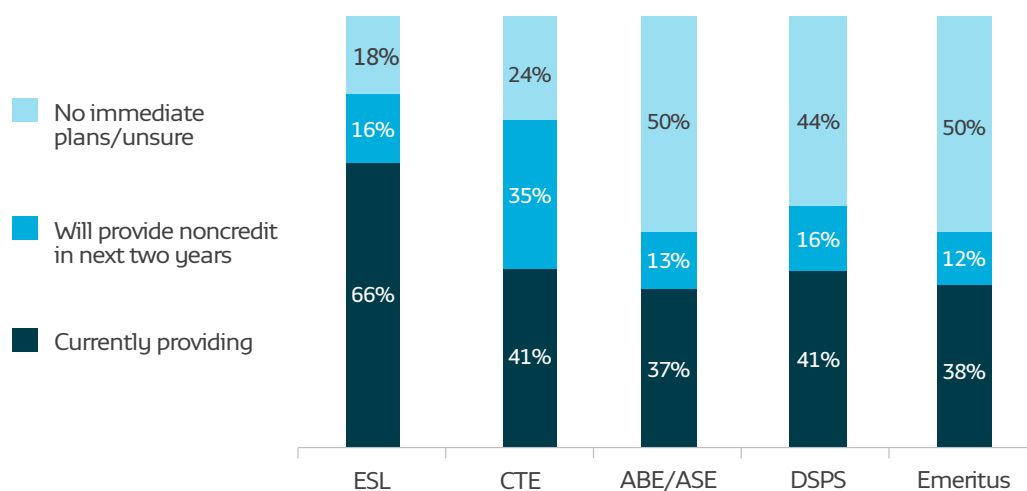


Note. Percentage calculations exclude "unsure/no response" responses: eight institutions for DSPS, and four for ABE/ASE and Emeritus, respectively

If institutions (both credit only and those currently offering noncredit) continue to follow through with plans to expand their noncredit offerings, in two years, the number of institutions across the state offering noncredit CTE may increase from 47 institutions to 88 institutions, an increase of 88%. This may come very close to the availability of ESL noncredit offerings across the state, which is currently at 76 institutions and is projected to increase to 95 in two years. However, it is important to clarify that this projection does not take into account program size.

CURRENT AND PLANNED NONCREDIT OFFERING IN TWO YEARS

Among all institutions

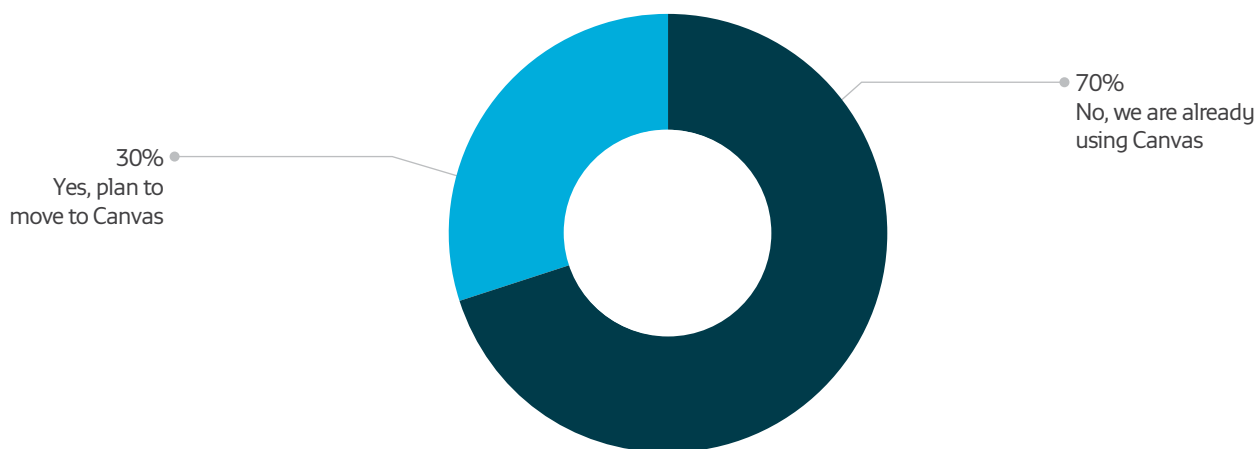


Note. These percentages refer to new planned offerings and do not account for any planned discontinuation of offerings by institutions. Also note that the data reflect the number of institutions by subject area and do not reflect the scale/volume of current/planned offerings within institutions.

Seventy percent (n=62) of 88 institutions with noncredit offerings and distance education offerings (e.g. credit and/or noncredit) reported that their institution is already using Canvas for online management and the remaining 30% (n=26) are planning to move to Canvas.

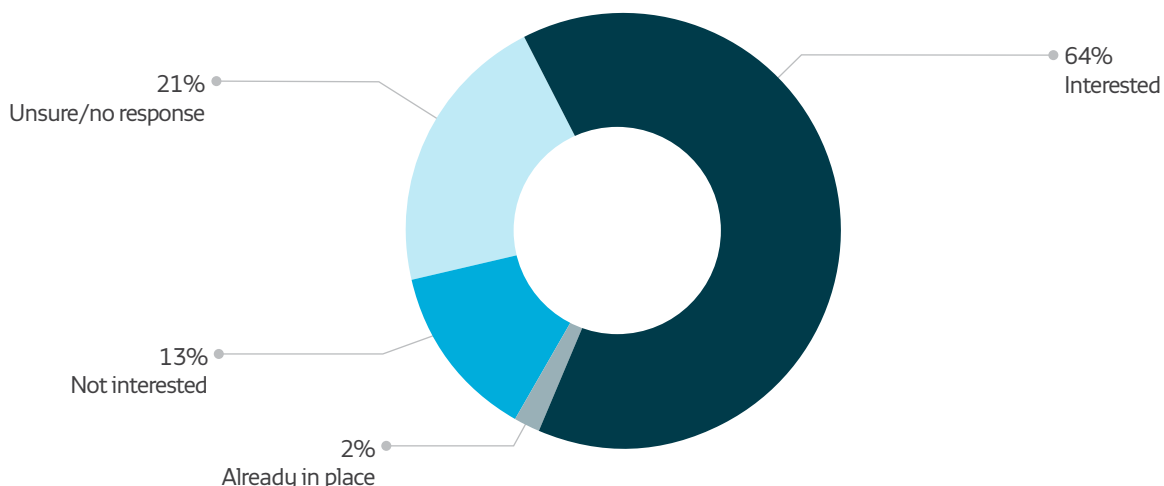
It is noteworthy that only one third (n=3) of institutions classified as large noncredit and that offer distance education have transitioned to Canvas as of yet. In contrast, 67% (n=29) of institutions with distance education classified as small noncredit and 83% (n=30) of institutions with distance education classified as medium noncredit are already using Canvas.

PLANS TO MOVE TO CANVAS



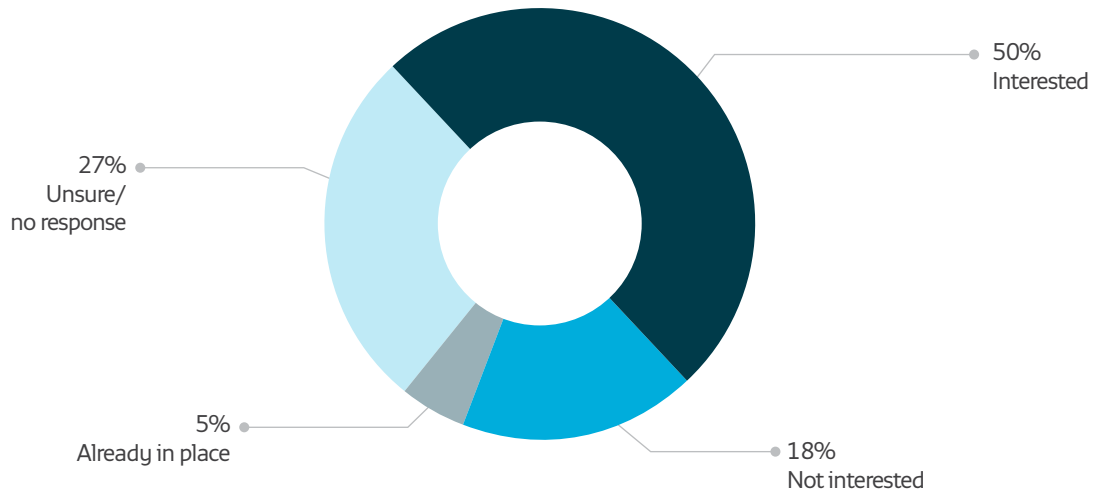
The majority (64%, n=30) of the 47 institutions with noncredit DSPS offerings have interest in developing Career Development and College Preparation (CDCP) certificates for students with disabilities, while 13% (n=6) stated no interest in developing CDCP certificates for students with disabilities. Nearly one quarter (21%, n=10) of respondents were unsure about their institution's interest.

INTEREST IN DEVELOPING DSPS CDCP CERTIFICATES



Half (50%, n=22) of the 44 institutions with noncredit Emeritus offerings have interest in developing CDCP certificates for older adults, while 18% (n=8) stated no interest in developing CDCP certificates for older adults. Over one quarter (27%, n=12) of respondents were unsure about their institution's interest.

INTEREST IN DEVELOPING EMERITUS CDCP CERTIFICATES



Recommendations for Future of Noncredit Adult Education Research and Practice

Based on the enclosed history of Noncredit Adult Education and the findings of the California Community College Noncredit Offerings survey SDCE administered on the current status of Adult Education in California, SDCE's Office of Research, Planning and Institutional Effectiveness makes the following as recommendations for the future of Noncredit Adult Education in the community college system along with recommendations related to noncredit research.

Recommendations for the Future of Noncredit Adult Education in Community Colleges

AN AUTHENTIC COMMITMENT TO EQUITY AND SOCIAL JUSTICE CALLS FOR INCREASED RESOURCES FOR ADULT EDUCATION

- > Ensure that equitable funding is identified for noncredit adult education programs —specifically with respect to facilities, technology, and instructional equipment, as colleges build on and develop their infrastructure.

- > Provide noncredit programs with a more reliable funding model, and implement a census-based formula for managed enrollment classes to determine noncredit FTES.
- > Continue to fund Career Development and College Preparation (CDCP) offerings at an equalized rate, and include DSPS and emeritus programs that focus on transition to credit or workforce.
- > Allocate Statewide FTES annually for Noncredit Adult Education to incentivize the expansion of these vital programs.
- > Include noncredit funding allocations in the initial release of statewide initiatives (e.g. SSSP, Student Equity, Guided Pathways).
- > Identify noncredit as a viable and essential component of Guided Pathways.

MODERNIZE NONCREDIT CURRICULUM AND INSTRUCTION

- > Develop a stronger noncredit infrastructure to support program development at the State level, including:

- » localization of the noncredit program approval process to expedite the ability of noncredit programs to respond to industry demands;
 - » modification of the State curriculum approval system to mainstream noncredit course approval process; and
 - » identification of greater support for noncredit instructional program design.
- > Support a seamless transition from noncredit to credit programs at the local level (e.g. articulation agreements, credit for exam).
 - > Appropriate state funding to support the development and dissemination of open educational resources (OER) to enhance resources for noncredit students and reduce the textbook fees required by some certificate programs in order to improve curriculum portability across colleges.
 - > Promote and increase noncredit distance education courses to support the educational needs of adults (e.g. in the military, isolated rural communities, and working adults) who need alternative delivery modes.

STRENGTHEN NONCREDIT STUDENT SERVICES

- > Provide an equitable distribution at the state level for SSSP and SEP noncredit funding. Noncredit students typically come from significantly more diverse and socioeconomically disadvantaged backgrounds. They often require more specialized and extensive student services and supplemental financial support.
- > Earmark restricted funding to provide dedicated mental health services to noncredit students.
- > Engage in targeted outreach to veterans, adults

with disabilities, ex-offenders, the marginally housed, immigrants, refugees, opportunity youth, foster youth, the unemployed, and single parents to ensure noncredit programs serve our most vulnerable residents.

- > Reinvent and fund noncredit career counseling and implement workforce services to support students with successful career exploration, transition, placement, and workforce opportunities.
- > Mandate student support and student equity funding for all noncredit programming.
- > Provide infrastructure and funding specifically for noncredit outreach programs, and include noncredit in all statewide marketing and communications. Many, if not most, Californians are unaware of the free educational opportunities community colleges offer that could transform their lives.

MARRY NONCREDIT ADULT EDUCATION TO WORKFORCE DEVELOPMENT

- > Increase Adult Education Block Grant (AEBG) and Strong Workforce (SWF) funding specifically to support noncredit program development and expansion.
- > Strengthen partnerships with regional WIOA-funded workforce development boards to support long-term job placement.
- > Modify Title 5 to allow for noncredit internship opportunities without instructor presence to augment experiential learning opportunities for job seekers. Ideally, these internships would also provide stipends.
- > Continue to emphasize Career Technical Education (CTE) program development and expansion in alignment with the Deputy Navigator Sectors (as identified by CCCCO) with a focus on Noncredit.

CHAMPION AND CHERISH NONCREDIT FACULTY

- > Include noncredit faculty in the Full-Time Faculty Obligation Number (FON) and equalize the compensation and teaching load of noncredit and credit faculty.
- > Strengthen noncredit programming and increase faculty leadership by allocating state funding to hire noncredit contract faculty system-wide.

PROVIDE MORE SUPPORT FOR DATA SYSTEMS AND NONCREDIT RESEARCH

- > Findings speak to a lack of research capacity for noncredit data. While most noncredit programs/institutions have access to research, the smaller size of noncredit offerings compared to credit offerings at most institutions likely impacts routing of research efforts to track noncredit students, as evidenced by the lack of a defined student tracking metric. Systems and college/state-wide discussions to create standard metrics for noncredit student progress and completion are still needed.
- > Develop a noncredit CCCApply common and accessible application for noncredit students.
- > Provide State funding to support a noncredit community of practice and collaborative events.

Recommendations for Future Research on Noncredit Adult Education in Community Colleges

EXPLORE ADDITIONAL AVENUES OF NONCREDIT RESEARCH STATEWIDE

- > Utilize the baseline CCC Noncredit Survey results to continue to explore the growth of noncredit across the state, including promising practices for the implementation of new noncredit programs and program expansion, and labor market exploration of student demand for noncredit regionally. Interviews with key CEOs from large noncredit institutions, colleges with large noncredit programs, and colleges or institutions growing their noncredit programs may prove informative, as would focus groups with other stakeholders such as Academic Senate presidents and CTE deans.
- > Consider conducting local or regional surveys and focus groups of current noncredit students and the community to explore the unique needs of noncredit students, including student barriers, challenges, and resources needed to maximize enrollment and attendance and meet noncredit students' educational goals.
- > Collect more robust data on noncredit pre-apprenticeships and apprenticeships, as well as CTE, DSPS, and Emeritus workplace training/internships.

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Appendices

Appendix A Acronyms

AAACE	American Association for Adult and Continuing Education	CALCOMP	California Competency
ABE	Adult Basic Education	CALPRO	California Adult Literacy Professional Development Project
ACCE	Association of Community and Continuing Education	CalWORKs	California Work Opportunity and Responsibility to Kids
ACSA	Adult Committee of Association of California School Administrators	CASAS	California Adult Student Assessment System
ACSA	Association of California School Administrators	CBAE	Competency-Based Adult Education
AEBG	Adult Education Block Grant	CCAE	California Council for Adult Education
AEFLA	Adult Education and Family Literacy Act	CCAE	Council of Adult Education
AFDC	Aid to Families with Dependent Children	CCCCO	California Community College Chancellor's Office
ALIT	Adult Literacy Instructors' Training Institute	CDC	California Department of Corrections
ASCCC	Academic Senate for California Community Colleges	CDCP	Career Development and College Preparation
ASE	Adult Secondary Education	CDE	California Department of Education
BAE	Bureau of Adult Education	CDLP	California Distance Learning Project
BSI	Basic Skills Initiative	CETA	Comprehensive Employment and Training Act
CAEAA	California Adult Education Administrators' Association	CLC	California Literacy Campaign
CAETP	California Adult Education Technology Plan, 2001-2004	CMP	California Master Plan
CAHSEE	California High School Exit Examination	CSDE	California State Department of Education
		CTE	Career Technical Education
		DWM	Doing What Matters
		DNAE	Dissemination Network for Adult Educators

EDP	Executive Development Program	ROCs	Regional Occupational Centers
EOA	Economic Opportunity Act	ROP	Regional Occupational Program
EOA	Vocational Education Act of 1963	SBE	State Board of Education
ESEA	Elementary and Secondary Education Act of 1965	SCANS	Secretary's Commission on Achieving Necessary Skills
ESL	English as a second language	SDA	Service Delivery Area
ESOL	English for Speakers of Other Languages	SDCE	San Diego Continuing Education
FTES	Full-time equivalent students	SE	Student Equity
GAIN	Greater Avenues to Independence	SEP	Student Education Plan
GED	General Educational Development	SFBOE	San Francisco Board of Education
ICT	Information and communication technologies	SSSP	Student Success and Support Program
IRCA	Immigration Reform and Control Act of 1986	SWF	Strong Workforce Funding
JOBS	Job Opportunities and Basic Skills Training Program	TANF	Temporary Assistance for Needy Families
JTPA	The Job Training Partnership Act of 1983	TIP	Teaching Improvement Process
LEA	Local education agencies	USDOE	United States Department of Education
MDTA	Manpower Development and Training Act of 1962	VEA	Vocational Education Act of 1963
NALS	National Adult Literacy Survey	VESL	Vocational ESL
NAPCAE	National Association for Public Continuing Adult Education	VPAA	Vice President of Academic Affairs
NAPSAE	National Association for Public School Adult Education	VPI	Vice President of Instruction
NOCE	North Orange Continuing Education	WIA	Workforce Investment Act of 1998
NCES	National Center for Education Statistics	WIB	Workforce Investment Board
NEA	National Education Association	WIOA	Workforce Innovation and Opportunity Act
NIFL	National Institute for Literacy	WIP	Work Incentive Program
NIL	National Institute for Literacy		
NRS	National Reporting System		
NWDP	National Workforce Demonstration Programs		
OER	Open education resources		
OTAN	Outreach and Technical Assistance Network		
PRWORA	Personal Responsibility and Work Opportunity Reconciliation Act		

Appendix B Survey Instrument

California Community College Noncredit Offerings Survey Instrument

Thank you for your participation. The survey should take 3-20 minutes to complete. The information you provide will help to support program development and student success and will be shared in a summary report to all participating institutions, practitioners, and policy-makers.

1. Please fill in the following contact/institutional information (*contact information will be used to build an accurate contact database and will not be shared with participating institutions*):
 - a. Name of Institution:
 - b. District:
 - c. Name of survey completer:
 - d. Title:
 - e. Email:

Distance Education

Unless otherwise specified, please select one response for each of the following questions:

2. Does your institution presently offer distance education courses? *[If Q2 = Yes, continue; if Q2 = No/Unsure/don't know, skip to next section]*

Yes, credit only	No
Yes, noncredit only	Unsure/don't know
Yes, both credit and noncredit	

3. Does your institution presently offer the following distance education course modes?

	YES, CREDIT ONLY	YES, NONCREDIT ONLY	YES BOTH CREDIT & NONCREDIT	NO	UNSURE/ DON'T KNOW
a. web-enhanced courses (on-campus augmented with course websites)					
b. hybrid/blended course offerings (on-campus and online)					
c. fully online course offerings					
d. fully online degree or certificate program(s)					
e. synchronous (live face-to-face) program(s)					

- f. Please specify any additional distance education course modes that your institution presently offers.

4. Is your district/institution planning to move to Canvas learning management system?

Yes, plan to move to Canvas

No, we are already using Canvas

No, will not move to Canvas

Unsure/don't know

Credit/Noncredit Offerings

5. Does your college presently offer free noncredit courses (not including community services or not-for-credit courses)?

Yes, both regular and enhanced noncredit	No, but we will provide noncredit in the next two years	No, and we have no immediate plans to provide noncredit
Yes, but only regular noncredit		Unsure/don't know
Yes, but only enhanced noncredit		
[If Q5 = Yes, skip to next section]	[If Q5 = No, but will in next two years, continue]	[If Q5 = No/Unsure/don't know, skip to Q43]

6. Which of the following noncredit courses and/or programs do you have plans to provide in the next two years? (Select all that apply)

Career technical education (CTE)

Older adult education (55+), also referred to as Emeritus

English as a Second Language (ESL) or English to Speakers of Other Languages (ESOL)

Students with disabilities education, also referred to as disability student programs and supports (DSPS)

High school diploma or equivalency, also referred to as Adult Basic Education/Adult Secondary Education (ABE/ASE)

Unsure/don't know

Other, please specify:

25. Does your institution presently offer the following ESL/ESOL programming?

	YES	NO	UNSURE/ DON'T KNOW
a. web-enhanced courses			
b. hybrid or blended programming			
c. fully online programming			

d. Please specify any additional noncredit ESL/ESOL programming types that your institution presently offers:

26. Does your institution presently have state-approved stackable certificates for noncredit ESL/ESOL in place?

Yes

No

Unsure/don't know

Adult Basic Education/Adult Secondary Education

27. Does your institution presently offer noncredit high school diploma or equivalency program(s), also referred to as Adult Basic Education/Adult Secondary Education (ABE/ASE)?

[If Q27 = Yes, continue; if Q27 = No/Unsure/don't know, skip to next section]

Yes

No, and we have no immediate plans to provide noncredit ABE/ASE

No, but we will provide noncredit ABE/ASE in the next two years

Unsure/don't know

28. Does your institution presently offer the following noncredit ABE/ASE programming?

	YES	NO	UNSURE/ DON'T KNOW
a. web-enhanced courses			
b. hybrid or blended programming			
c. fully online programming			

d. Please specify any additional noncredit ABE/ASE programming types that your institution presently offers:

29. Does your institution or district presently have a partnership for ABE/ASE with local K-12 district(s)?

Yes

Unsure/don't know

No, why not?

Career Technical Education

30. Does your institution presently offer noncredit career technical education (CTE) program(s)?
[If Q30 = Yes, continue; if Q30 = No/Unsure/don't know, skip to next section]

- | | |
|---|---|
| Yes | No, and we have no immediate plans to provide noncredit CTE |
| No, but we will provide noncredit CTE in the next two years | Unsure/don't know |

31. Does your institution offer any noncredit CTE pathways that belong to the following CTE industry sectors?

	YES	NO	UNSURE/ DON'T KNOW
a. agriculture and natural resources			
b. arts, media, and entertainment			
c. building and construction trades			
d. business and finance			
e. education, child development, & family services			
f. energy, environment, & utilities			
g. engineering & architecture			
h. fashion & interior design			
i. health science & medical technology			
j. hospitality, tourism, & recreation			
k. information & communication technologies			
l. manufacturing & product development			
m. marketing, sales, & services			
n. public services			
o. transportation			

32. Does your institution presently offer the following noncredit CTE programming/opportunities?

	YES	NO	UNSURE/ DON'T KNOW
a. web-enhanced programming			
b. hybrid or blended programming			
c. fully online programming			
d. workplace training or internship opportunities for students			

e. Please specify any additional noncredit CTE programming types or student opportunities that your institution presently offers:

33. Does your institution presently offer noncredit pre-apprenticeship programs?

- Yes No, and we have no immediate plans to provide noncredit pre-apprenticeship
- No, but we will provide noncredit pre-apprenticeship in the next two years Unsure/don't know

34. Does your institution presently offer noncredit apprenticeship programs?

- Yes No, and we have no immediate plans to provide noncredit apprenticeship
- No, but we will provide noncredit apprenticeship in the next two years Unsure/don't know

Disability Student Programs and Supports

35. Does your institution presently offer noncredit courses and/or programs for students with disabilities, also referred to as disability student programs and supports (DSPS)?

[If Q35 = Yes, continue; if Q35 = No/Unsure/don't know, skip to next section]

- Yes No, and we have no immediate plans to provide noncredit DSPS
- No, but we will provide noncredit DSPS in the next two years Unsure/don't know

36. Are any of the following noncredit DSPS pathways offered at your institution?

	YES	NO	UNSURE/ DON'T KNOW
a. basic education			
b. computer instruction			
c. access technology instruction			
d. art instruction			
e. acquired brain injury, specialized program instruction			
f. pre-vocational instruction			
g. specialized instruction for veterans with disabilities			
h. independent living skills			

37. Does your institution presently offer the following noncredit DSPS programming/opportunities?

	YES	NO	UNSURE/ DON'T KNOW
a. web-enhanced programming			
b. hybrid or blended programming			
c. fully online programming			
d. workplace training or internship opportunities for students			

e. Please specify any additional noncredit DSPS programming types or student opportunities that your institution presently offers:

38. Does your institution have interest in developing Career Development and College Preparation (CDCP) certificates for students with disabilities?

Yes, interested in developing CDCP for students with disabilities

CDCP for students with disabilities already in place

No, not interested in developing CDCP for students with disabilities

Unsure/don't know

Older Adults

39. Does your institution presently offer noncredit courses and/or programs for older adults (55+), also referred to as Emeritus? *[If Q39=Yes, continue; if Q39=No/Unsure/don't know, skip to Q43]*

Yes

No, and we have no immediate plans to provide noncredit older adult

No, but we will provide noncredit older adult in the next two years

Unsure/don't know

40. Are any of the following noncredit older adult pathways offered at your institution?

	YES	NO	UNSURE/ DON'T KNOW
a. retirement living			
b. arts and crafts			
c. music			
d. social studies			
e. communications			
f. technology			
g. health and wellness			
h. body dynamics and the aging process			
i. consumer education			
j. nutrition			
k. literature/writing			

41. Does your institution presently offer the following noncredit older adult programming opportunities?

	YES	NO	UNSURE/ DON'T KNOW
a. web-enhanced programming			
b. hybrid or blended programming			
c. fully online programming			
d. workplace training or internship opportunities for students			

e. Please specify any additional noncredit older adult programming types or student opportunities that your institution presently offers:

42. Does your institution have interest in developing Career Development and College Preparation (CDCP) certificates for older adults?

Yes, interested in developing CDCP for older adults CDCP for older adults already in place
 No, not interested in developing CDCP for older adults Unsure/don't know

43. *[Feedback for internal operational purposes only:]* Do you have any comments/suggestions that may assist us in improving the survey?

Thank you very much for completing the survey!

Appendix C Item Response Tables

2. Institutions presently offering distance education

	FREQUENCY
Offers noncredit distance education	44
Offers credit distance education only	69
No distance education	3
Total	116

Note 1. Counts are calculated based on responses from questions two and three. When there is a contradiction, question three takes precedence.

3. Does your institution presently offer the following distance education course modes?

3a. web-enhanced courses (on-campus augmented with course websites)

	FREQUENCY
Yes, credit only	79
Yes, noncredit only	1
Yes, both credit and noncredit	23
No	4
Unsure / no response	6
Not asked	3
Total	116

3b. hybrid/blended course offerings (on-campus and online)

	FREQUENCY
Yes, credit only	93
Yes, noncredit only	3
Yes, both credit and noncredit	11
No	4
Unsure / no response	2
Not asked	3
Total	116

3c. fully online course offerings

	FREQUENCY
Yes, credit only	98
Yes, both credit and noncredit	8
No	3
Unsure / no response	4
Not asked	3
Total	116

3d. fully online degree or certificate program(s)

	FREQUENCY
Yes, credit only	51
Yes, both credit and noncredit	1
No	44
Unsure / no response	17
Not asked	3
Total	116

3e. synchronous (live face-to-face) programs(s)

	FREQUENCY
Yes, credit only	33
Yes, noncredit only	1
Yes, both credit and noncredit	23
No	35
Unsure / no response	21
Not asked	3
Total	116

4. Is your district / institution planning to move to Canvas learning management system?

	FREQUENCY
Yes, plan to move to Canvas	37
No, we are already using Canvas	76
Not asked	3
Total	116

5. Does your college presently offer free noncredit courses (not including community services or not-for-credit courses)?

	FREQUENCY
Yes, both regular and enhanced noncredit	62
Yes, but only regular noncredit	25
Yes, but only enhanced noncredit	4
No, but we will provide noncredit in the next two years	11
No, and we have no immediate plans to provide noncredit	12
Unsure / no response	2
Total	116

6. Which of the following noncredit courses and/or programs do you have plans to provide in the next two years? (Select all that apply)

	FREQUENCY
Career technical education (CTE)	7
English as a Second Language (ESL) or English to Speakers of Other Languages (ESOL)	9
High school diploma or equivalency, also referred to as Adult Basic Education/Adult Secondary Education (ABE/ASE)	4
Older adult education (55+), also referred to as Emeritus	2
Students with disabilities education, also referred to as disability student programs and supports (DSPS)	1
Other, please specify:	2

Note 1. Counts represent the frequency of non-mutually exclusive response choices listed above; respondents may have selected more than one answer.

Note 2. Only the 11 respondents who answered 'No, but we will provide noncredit in the next two year' to the previous question were asked this question.

7. Does your noncredit institution or program have a separate admissions process from credit?

	FREQUENCY
Yes	39
No	50
Unsure / no response	2
Not asked	25
Total	116

8. Does your noncredit institution or program use CCCApply?

	FREQUENCY
Yes	55
No	31
Unsure / no response	5
Not asked	25
Total	116

9. How do students enroll in your noncredit courses and programs?

	FREQUENCY
Managed enrollment	13
Open entry, open exit	26
Both, It depends upon the specific program.	47
Other, please specify	1
Unsure / no response	4
Not asked	25
Total	116

10. Are students awarded grades in your noncredit courses?

	FREQUENCY
Yes, all courses are graded	16
No, none of the courses are graded	38
Other, please specify	31
Unsure / no response	6
Not asked	25
Total	116

11. Does your institution/district offer combined sections of parallel credit/noncredit courses (credit and non-credit students enrolled in the same classroom)?

	FREQUENCY
Yes	37
No	51
Unsure / no response	3
Not asked	25
Total	116

12. Do students enrolled in noncredit courses pay for the following:

12a. textbooks

	FREQUENCY
Yes	48
No	32
Unsure / no response	11
Not asked	25
Total	116

12b. labs

	FREQUENCY
Yes	7
No	67
Unsure / no response	17
Not asked	25
Total	116

12c. course materials

	FREQUENCY
Yes	33
No	45
Unsure / no response	13
Not asked	25
Total	116

13. Please answer the following questions related to the use of online educational resources (OERs):

13a. Is your institution an OER grant recipient?

	FREQUENCY
Yes	36
No	35
Unsure / no response	20
Not asked	25
Total	116

13b. Is your institution promoting the use of OERs for its noncredit offerings?

	FREQUENCY
Yes	37
No	39
Unsure / no response	15
Not asked	25
Total	116

13c. Do any of your noncredit offerings use OERs as a primary learning material?

	FREQUENCY
Yes	11
No	58
Unsure / no response	22
Not asked	25
Total	116

14. Are your noncredit services and/or offerings getting funding from the following sources?

14a. Student Success and Support Program (SSSP) Plan

	FREQUENCY
Yes	52
No	31
Unsure / no response	8
Not asked	25
Total	116

14b. Student Equity Plan

	FREQUENCY
Yes	30
No	44
Unsure / no response	17
Not asked	25
Total	116

15. Do your noncredit students have access to the following student services? (select all that apply)

	FREQUENCY
Academic Counseling/Education Planning	87
Assessment	79
Associated Student Body (ASB)	69
CalWORKs	64
Career Services/Career Planning	76
Disability Support Programs and Services (DSPS)	83
Health/Mental Health Services	61
Institutional Orientation	71
New Horizons/Gender Equity	20
Program Orientation	65
Veterans' Services	67
Other services, please specify:	19

Note 1. Counts represent the frequency of non-mutually exclusive response choices listed above; respondents may have selected more than one answer.

Note 2. This question was asked to the 91 respondents who reported that their institution offers free noncredit courses.

16. What percent of your noncredit students complete educational plans?

	FREQUENCY
0% (None)	7
More than 0% to 25%	31
More than 25% to 50%	11
More than 50% to 75%	8
More than 75% to 99%	11
100% (All)	5
No response	14
Not asked	29
Total	116

17. Are noncredit students charged for health services?

	FREQUENCY
Other, please specify	7
Yes	9
No	25
Unsure / no response	20
Not asked	55
Total	116

20. Does your noncredit program(s)/institution have access to a researcher?

	FREQUENCY
Yes	80
No	4
Unsure / no response	7
Not asked	25
Total	116

21. Has your institution defined a specific metric to track noncredit persistence (continued student enrollment and progress)?

	FREQUENCY
Yes, please specify	18
No	46
Unsure / no response	27
Not asked	25
Total	116

22. What percent of your noncredit faculty are contract?

	FREQUENCY
0% (None)	27
More than 0% to 5%	18
More than 5% to 25%	6
More than 25% to 50%	5
More than 50% to 75%	4
More than 75% to 99%	11
100% (All)	12
No response	8
Not asked	25
Total	116

23. Are the following items the same for your credit and noncredit faculty?

23a. service area requirement (minimum qualifications)

	FREQUENCY
Yes	40
No	43
Unsure / no response	8
Not asked	25
Total	116

23b. salary table

	FREQUENCY
Yes	42
No	37
Unsure / no response	12
Not asked	25
Total	116

24. Does your institution presently offer noncredit English as a Second Language (ESL) or English to Speakers of Other Languages (ESOL)?

	FREQUENCY
Yes	76
No, but we will provide noncredit ESL/ESOL in the next two years	10
No, and we have no immediate plans to provide noncredit ESL/ESOL	5
Not asked	25
Total	116

25. Does your institution presently offer the following noncredit ESL/ESOL programming?

25a. web-enhanced programming

	FREQUENCY
Yes	27
No	40
Unsure / no response	9
Not asked	40
Total	116

25b. hybrid or blended programming

	FREQUENCY
Yes	12
No	56
Unsure / no response	8
Not asked	40
Total	116

25c. fully online programming

	FREQUENCY
Yes	2
No	68
Unsure / no response	6
Not asked	40
Total	116

26. Does your institution presently have state-approved stackable certificates for noncredit ESL/ESOL in place?

	FREQUENCY
Yes	43
No	27
Unsure / no response	6
Not asked	40
Total	116

27. Does your institution presently offer noncredit high school diploma or equivalency program(s), also referred to as Adult Basic Education/Adult Secondary Education (ABE/ASE)?

	FREQUENCY
Yes	43
No, but we will provide noncredit ABE/ASE in the next two years	11
No, and we have no immediate plans to provide noncredit ABE/ASE	33
Unsure / no response	4
Not asked	25
Total	116

28. Does your institution presently offer the following noncredit ABE/ASE programming?

28a. web-enhanced programming

	FREQUENCY
Yes	16
No	21
Unsure / no response	6
Not asked	73
Total	116

28b. hybrid or blended programming

	FREQUENCY
Yes	6
No	30
Unsure / no response	7
Not asked	73
Total	116

28c. fully online programming

	FREQUENCY
Yes	2
No	34
Unsure / no response	7
Not asked	73
Total	116

29. Does your institution or district presently have a partnership for ABE/ASE with local K-12 district(s)?

	FREQUENCY
No, why not?	8
Yes	27
Unsure / no response	8
Not asked	73
Total	116

30. Does your institution presently offer noncredit career technical education (CTE) program(s)?

	FREQUENCY
Yes	47
No, but we will provide noncredit CTE in the next two years	34
No, and we have no immediate plans to provide noncredit CTE	10
Not asked	25
Total	116

31. Does your institution offer any noncredit CTE pathways that belong to the following CTE industry sectors?

31a. agriculture and natural resources

	FREQUENCY
Yes	6
No	30
Unsure / no response	11
Not asked	69
Total	116

31b. arts, media, and entertainment

	FREQUENCY
Yes	9
No	28
Unsure / no response	10
Not asked	69
Total	116

31c. building and construction trades

	FREQUENCY
Yes	15
No	24
Unsure / no response	8
Not asked	69
Total	116

31d. business and finance

	FREQUENCY
Yes	24
No	14
Unsure / no response	9
Not asked	69
Total	116

31e. education, child development, & family services

	FREQUENCY
Yes	16
No	23
Unsure / no response	8
Not asked	69
Total	116

31f. energy, environment, & utilities

	FREQUENCY
Yes	9
No	28
Unsure / no response	10
Not asked	69
Total	116

31g. engineering & architecture

	FREQUENCY
Yes	4
No	33
Unsure / no response	10
Not asked	69
Total	116

31h. fashion & interior design

	FREQUENCY
Yes	5
No	29
Unsure / no response	13
Not asked	69
Total	116

31i. health science & medical technology

	FREQUENCY
Yes	27
No	13
Unsure / no response	7
Not asked	69
Total	116

31j. hospitality, tourism, & recreation

	FREQUENCY
Yes	10
No	28
Unsure / no response	9
Not asked	69
Total	116

31k. information & communication technologies

	FREQUENCY
Yes	17
No	20
Unsure / no response	10
Not asked	69
Total	116

31l. manufacturing & product development

	FREQUENCY
Yes	9
No	27
Unsure / no response	11
Not asked	69
Total	116

31m. marketing, sales, & services

	FREQUENCY
Yes	10
No	27
Unsure / no response	10
Not asked	69
Total	116

31n. public services

	FREQUENCY
Yes	5
No	31
Unsure / no response	11
Not asked	69
Total	116

31o. transportation

	FREQUENCY
Yes	7
No	30
Unsure / no response	10
Not asked	69
Total	116

32. Does your institution presently offer the following noncredit CTE programming/opportunities?

32a. web enhanced programming

	FREQUENCY
Yes	19
No	24
Unsure / no response	4
Not asked	69
Total	116

32b. hybrid or blended programming

	FREQUENCY
Yes	13
No	30
Unsure / no response	4
Not asked	69
Total	116

32c. fully online programming

	FREQUENCY
Yes	5
No	37
Unsure / no response	5
Not asked	69
Total	116

32d. workplace training or internship opportunities for students

	FREQUENCY
Yes	25
No	18
Unsure / no response	4
Not asked	69
Total	116

33. Does your institution presently offer noncredit pre-apprenticeship programs?

	FREQUENCY
Yes	12
No, but we will provide noncredit pre-apprenticeship in the next two years	9
No, and we have no immediate plans to provide noncredit pre-apprenticeship	22
Unsure / no response	4
Not asked	69
Total	116

34. Does your institution presently offer noncredit apprenticeship programs?

	FREQUENCY
Yes	8
No, but we will provide noncredit apprenticeship in the next two years	10
No, and we have no immediate plans to provide noncredit apprenticeship	25
Unsure / no response	4
Not asked	69
Total	116

35. Does your institution presently offer noncredit courses and/or programs for students with disabilities, also referred to as disability student programs and supports (DSPS)?

	FREQUENCY
Yes	47
No, but we will provide noncredit DSPS in the next two years	17
No, and we have no immediate plans to provide noncredit DSPS	19
Unsure / no response	8
Not asked	25
Total	116

36. Are any of the following noncredit DSPTS pathways offered at your institution?

36a. basic education

	FREQUENCY
Yes	24
No	15
Unsure / no response	8
Not asked	69
Total	116

36b. computer instruction

	FREQUENCY
Yes	23
No	16
Unsure / no response	8
Not asked	69
Total	116

36c. access technology instruction

	FREQUENCY
Yes	20
No	19
Unsure / no response	8
Not asked	69
Total	116

36d. art instruction

	FREQUENCY
Yes	6
No	34
Unsure / no response	7
Not asked	69
Total	116

36e. acquired brain injury, specialized program instruction

	FREQUENCY
Yes	9
No	30
Unsure / no response	8
Not asked	69
Total	116

36f. pre-vocational instruction

	FREQUENCY
Yes	19
No	20
Unsure / no response	8
Not asked	69
Total	116

36g. specialized instruction for veterans with disabilities

	FREQUENCY
Yes	4
No	35
Unsure / no response	8
Not asked	69
Total	116

36h. independent living skills

	FREQUENCY
Yes	23
No	18
Unsure / no response	6
Not asked	69
Total	116

37. Does your institution presently offer the following noncredit DSPS programming/opportunities?

37a. web-enhanced programming

	FREQUENCY
Yes	7
No	32
Unsure / no response	8
Not asked	69
Total	116

37b. hybrid or blended programming

	FREQUENCY
Yes	2
No	38
Unsure / no response	7
Not asked	69
Total	116

37c. fully online programming

	FREQUENCY
Yes	2
No	38
Unsure / no response	7
Not asked	69
Total	116

37d. workplace training or internship opportunities for students

	FREQUENCY
Yes	8
No	33
Unsure / no response	6
Not asked	69
Total	116

38. Does your institution have interest in developing Career Development and College Preparation (CDCP) certificates for students with disabilities?

	FREQUENCY
Yes, interested in developing CDCP for students with disabilities	30
No, not interested in developing CDCP for students with disabilities	6
CDCP for students with disabilities already in place	1
Unsure / no response	10
Not asked	69
Total	116

39. Does your institution presently offer noncredit courses and/or programs for older adults (55+), also referred to as Emeritus?

	FREQUENCY
Yes	44
No, but we will provide noncredit older adult in the next two years	12
No, and we have no immediate plans to provide noncredit older adult	31
Unsure / no response	4
Not asked	25
Total	116

40. Are any of the following noncredit older adult pathways offered at your institution?

40a. retirement living

	FREQUENCY
Yes	11
No	29
Unsure / no response	4
Not asked	72
Total	116

40b. arts and crafts

	FREQUENCY
Yes	26
No	15
Unsure / no response	3
Not asked	72
Total	116

40c. music

	FREQUENCY
Yes	29
No	13
Unsure / no response	2
Not asked	72
Total	116

40d. social studies

	FREQUENCY
Yes	17
No	24
Unsure / no response	3
Not asked	72
Total	116

40e. communications

	FREQUENCY
Yes	18
No	22
Unsure / no response	4
Not asked	72
Total	116

40f. technology

	FREQUENCY
Yes	18
No	22
Unsure / no response	4
Not asked	72
Total	116

40g. health and wellness

	FREQUENCY
Yes	30
No	11
Unsure / no response	3
Not asked	72
Total	116

40h. body dynamics and the aging process

	FREQUENCY
Yes	22
No	20
Unsure / no response	2
Not asked	72
Total	116

40i. consumer education

	FREQUENCY
Yes	14
No	27
Unsure / no response	3
Not asked	72
Total	116

40j. nutrition

	FREQUENCY
Yes	20
No	22
Unsure / no response	2
Not asked	72
Total	116

40k. literature/writing

	FREQUENCY
Yes	23
No	17
Unsure / no response	4
Not asked	72
Total	116

41. Does your institution presently offer the following noncredit older adult programming/opportunities?

41a. web-enhanced programming

	FREQUENCY
Yes	8
No	34
Unsure / no response	2
Not asked	72
Total	116

41b. hybrid or blended programming

	FREQUENCY
Yes	4
No	39
Unsure / no response	1
Not asked	72
Total	116

41c. fully online programming

	FREQUENCY
Yes	1
No	40
Unsure / no response	3
Not asked	72
Total	116

41d. workplace training or internship opportunities for students

	FREQUENCY
Yes	2
No	41
Unsure / no response	1
Not asked	72
Total	116

42. Does your institution have interest in developing Career Development and College Preparation (CDCP) certificates for older adults?

	FREQUENCY
Yes, interested in developing CDCP for older adults	22
No, not interested in developing CDCP for older adults	8
CDCP for older adults already in place	2
Unsure / no response	12
Not asked	72
Total	116

Appendix D Verbatim Open-Ended Comments

Question 3: Does your institution presently offer the following distance education course modes?

3f. Please specify any additional distance education course mode that your institution presently offers:

1. Are you defining fully online as the ACCJC defines in that if over 50% of a degree can be earned online, then it is considered as an online degree.
2. At Hancock we are trying to expand our noncredit offering to include hybrid/blended, web enhanced, and fully online. Our challenge has been... BANNER! We have been unsuccessful with Banner 8. We don't know if Banner 9 will allow us to generate the census roster needed to offer noncredit courses as hybrid or fully online
3. Correspondence Ed to two local prisons
4. fully online degree/certificates in development
5. iTV
6. Most of our on-campus courses utilize Canvas to communicate with students and/or post course documents, etc. I was not sure if this met the definition of web-enhanced courses.
7. Noncredit ESL online and on ground courses.
8. synchronous and asynchronous
9. We are just starting with online noncredit courses. It's a crazy ride!
10. We offer fee-based distance education courses.

Question 6: Which of the following noncredit courses and/or programs do you have plans to provide in the next two years? (Select all that apply)

Other, please specify:

1. Non-credit that bridges adult ed offerings to our classes in Engl., Math, ESL, and as pathways to our programs, degrees and certificates.
2. We are currently exploring options.

Question 9: How do students enroll in your noncredit courses and programs?

Other, please specify:

1. Open entry/open exit AND managed enrollment

Question 10: Are students awarded grades in your noncredit courses?

Other, please specify:

1. A majority of courses are graded (P/SP/NP) but we have a number of courses that are not graded such as programs for older adults
2. Adult high school and noncredit ESL courses award grades
3. All courses are “graded,” though some are P/NP and others are NG
4. All enhanced funding classes are graded, as are some of the non-enhanced funding classes. There are a few noncredit classes that are ungraded, for example, classes for older adults.
5. All noncredit courses part of a CDCP certificate are graded
6. courses are graded as ‘pass/no pass’
7. Effective Spring 2018 with PeopleSoft
8. Faculty have the ability to say whether or not a student has finished a course..
9. Generally grades for skill acquisition courses and classes that will lead to certificates (being developed) will receive P/SP/NP grades. This is indicated by program when they submit course outlines for curricular review.
10. Grades are awarded for students enrolled in the Adult High School Diploma program only.
11. Noncredit courses will be graded by pass/ no pass or satisfactory progress
12. Noncredit Grades are being implemented summer 2018. Since some summer classes end before June 2018, Some grades will be done in FY 2017-18
13. Noncredit progress indicators are awarded to our noncredit ESL courses but are not awarded to our noncredit Older Adult courses.
14. Older adults are not graded. P/NP used for vocational/enhanced noncredit.
15. Our CDCP courses involving a sequence of noncredit classes are graded according to the P/SP/NP grading scheme.

16. P/NP
17. P/SP/NP
18. pass/no pass - is this considered "graded?"
19. Some are graded
20. Some courses are graded, not all.
21. Some courses that lead to certificates are graded.
22. Some of the courses are graded.
23. Students in our Adult High School Diploma Program receive a grade (A, B, C, etc.) when they complete a high school course or take a college credit course that also counts toward their high school course work. Students in other programs receive a Pass (P) upon completion, or an in-progress grade, or a "no-pass" (NP) each semester they are enrolled in a noncredit course.
24. Students will be awarded Progress Indicators for CDCP courses/certificates.
25. The District has approved "P", "NP", and "SP". We're in the process of programming our SIS to award these grades.
26. They are given progress indicators in the noncredit courses.
27. They receive Progress Indicators (Pass, Sufficient Progress, No Pass)
28. We are now moving to Pass, Satisfactory Progress, No Pass (P, SP, NP) for noncredit courses
29. We have a mixture of courses, some courses are graded and others, which are grant funded are not graded.
30. We issue a P or NP and track the "P"s to help us with tracking completion rates.
31. Yes, all noncredit courses are technically graded with an "S" if they attended any portion of any class.

Question 12: Do students enrolled in noncredit courses pay for the following:

12d. Please specify any additional noncredit course-related costs for students:

1. Adult Ed pays for classroom sets.
2. Class sets used in basic skills courses

3. Depending upon program there may be tools and uniforms.
4. Depends on course and program - you didn't give the option on "program specific"
5. Depends on the course. We try to support our students with Foundation funds.
6. For the most part, we have absorbed many expenditures connected to noncredit courses, and we have removed or reduced instructional material's fees where it was possible. Our students struggle with transportation, food and housing insecurity, low-wage jobs, and more, and educational expenses should NOT be another barrier for them.
7. Health fee, parking, and 6-month subscription to Burlington English Learning Software
8. If textbooks are used then the students may be required to purchase textbook. If there are Art supplies, students need to purchase.
9. In some limited courses, students have the option to pay for textbooks should they want to keep them after completing the class. Also in some courses where workbooks or dictionaries are highly recommended, students are required to purchase those materials.
10. Note: it varies by course
11. Optional but class sets are available for Adult ESL.
12. Parking
13. Parking fees are waived.
14. parking?
15. SMC's Noncredit Older Adult Program expects students to pay for their own health/physical fitness, art, photography, music, etc. materials/equipment to use outside and inside the classroom. Noncredit ESL May require students to purchase study guides/workbooks. Future textbooks may be required for students to purchase enrolling in upcoming CDCP programs.
16. some courses like ESL are providing free materials to avoid textbook expense
17. Some students may need to pay student activities fee; it depends on the course and the location of the course.
18. Some yes, and some no.
19. Students pay for parking and Student government fees. These are optional
20. This is our first year being WIOA funded, so we have moved to providing free materials for noncredit courses.
21. This will change as we bring on additional, CTE non credit
22. Transportation fee

- 23. We have very little NC at this time. Moving forward, NC will be developed and in some cases, students will be expected to buy books or incur materials expense -- unless we find out that is not permitted.
- 24. We offer a tutoring course as non credit

Question 15: Do your noncredit students have access to the following student services?
(Select all that apply)

Other services, please specify:

- 1. Homeless services for students (access to showers, toiletries, etc. 2. KC Special: free breakfast and/ or lunch Monday through Thursday. 3. Reduced bus fair (50 cents each ride, reduced to free Summer and early fall 2018).
- 2. EOPS, Center for Academic Success (tutoring support), Safe Place
- 3. Food pantry services.
- 4. Food pantry, library and learning resource materials, transition to credit college services (financial aid workshops, orientations, application and registration services), citizenship application assistance, community social services referrals, and free workshops on a variety of topics such as financial literacy, parenting, substance abuse awareness, etc.
- 5. Free bus passes to full time students enrolled in CDCP programs. Child care is available day and night.
- 6. I don't know what New Horizons is -- maybe the college has it.
- 7. internship placement
- 8. Language specific services
- 9. Mental health service is available if a noncredit student chooses to access the service.
- 10. Noncredit to credit campus tours
- 11. Our non-credit is minimum because it is only for tutoring; all of our students take credit courses at the same time
- 12. Our older adults often have direct assistance in applying and registering for classes. These activities are so cumbersome that they alienate our noncredit students, particularly older adults.
- 13. Same access as for credit students
- 14. Tutoring and Success Centers
- 15. Tutoring lab/services

16. We are just now rolling out more noncredit (enhanced funded) for fall and are still in planning mode with Student Services, but most of these should be available soon - some are unknown (like Veteran's?)
17. We do not have "New Horizons" but do have a campus Pride Center, within the oversight of the PC3H, to provide a space for members of the college community to explore issues relating to sexual or gender identities, practices, and politics.
18. We offer only 1 noncredit class. So our students are credit students that have access to all the student services listed above.
19. WIOA Title 2 services

Question 17: Are noncredit students charged for health services?

Other services, please specify:

1. All non-credit students are also credit students, so they pay the health services fees.
2. I don't think they are technically eligible since they don't pay for them but our students are not turned away at the service as long as they are a current student
3. If noncredit students pay the college Student Health Fee, they are afforded all the services for the semester they are enrolled. This is optional for the student.
4. If they are taking classes on the San Marcos or Escondido main campuses, they are. Otherwise, they are not.
5. Our on-campus ESL students are charged the health fee, but our off-campus Older Adult students are not charged the health fee.
6. Students are not charged but access varies
7. We don't have "health services" on campus except for a mental health counselor, and students are not charged for seeing the mental health counselor.

Question 18: What types of institutional supports (i.e., structured instructional pathways/events, student services) are in place for credential-seeking noncredit students' transition to credit instruction?

	ACADEMIC/ CAREER COUNSELING	EVENTS / WORKSHOPS	UNSPECIFIED STUDENT SERVICES	ORIENTATION	INSTRUCTIONAL PATHWAYS	TRANSITION / BRIDGE	DEVELOPING / GROWING SUPPORTS	FINANCIAL SERVICES / ASSISTANCE	NO/LIMITED NONCREDIT SPECIFIC SUPPORTS	SAME SUPPORT AS CREDIT
1. SSP Counselors aid in SEPs and follow up support. Certificated workshops to aid in credit transition.	1	1				1				
2. Academic counseling	1									
3. Academic Counseling	1									
4. Academic counseling, DSPS assessment if needed.	1									
5. Adult education bridge events one a semester						1				
6. All non-credit students are also credit students, so this question does not apply.									1	
7. All student support services such as academic counseling, financial aid workshops, EOP&S, CARE, DSPS, etc.	1		1					1		
8. Career information nights, counseling services	1	1								
9. Counseling	1									
10. Counseling and advising, tutoring	1									
11. Counseling and faculty mentoring; new student orientation; DSPS support.	1			1						
12. Counseling services and support.	1									
13. Counseling Services including a Non-credit counselor	1									
14. Counseling services such as educational plans, orientation, pathway events, student services	1	1	1	1	1					
15. Counseling services, promotion testing, orientation to credit program	1			1						
16. counseling/student services	1		1							
17. Events Counseling support	1	1								

	ACADEMIC/ CAREER COUNSELING	EVENTS / WORKSHOPS	UNSPECIFIED STUDENT SERVICES	ORIENTATION	INSTRUCTIONAL PATHWAYS	TRANSITION / BRIDGE	DEVELOPING / GROWING SUPPORTS	FINANCIAL SERVICES / ASSISTANCE	NO/LIMITED NONCREDIT SPECIFIC SUPPORTS	SAME SUPPORT AS CREDIT
18. Events are held each semester - College Preparation Week where students are provided workshops and services for transition. Workshops include financial aid process, understanding majors, certificates, degree and transfer programs, application process, assessment/ multiple measures placement services, college fees, successful habits of a college student (incl. soft skills such as discipline of time, study hours to class hour ratio, et.al.) etc. Individual and group assistance is provided for students interested in pursuing credit instruction. Through our office we have peer assistance as well as counseling group and individual sessions.	1	1	1	1		1		1		
19. few intentional efforts are directed at transitioning non-credit to credit instruction									1	
20. For Current BCC NC students in English are exposed to educational planning and orientation which provide them with clear pathway options/ For adult school NC population has a comprehensive pathway model that are aligned with the CR programs. With the Adult Education block grant, it allows our transitional liaisons to provide direct service to these students to provide pathway options for CR instruction/programs.	1		1		1					
21. For our noncredit students, we provide orientations as well as counseling and advising from the Adult Ed. Coordinator and the Noncredit Counselor. For students in our Adult Ed. High School Completion Program, students may take college credit course work that counts toward their HS diploma. We are in the process of becoming a Pearson Vue testing site; when that happens, we will pay the GED test costs for students who complete our GED Preparation Program.	1		1			1				

	ACADEMIC/ CAREER COUNSELING	EVENTS / WORKSHOPS	UNSPECIFIED STUDENT SERVICES	ORIENTATION	INSTRUCTIONAL PATHWAYS	TRANSITION / BRIDGE	DEVELOPING / GROWING SUPPORTS	FINANCIAL SERVICES / ASSISTANCE	NO/LIMITED NONCREDIT SPECIFIC SUPPORTS	SAME SUPPORT AS CREDIT
22. Future noncredit to credit and workforce counseling courses/certificate; noncredit counselors who work alongside credit counselors; AEBG and WIOA-funded noncredit events and activities; noncredit representation in Guided Pathways; noncredit representations in Integrated Planning; noncredit presentations at institutional flex days, department meetings, etc.	1	1			1	1				
23. in ESL and College Skills										
24. In-class orientation and guidance.			1							
25. Individual and group tutorials, learning communities, intensive review/prep courses										
26. instructional pathways					1					
27. Instructional pathways, counseling	1				1					
28. Integrated student and academic support	1									
29. Just counselors and student ambassadors. Most of our noncredit is GED, ESL, and older adults. The latter group don't often transition to credit. The former do and are guided by their instructors and counselors.	1									
30. Limited institutional supports									1	
31. n/a										
32. N/A										
33. New at offering no credit. Still working on supporting their transition to credit.							1			
34. Non-credit students are eligible for all services available to credit-seeking students.										1
35. Non-credit transition specialist works with for credit counselors to assist with transition of the student from non-credit to credit courses.	1									
36. Noncredit counselors host Welcome Back events, in-class workshops, and orientations to share and assist students with noncredit services.	1	1		1						

	ACADEMIC/ CAREER COUNSELING	EVENTS / WORKSHOPS	UNSPECIFIED STUDENT SERVICES	ORIENTATION	INSTRUCTIONAL PATHWAYS	TRANSITION/ BRIDGE	DEVELOPING / GROWING SUPPORTS	FINANCIAL SERVICES / ASSISTANCE	NO/LIMITED NONCREDIT SPECIFIC SUPPORTS	SAME SUPPORT AS CREDIT
37. none at this time									1	
38. Nothing unique to noncredit currently. We are just now building this structure - we only have a ESL and English noncredit now but more coming soon.							1		1	
39. ORIENTATION - WE ARE A NEW PROGRAM SO ARE JUST CREATING COURSES TO FEED INTO CREDIT.			1							
40. Our ESL enhanced non-credit program is mapped in a way that allows a student to transition into the credit transfer level college composition course.						1				
41. Pathway/Bridge programs, Orientations to credit-based programs and services, and "Transfer Day" activities which include presentations from and introductions to lead credit student services staff, e.g., counseling and financial aid.	1	1		1	1	1		1		
42. Pathways - Noncredit is integrated with Pathways					1					
43. regular student services function currently			1							1
44. Right now our noncredit counselors refer students to credit, but our new SS/Equity dean and I are working on a more structured process	1						1			1
45. same as credit students										1
46. structured events such as campus tours, educational planning,	1	1								
47. Student service events, such as orientations, credit college visits, and various on campus presentations.		1	1	1						
48. Student Service programs			1							
49. Student services, including counseling.	1		1							
50. Student services, transition events, and a class specific for those students interested in transitioning to a credit college (one of sister colleges).		1	1			1				
51. student services; library; instructional pathways are just coming on board;			1		1		1			

	ACADEMIC/ CAREER COUNSELING	EVENTS / WORKSHOPS	UNSPECIFIED STUDENT SERVICES	ORIENTATION	INSTRUCTIONAL PATHWAYS	TRANSITION/ BRIDGE	DEVELOPING / GROWING SUPPORTS	FINANCIAL SERVICES / ASSISTANCE	NO/LIMITED NONCREDIT SPECIFIC SUPPORTS	SAME SUPPORT AS CREDIT
52. Students can seek services and programs in our student services areas and can attend department events on pathways	1	1	1		1					
53. Through our consortium, the Education to Career Network, we have hired a Transitions specialist to assist with this process. We also have an annual "Path to Palomar" event where students from all of our adult schools come to the campus to hear about programs, see facilities, and speak to representatives from Student Services about financial aid, etc. In addition, following our curriculum alignment project between Palomar and our Adult Schools, a bridge math course was created at the Adult Schools to fill an identified gap. That course is piloting at one school now with the intent to follow up by offering it at all adult schools. We plan to continue to build bridge courses in math and language arts so students can transition to college level, transferable courses at Palomar when ready. We are also planning to offer a College Success course and a writing course at the adult schools to further assist students with transition.	1	1				1	1	1		
54. To the question above this one - we complete "abbreviated plans." We are working to improve these numbers and have funded two part-time academic counselors (who will be cross-trained as career counselors) to provide noncredit students with counseling, ed plans, and transition to credit. This pilot is funded by AEBG this year. SSSP currently funds two program advisors and two hourly workers who exclusively serve our noncredit students.	1					1	1			
55. Unable to answer										

	ACADEMIC/ CAREER COUNSELING	EVENTS / WORKSHOPS	UNSPECIFIED STUDENT SERVICES	ORIENTATION	INSTRUCTIONAL PATHWAYS	TRANSITION / BRIDGE	DEVELOPING / GROWING SUPPORTS	FINANCIAL SERVICES / ASSISTANCE	NO/LIMITED NONCREDIT SPECIFIC SUPPORTS	SAME SUPPORT AS CREDIT
56. Unfortunately, at my institution there is very little. We are now using AEBG funding to create bridges/pathways but it has been a struggle due to lack of support from the credit side. To explain: our noncredit program has taken a lead in trying to build these but we have yet to see credit faculty and/or counselor join in the efforts for collaborative work. Once it is all done and set, they will step in, but until it is done, the credit side has remained very off-hands.							1		1	
57. Unsure.										
58. We are in the process of developing career pathways.							1			
59. We are just beginning to integrate instructional pathways into our non-credit program. We intend to utilize Academic Support and Student Services into our non-credit program.					1		1			
60. We have a transitions counselor that works with adult education students at the local k-12 districts to help them with career exploration and to guide them to a college pathway or training program as appropriate.	1									
61. We have no credentials that are solely non-credit									1	
62. We offer a wide variety of student services from counseling, job placement, transportation, events and career fairs to list a few.	1	1	1							
63. We offer manager enrolled cohorts with embedded support services (ex tutoring, counseling, financial aid advising, stress management, etc).	1		1					1		

	ACADEMIC/ CAREER COUNSELING	EVENTS / WORKSHOPS	UNSPECIFIED STUDENT SERVICES	ORIENTATION	INSTRUCTIONAL PATHWAYS	TRANSITION/ BRIDGE	DEVELOPING / GROWING SUPPORTS	FINANCIAL SERVICES / ASSISTANCE	NO/LIMITED NONCREDIT SPECIFIC SUPPORTS	SAME SUPPORT AS CREDIT
64. We offer Noncredit to credit pathways for CTE pathways and Noncredit to credit and transfers degrees					1					
65. We provide a Student Transition And Registration Seminar (STARS) that guides our students through the registration and financial aid process.	1							1		
66. We provide advisement for transition to credit, as well as a scholarship program for NC students to transition to credit.	1							1		
67. Workshops with credit ESL/English faculty		1								
TOTAL	33	16	12	11	11	10	10	7	6	5

Question 19: What types of instructional or student services-related institutional supports are in place for noncredit students' transition to the workplace?

	CAREER CENTER / COUNSELING	WORKFORCE PREP / JOB PLACEMENT	DEVELOPING/ GROWING SUPPORTS	APPRENTICESHIPS/ WORK EXPERIENCE / INTERNSHIPS	EVENTS / WORKSHOPS	SAME SUPPORTS AS CREDIT
1. ABEG						
2. Access to Career Transfer Center.	1					
3. Adult education						
4. All non-credit students are also credit students, so this question does not apply.						1
5. apprenticeship				1		
6. Apprenticeship programs for our CTE students, and support services through Adult Education Block Grant (AEBG) funding (one-on-one counseling, referrals and workshops).	1	1		1	1	
7. Career and job assistance services are provided through the department via one-on-one and group sessions. Occupational Preparation courses are offered for extensive education on job search, resume development, application assistance, interview skills, and identifying and practicing successful employability skills.	1	1			1	
8. Career coaching, on campus worksource for job placement, career center, and career training workshops	1	1				
9. career counseling	1					
10. Career counseling	1					
11. Career Counseling	1					
12. career guidance, job readiness	1	1				
13. career services and CTE programs	1					
14. Career Services Specialist on campus full time	1					
15. Co-located services including Glendale Youth Alliance, State Department of Rehabilitation, and Workforce Development Board job developers.		1				
16. College is increasing its capacity for this work			1			

	CAREER CENTER / COUNSELING	WORKFORCE PREP / JOB PLACEMENT	DEVELOPING/ GROWING SUPPORTS	APPRENTICESHIPS/ WORK EXPERIENCE / INTERNSHIPS	EVENTS / WORKSHOPS	SAME SUPPORTS AS CREDIT
17. Counseling and advising	1					
18. Faculty office hours, career guidance services, career pathway events/services	1				1	
19. Future noncredit counseling course focused on career readiness; AEBG-WIOA noncredit activities and events; Santa Monica Regional Consortium for Adult Education awareness newspaper; noncredit presentations to departments and the Santa Monica Chamber of Commerce; etc.			1		1	
20. In-class reference						
21. Internship liaison, articulation agreements with area adult schools let students get started in CTE as NC; NC CTE on campus just getting started, NC students will have access to all the same support and transition services available to credit ss.			1	1		1
22. Internships; job search assistance	1			1		
23. Job placement services/workshops.		1			1	
24. Job Placement via Adult Ed Block Grant and Career Services	1	1				
25. n/a						
26. N/A						
27. New at offering no credit. Still working on supporting their transition to credit.			1			
28. Newly created Adult Education Program with 80 - 90 courses and 10 - 12 certificates.						
29. Non-credit students are eligible to take advantage of the Career Center.	1					
30. Non-credit students have their own embedded counselor in the program to assist with their institutional needs and support. In addition, there is a instructional assistant/tutor in the classroom to provide tutoring.	1					
31. NONE AT THE MOMENT - A CAREER/JOB PLACEMENT CENTER IS ON THE HORIZON FOR FY19-20			1			
32. Not sure						

	CAREER CENTER / COUNSELING	WORKFORCE PREP / JOB PLACEMENT	DEVELOPING/ GROWING SUPPORTS	APPRENTICESHIPS/ WORK EXPERIENCE / INTERNSHIPS	EVENTS / WORKSHOPS	SAME SUPPORTS AS CREDIT
33. Nothing specific - they have access to career connections office on campus. As we develop CTE noncredit, there may be more.	1		1			
34. On-campus Career Center and partnership with WIOA-funded regional career center.	1					
35. Our college has a career center that provides services related to job placement, internship, etc.	1	1		1		
36. Our CTE program is currently exploring adding a job placement specialist. Our transitions counselor provides service opportunities and assistance.	1		1			
37. Our employment readiness classes are embedded in all our job training programs and we coordinate with our workforce partner to register our students for their services in class and they do follow up outside of class		1				
38. Our noncredit program is partnered with America's Job Center of California (AJCC) through our WIOA Title II program. We offer a referral system for students to transition to the workforce.		1				
39. Resume writing workshops, career center, and our on-campus WorkSource Center.	1	1			1	
40. same as credit students						1
41. same as for credit students						1
42. Some internships leading to placement Career counseling	1	1		1		
43. Student success center	1					
44. Students have access to a co-located AJCC and services provided. Additionally, we have job readiness courses to support students transitioning to work		1				
45. Students may visit on campus career center for assistance with searching and finding employment, including internships	1			1		
46. the career center provides services	1					
47. The consortium hired a shared Job Developer position (housed at Palomar). We have also implemented online tools to assist students with the creation of resumes, job search, essential skills curriculum, etc.		1				
48. The Noncredit Division is embarking on the establishment of a comprehensive Career Center to serve Noncredit students with career exploration, assessments, workshops, resume preparation and advisement; along opportunities to meet with businesses looking to hire.	1		1		1	

	CAREER CENTER / COUNSELING	WORKFORCE PREP / JOB PLACEMENT	DEVELOPING/ GROWING SUPPORTS	APPRENTICESHIPS/ WORK EXPERIENCE / INTERNSHIPS	EVENTS / WORKSHOPS	SAME SUPPORTS AS CREDIT
49. This area is constantly reviewed, assessed, and making progress. All NC students have access to services that student services offer. They are communicated to then via Syllabus, website and in class information sharing. In addition, CE NC students are informed about their career options by the transitional liaison staff and counselors.	1	1	1			1
50. This is in process--none so far.			1			
51. Transfer center (covers career counseling).	1					
52. Unable to answer						
53. unsure						
54. Unsure.						
55. Very equivalent to our credit program.					1	
56. Very little. Working through AEBG to develop EFFECTIVE partnerships with local entities such as the local job center of America/Workforce Resource Center.			1			
57. we are in the process of establishing career pathways			1			
58. we currently have an Employment Placement Coordinator that works with students.		1				
59. We have a handful of CTE noncredit vocational certificates in Allied Health, Environmental Horticulture, Culinary Arts, and Construction Technology. In addition, we house the "famous" Career Skills Institute providing CDCP noncredit certificates of completion in a variety of areas addressing business skills, design and technology skills.						
60. We need to improve in this area. For now, we have a representative from the California Department of Rehabilitation housed at one of our sites 2 days a week to assist our students with disabilities obtain employment training and assistance with job placement.		1				
61. We provide advisement for transition to the workplace, including collaboration with our career services department. We also partner with local businesses so that employees already in the workplace can advance through NC programs.	1	1				
62. while they would not be excluded from accessing such services, nothing intentional targets noncredit students						1
63. Workplace Internship Networking Center on campus that helps with job readiness and job placement.	1	1		1		
TOTAL	30	19	12	8	7	7

Question 21: Has your institution defined a specific metric to track noncredit persistence (continued student enrollment and progress)?

[If Yes] please specify:

1. continued student enrollment, progress through program track
2. Fall to Fall
3. fall to spring persistence
4. If they have attended 12 hours did they maintain enrollment and attendance at the end of the class
5. Noncredit completion to credit transition; Noncredit to credit completion using progress indicators in CDCP courses/certificates; Noncredit transition to workforce; Noncredit transition to credit completion then transition to the workforce.
6. Number of hours attended and its relation with success in credit courses.
7. Persistence is defined as the number of students in a cohort who meet one or more of the following criteria: (1) consecutively enrolled for four primary terms (fall, winter, spring, and fall), summer notwithstanding, (2) graduated from NOCE with a high school diploma, (3) received a CTE or ESL Academic Success certificate, or (4) transitioned to credit coursework within NOCCCD within four terms. To be included in the cohort, a student must be a first-time student at NOCE in the select fall term and have completed at least 12 or more instructional contact hours in the ESL, HSDP, CTE, and/or DSS programs in the selected year.
8. same metrics as our credit students
9. Semester Persistence: First-time students who attend 12 or more hours in at least once course in a gives semester (cohort) and attended 12 or more hours in at least one course in the subsequent semester.
Annual Persistence: First-time students who attend 12 or more hours in at least once course in a gives year (cohort) and attended 12 or more hours in at least one course in the subsequent year.
10. Student Success Score card
11. Success rates and certificates of competency are tracked to see if students progress from one level to another.
12. The awarding of enhanced non-credit ESL certificates.
13. Tops Pro and MIS
14. tracked the same as credit
15. We have aligned with our adult schools and use TOPSPro for student data. We also have a shared consortium Data Coordinator position (housed at Escondido Adult School).
16. We have created some data queries that assist in tracking.
17. We offer only 1 noncredit course.
18. We track students in our ESL noncredit sequence to see how far up the sequence they go and if/when they transition to the credit program.

Question 29: Does your institution or district presently have a partnership for ABE/ASE with local K-12 district(s)?

No, why not?

1. College issues diploma via title 5 community college diploma
2. Have not developed relationships at this point
3. Just starting.
4. No capacity
5. Through our adult ed consortium, the adult school handles the high school diploma and HiSET programs, and we handle the GED prep program.
6. Unsure how to answer this since I'm unclear on what you mean by "partnership." If the local K-12 District (there's only one) releases a student, we will accept that student into our HS Completion program, but that is the only thing that might be called a "partnership."
7. We do have a partnership with K-12 to offer noncredit ESL through their Migrant Ed program.
8. We have a partnership with the local library. Through AEBG, we are exploring more partnerships.

Questions 25, 28, 32, 37, & 41: Does your institution presently offer the following noncredit [ESL/ESOL; ABE/ASE; CTE; DSPS; older adult] programming?

Please specify any additional noncredit [ESL/ESOL; ABE/ASE; CTE; DSPS; older adult] programming types [or student opportunities] that your institution presently offers:

ESL/ESOL	<ol style="list-style-type: none"> 1. A Noncredit ESL courses was developed that would be offered as hybrid, but our Banner system killed it, meaning, we have not been able to successfully offer it because Banner doesn't "know" how to place it into their system. It would require a lot of customized programing and the college is not interested at this time in putting the time and effort into this. We use Banner 8 and soon will be using Banner 9. Not sure if Banner 9 can do this. 2. All online components listed above are scheduled to begin Spring 2019 3. Citizenship 4. face to face 5. mirrored f2f courses this fall 6. On the next question... w have pending certificates in ESL at State (answered NO) 7. Open Entry/exit 8. We are offering Not-for-credit ESL classes through our AEBG funding.
ABE/ASE	<ol style="list-style-type: none"> 1. We offer the TASC HSE test and Burlington testing.
CTE	<ol style="list-style-type: none"> 1. Also offer Auto Tech and survey and geometrics non-credit courses. 2. Future plans for CDCP noncredit to credit gerontology programs, and CDCP noncredit transition to college and career readiness counseling courses/ certificate. 3. Internships do not generate FTES, they are through third party 4. This is though grant funding WED programs at our District office. We don't collect apportionment. 5. We offer apprenticeship (field ironwork, painting and decorating, and fire sprinklers) and pre apprenticeship programs in the construction trades.
DSPS	<ol style="list-style-type: none"> 1. Adaptive Horticulture, Mild to Moderate, 5 course certificate awaiting approval, partnership with CBO USD, and ROP 2. Programs are available but not dedicated to DSPS students
Older Adult	<ol style="list-style-type: none"> 1. Courses are available to all students 2. our noncredit program is an Osher Lifelong Learning Institute (OLLI) program designed for personal enrichment. 3. SMC is interested in CDCP for baby boomers.

