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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**
Office of Institutional Effectiveness

4343 Ocean View Boulevard
San Diego, CA 92113

SAN DIEGO CONTINUING EDUCATION

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*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.


## SAN DIEGO CONTINUING EDUCATION

Carlos O. Turner Cortez, Ph.D.
*President*

Michelle Fischthal, M.A.
*Dean, Office of Institutional Effectiveness*

Jessica Luedtke, M.A.
*Research and Planning Analyst*



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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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# Acknowledgements

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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 113 colleges ("CCCCO Home Page," 2016), 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 precollegiate-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

Report 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 ("An 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 ("An 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: 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 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

**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.**

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 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 ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013 ; Barkan, 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 ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013 ; "Smith-Lever Act of 1914," n.d.). 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" ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013, p. 8).

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 ("An 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: 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 ("An 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; "An 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 ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013; Mullane & Stewart, 2001, 3, 10-11). 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: 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. 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; "An 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 ("An 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 ("An 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." ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013, p. 15).

"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 ("An 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 ("An 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 ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013; Kremen, 1974).

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 ("An 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 ("An 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 ("An 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 ("An 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 ("An 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 ("An 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, 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 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" ("An American

heritage—Federal adult education: A legislative history 1964-2013," 2013, p. 13).

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 ("An 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 ("An 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 ("An 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 ("An 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 Hufstedler, of California as the first Secretary of Education, on November 30, 1979 ("An 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 ("An 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 ("An 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 ("An 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: 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" ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013, p. 8).

## 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 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.

**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.**

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 CCCCO, 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 (CCAE), 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 ("An 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" ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013; Gardiner, 1983). 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" ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013, p. 17).

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 literacy ("An American heritage—Federal adult education: A legislative history 1964- 2013," 2013 ; Gardiner, 1983).

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: 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 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 ("An 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) ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013; NAPCAE, 2016). 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 ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013; NAPCAE, 2016). After the merger, AAACE continued to encourage robust research on adult learning ("An 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 course 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 formed 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: 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 persons 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 ("An 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

## 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.**

appointed a 26-member Adult Education Advisory Committee, which engaged in a strategic planning process that resulted in fourteen proposals that were 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 ("An 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" ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013: 20). 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." ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013, p. 21).

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 ("An 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 under performing 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 ("An 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;

**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.**

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).

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 (CCAE) 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 were designed to help states improve their ability to coordinate and expand literacy programs ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013).

With multiple educational systems responsible for the administration adult education 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 ("An 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 under served 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) 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 ("An 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 ("An 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 ("An 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 ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013; Adult education and literacy, data fact sheet, five year trends 1995-1999 pp. 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) program. 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 ("An 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 ("An 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 change 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: 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 T*he 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 CCCCO. 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 forced 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: 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

**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).**

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: 6). Prior to the passage of SB 361, all 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: 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,": 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) and 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 ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013).

In his 2013 State of the Union address, President Obama supported 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; "An 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 course 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, 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 8000 full-time equivalent student enrollments (San Diego Continuing Education, Office of Institutional Effectiveness, 2016).

In alignment with AB 86, CCCCO, 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, CCCCO 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

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 haves 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 CCCCO 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 CCCCO. 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 CCCCO 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: 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.

## 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 has 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. Alignment—effective alignment between high-quality CTE programs and labor market needs to equip students with 21st century skills and prepare them for in-demand occupations in high-growth 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." ("An American heritage—Federal adult education: A legislative history 1964-2013," 2013, p. 30).

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: 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.

## 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 ("An 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-supported adult education since 1856, less than one decade after becoming a state. Until 1967, the California State Department of Education 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 clearly 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 Adult Education Block Grant 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.

With the community college system in growth mode, colleges are looking to CDCP noncredit for program development and expansion for enrollment and FTES. Also, with increased focus on equity and workforce, many colleges are piloting academic innovations through noncredit. The following chapter will provide the finding of SDCE's 2016 survey on California Community College Noncredit Offerings, baseline for subsequent surveys, 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

San Diego Continuing Education (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 2016 California Community College Noncredit Offerings Survey results are considered exploratory and are baseline data to inform California about the current state of noncredit programming. The survey will be modified and data collection will be repeated annually or semi-annually to then begin to longitudinally track changes and progress made in noncredit programming across California to address at least one additional future research question: *What changes are occurring in noncredit offerings and programming within the California Community College system?*

### INSTRUMENTATION

In fall 2016, the SDCE Office of Institutional Effectiveness worked in conjunction with the SDCE Office of the President to provide feedback on the design of the survey instrument.

Face validity and content validity of the instrument was established through feedback from the SDCE Office of Institutional Effectiveness, the SDCE Office of the President, and CCCCO'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 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 won't be able to answer, are not applicable to them, or are not representative of their knowledge base.

Readability and field tests on the survey instrument were conducted within the SDCE Office of Institutional Effectiveness.

The online survey instrument contained a total of 31 overarching questions or question sets and comprised: one set of open-ended respondent demographic/institutional background questions, 18 stand-alone forced choice questions, 11 question sets that each elicited yes/no responses to item lists, and one multiple-response question set. Moreover, at multiple points in the survey, 10 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 113 California Community Colleges and three ancillary divisions: Compton Center, North Orange School of 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 leader (CIO) at each institution invited to participate in the survey or designate another well-informed contact at the institution to complete the survey on their college's behalf. A total of 116 respondents completed surveys for their college or institution, resulting in a 100% college/institution response rate.

## DATA COLLECTION

SDCE's Office of Institutional Effectiveness conducted an extensive campaign in June and July 2016 to engender survey completion from every institution in the state with the assistance of the Office of the President. A pre-notification was emailed to a compiled list of CIOs several days ahead of the start of data collection at the beginning of June. The pre-notification comprised a letter from SDCE President Carlos O. Turner Cortez

informing potential respondents about the purpose and content of the survey, and requesting support for the statewide project. Initial email invitations were sent to CIOs containing unique links to the survey followed by several reminder emails during the first half of June. 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 college. In the last part of June and throughout July a combined telephone and email follow-up campaign was initiated with the instructional offices of non-responding institutions to either encourage survey submission or to assign a new contact at the institution due to leadership time-constraints or change in leadership. All colleges submitted their responses by August 1, 2016.

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 5-15 minutes depending upon the extent of noncredit programming at the college. For colleges that needed to collect information from multiple contacts, length of time to complete is unknown. Contacts were provided emailed survey invitations to submit surveys online as well as hard copies of the survey instrument to enable question pre-screening and collection of accurate information as needed prior to submission of the survey. Hard copies of the survey instruments were provided as requested in the first weeks of data collection, and to all respondents in the phone/email phase of data collection.

## ASSUMPTIONS AND LIMITATIONS

Due to the limited number of all-around instructional experts at each institution and the time it may take other staff to gather information from multiple sources, it was not feasible to conduct a full pilot study prior to data collection in this first year. Direct knowledge and expertise by respondents are assumed based upon data collection protocols to first select chief instructional officers as position-based specialists with broad bases of institutional knowledge, second, in replacing subjects with limited knowledge/ experience based on referral, and third, in repeated recommendations to respondents to 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.

It would be beneficial in the future if prior to revising the survey instrument, feedback is elicited from past survey respondents about challenges encountered in completing the survey with suggestions for the improvement of future surveys.

## ANALYSIS AND REPORTING

Descriptive statistical analyses were conducted and questions were grouped into themes. 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

Respondents are assumed to be agents for their institution that provide factual data about the institution. As such, the summary of the findings generally refers to the institution rather than to the respondent.

The Summary of the Findings generally center on positive/negative question response (yes/no); however, when a large percentage of respondents are unsure or choose not to respond to a question, it is noted. In many cases participants were not asked questions due to a preceding response. When appropriate, these respondents are included as part of the base cohort for that question.

## Highlight of the Findings

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

### CURRENT OFFERINGS AND PROGRAMMING

- Seventy percent of institutions are presently offering free noncredit courses
- ESL/ESOL noncredit programming is offered at just over half of the institutions statewide
- Career Technical Education (CTE) noncredit programming is offered at 28% of the institutions statewide
- The top five Career Technical Education pathways are included as priority sectors for the state of California and include:
  - Health
  - Information communications technologies (ICT) and digital media
  - Energy, construction and utilities
  - Small business
  - Advanced manufacturing and retail/ hospitality (tied for 5th)
- Just 26% of the institutions who currently offer distance education offer it for noncredit
- Just 5% of the institutions who offer distance education offer hybrid or blended noncredit CTE programming

### CURRENT OPERATIONAL PROCESSES

- Fifty-nine percent of the institutions with noncredit programming offer both regular and enhanced-funded courses
- The majority of the institutions with noncredit offerings confirmed that they do not charge fees for labs (85%) or for course materials (69%); however, less than half do not charge for textbooks (43%)
- Only 59% of the institutions with noncredit currently use CCC Apply
- Over half (54%) of the institutions with noncredit use a combination of managed enrollment and open entry/open exit to enroll their noncredit students

### PLANNED OFFERINGS AND PROGRAMMING

- Among 31 institutions around the state not currently providing any form of noncredit, almost half (48%; 15 institutions) plan to begin offering noncredit within the next two years, with 14 institutions planning to offer noncredit ESL/ESOL for the first time and 12 institutions planning to offer noncredit CTE for the first time
- Among the 81 institutions that are currently offering noncredit, the scope of noncredit offerings is expected to increase within the next two years. Thirty-seven institutions are planning to offer Career Technical Education for the first time, 16 are planning to offer ABE/ASE for the first time, 15 are planning to offer Emeritus for the first time, and 13 are planning to offer DSPS for the first time

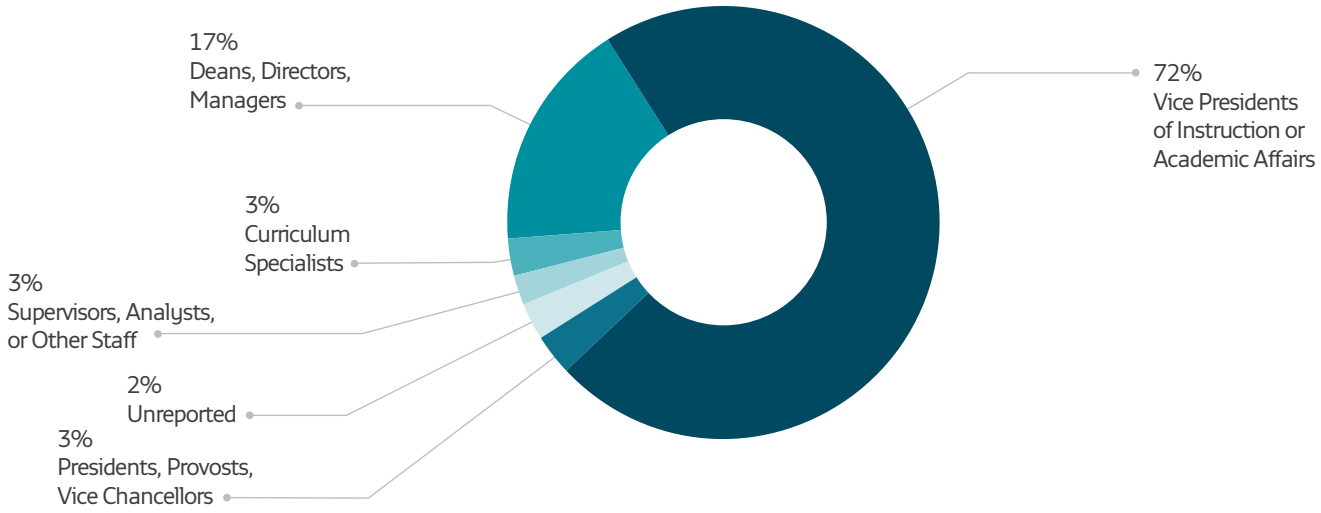
## Survey Results

### RESPONDENT PROFILE

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

Among all survey completers, 72% were VPIs or VPAAs; 17% were deans, directors, or managers; 3% were presidents, provosts, or vice chancellors; 3% were curriculum specialists; 3% were supervisors, analysts, or other staff; and 2% did not provide a position title.

RESPONDENT PROFILE

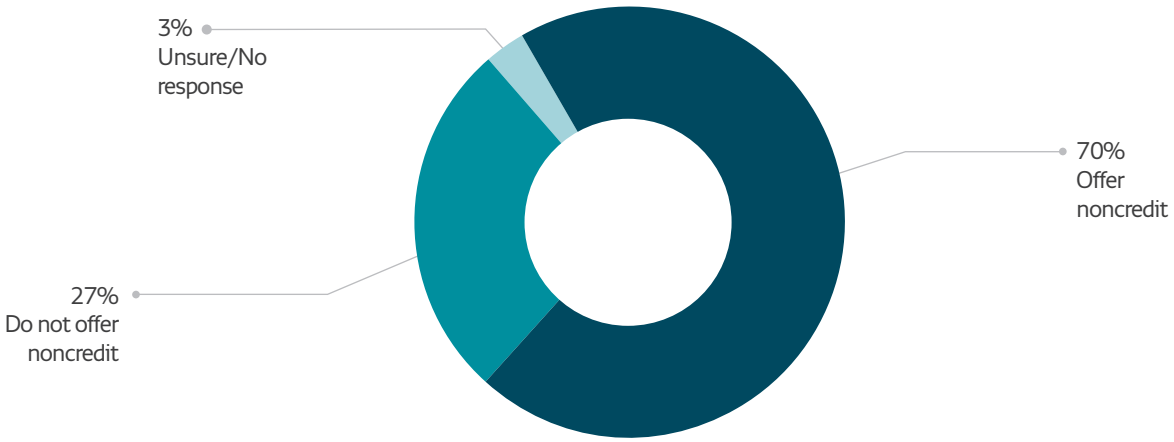


## CURRENT OFFERINGS AND PROGRAMMING

### *Noncredit Offerings*

Seventy percent (n=81) of all respondents (n=116) indicated that their institution is presently offering free noncredit courses, which excludes community services or not-for-credit.

INSTITUTIONS WITH NONCREDIT OFFERINGS



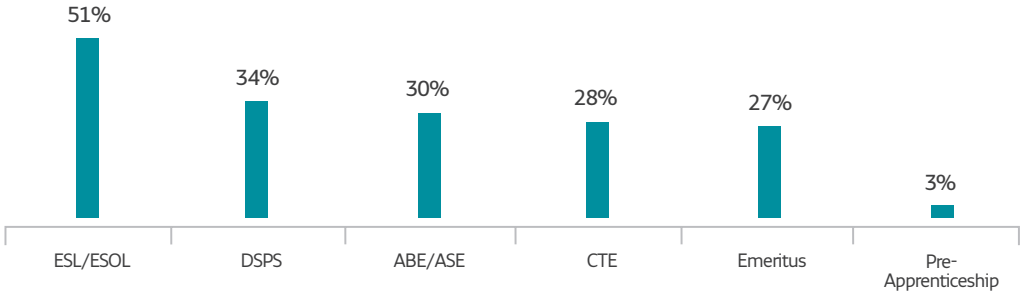
### *Noncredit Offerings by Subject Area*

About half (51%; n=59) of all institutions (n=116) offer noncredit ESL/ESOL programming and over one-third (34%; n=40) offer disability student programs and supports (DSPS).

More than one-quarter of all institutions offer noncredit high school diploma or equivalency programs (ABE/ASE) (30%; n=35), noncredit career technical education (CTE) (28%; n=32), and/or noncredit for older adults (Emeritus) (27%; n=31).

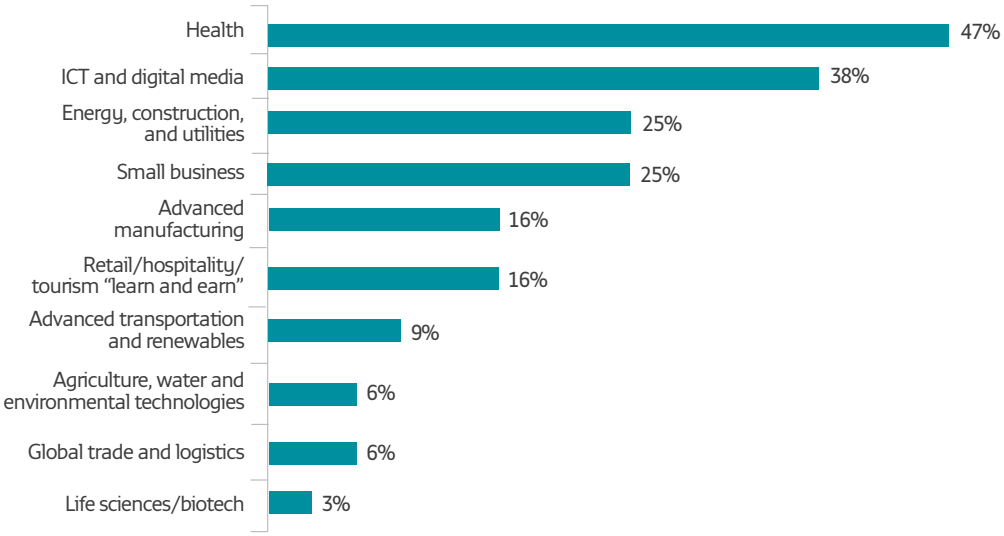
Only a few institutions in the state are currently providing noncredit pre-apprenticeship offerings (3%, n=4).

## NONCREDIT OFFERINGS BY SUBJECT AREA



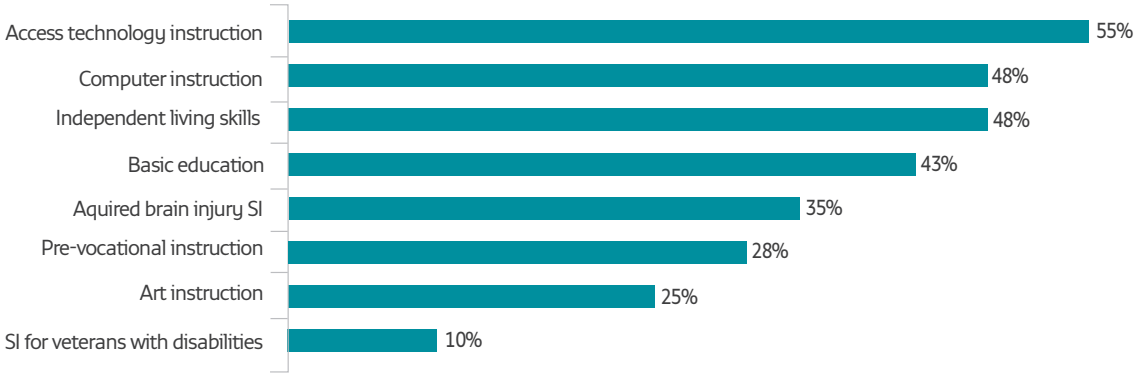

Among 32 institutions currently offering noncredit CTE, the top five pathways are health (47%; n=15); information communications technologies (ICT) and digital media (38%; n=12); energy, construction & utilities (25%; n=8); small business (25%; n=8); and tied for fifth place are advanced manufacturing and retail/hospitality (16% each; n=5 each).

## NONCREDIT CTE PATHWAYS



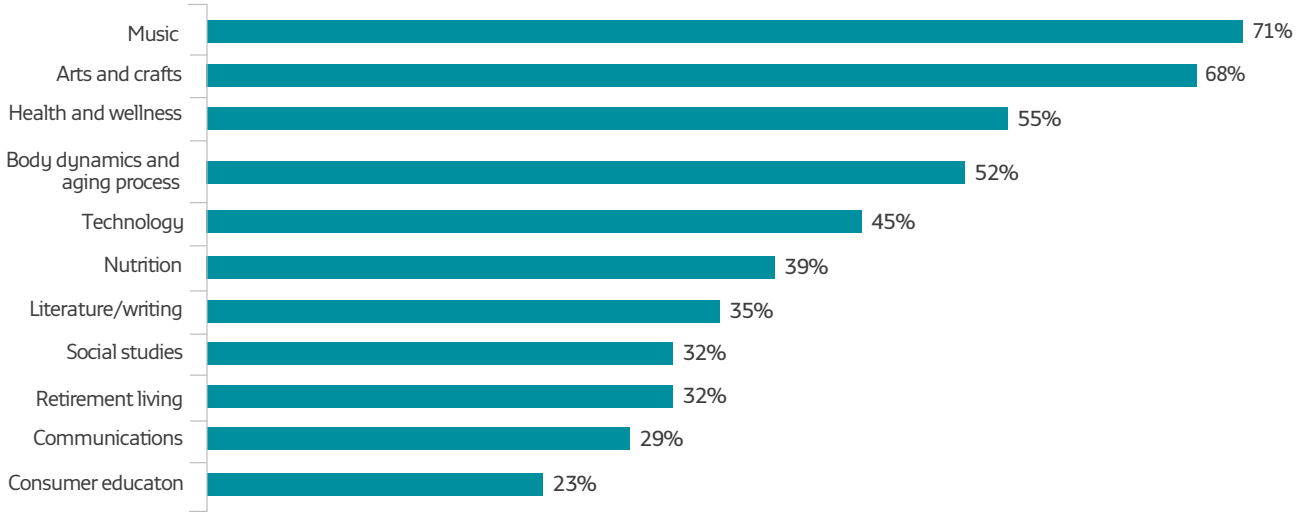
The top five noncredit DSPS pathways (among 40 institutions offering noncredit DSPS courses) are access technology instruction (55%; n=22), computer instruction (48%; n=19), independent living skills (48%; n=19), basic education (43%; n=17), and acquired brain injury specialized instruction (35%; n=14).

## NONCREDIT DSPS PATHWAYS




Among 31 institutions with noncredit Emeritus courses, the top five noncredit older adult pathways are music (71%; n=22); arts and crafts (68%; n=21); health and wellness (55%; n=17); body dynamics and the aging process (52%; n=16); and technology (45%; n=14).

## NONCREDIT EMERITUS PATHWAYS

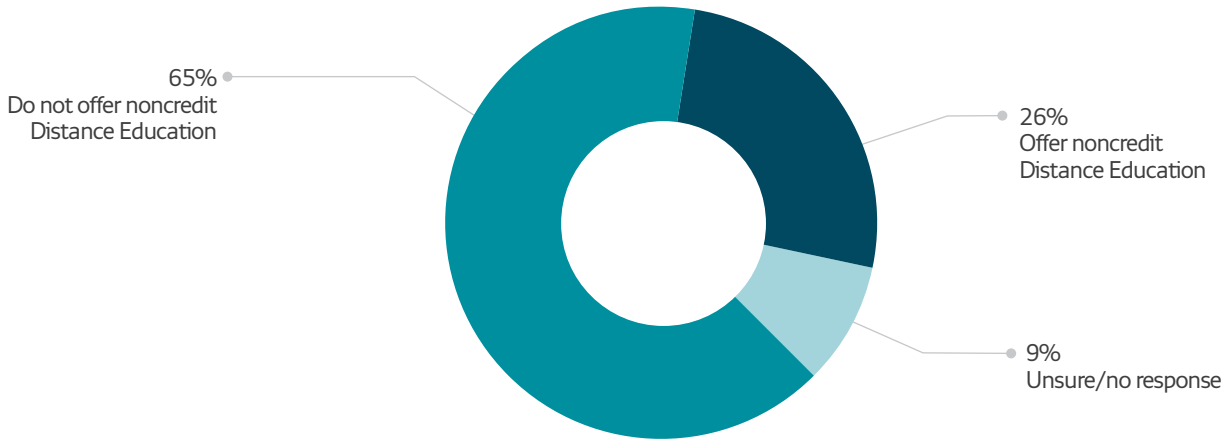



*Note: Some of the respondents were unsure about the types of DE programming their institution offers for their DSPS offerings. See Appendix C item response for details.*

### *Distance Education*

Ninety-seven percent of institutions statewide (112 out of 116 institutions) are offering distance education (DE) programming (credit and/or noncredit). Among these 112 institutions offering distance education programming (credit or noncredit), it is notable that only 29 (26%) confirmed that they offer noncredit distance education programming. When compared to the much higher number of institutions presently offering noncredit courses (n=81), it appears that distance education is a potential area of growth for noncredit programs and institutions.

## OFFER NONCREDIT DISTANCE EDUCATION



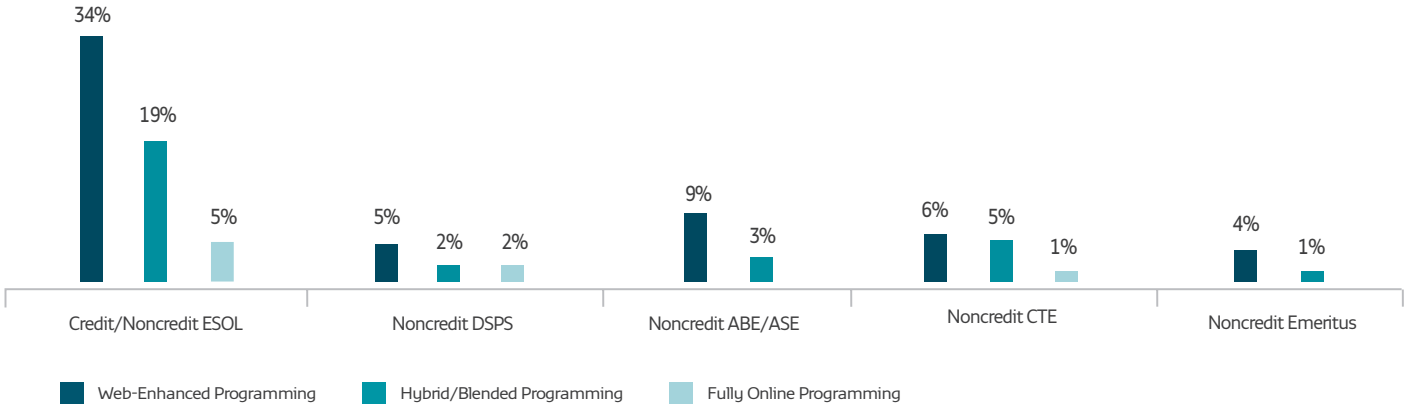
Among 112 institutions offering distance education (credit or noncredit), 93% (n=104) offer web-enhanced course modes, 55% (n=61) offer fully online degree or certificate programs, and 42% (n=47) offer synchronous (live face-to-face) programs.

Thirty-four percent (n=38) of 112 distance education-supported institutions offer web-enhanced programming for credit and/or noncredit ESL/ESOL, followed by 9% (n=10) that offer web-enhanced programming for noncredit ABE/ASE, and 6% (n=7) that offer web-enhanced programming for noncredit CTE. Four percent each (n=5 and n=4, respectively) currently offer web-enhanced programming for DSPS and Emeritus.

About one in five (19%; n=21) of 112 distance education-supported institutions presently offer hybrid or blended programming for credit and/or noncredit ESL/ESOL and only 5% (n=6) offer hybrid or blended programming for noncredit CTE. Even fewer institutions currently offer hybrid or blended programming for noncredit ABE/ASE, DSPS, or Emeritus (n=3, n=2, and n=1, respectively).

Only about a handful (5%; n=6) of the 112 distance education-supported institutions offer fully online credit and/or noncredit ESL/ESOL, and fewer offer fully online noncredit DSPS or CTE (n=2 and n=1, respectively). There are no institutions that presently offer fully online courses for noncredit ABE/ASE or Emeritus.

## COURSES/PROGRAMS OFFERING DISTANCE EDUCATION PROGRAMMING



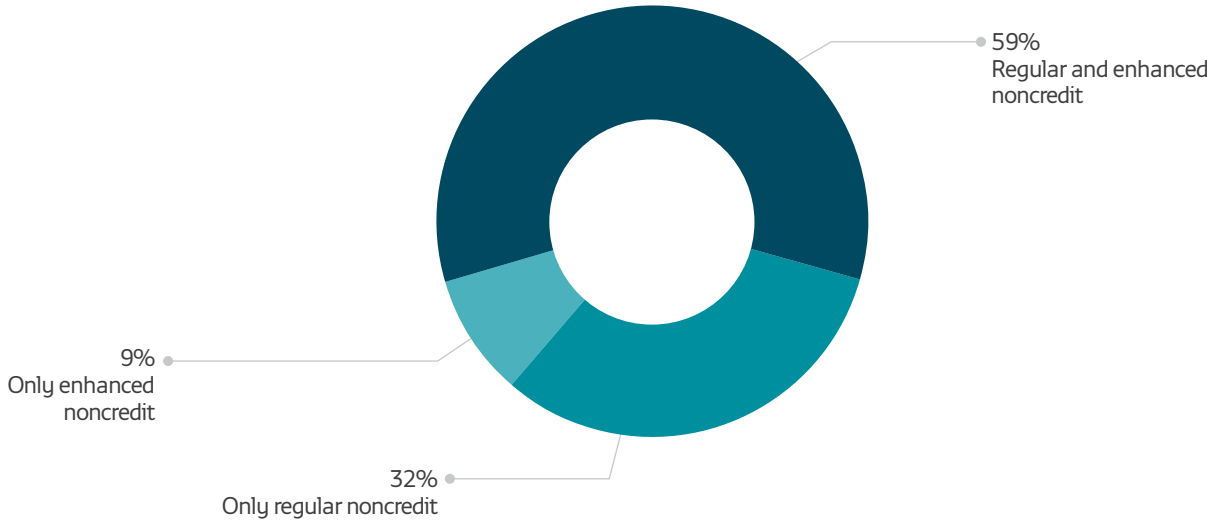

*Note: Some of the respondents were unsure about the types of DE programming their institution offers for their DSPS offerings. See Appendix C item response for details.*

## CURRENT OPERATIONAL PROCESSES

### *Funding*

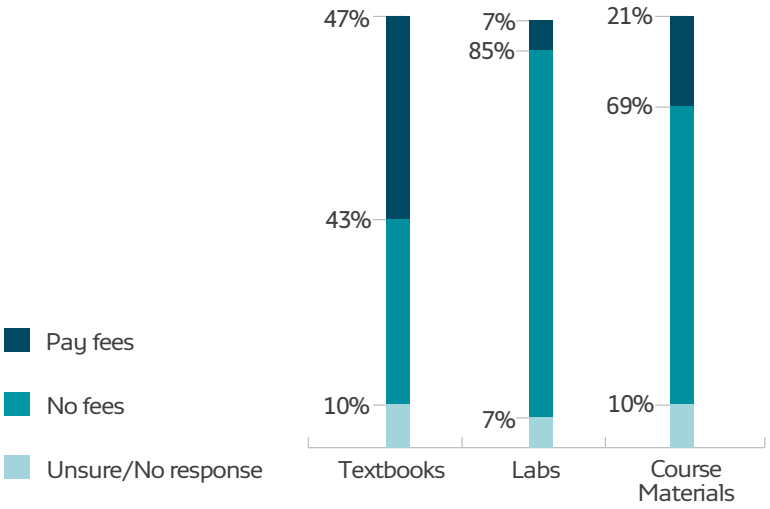
Among 81 institutions with noncredit offerings, 59% (n=48) offer both regular and enhanced noncredit courses, 32% (n=26) offer only regular noncredit courses, and 9% (n=7) offer only enhanced noncredit courses.

FUNDING FOR NONCREDIT COURSES



Among noncredit programs/institutions (n=81), the majority do not charge fees for labs (85%; n=69) or for course materials (69%; n=56); however, fees for textbooks tends to be split more evenly, with 47% (n=38) charging for textbooks, 43% (n=35) not charging for textbooks, and 10% (n=8) unsure or providing no response.

## NONCREDIT COURSE FEES

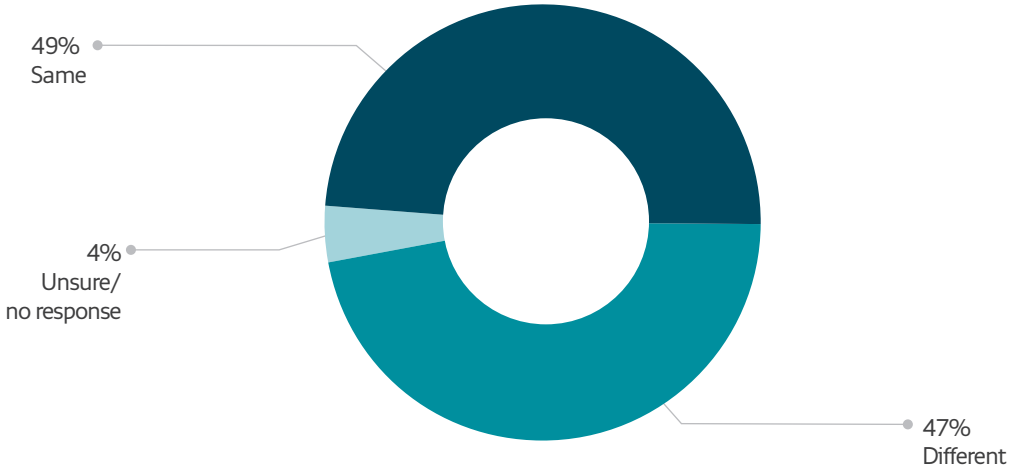



*Note: Some percentages do not total 100% due to rounding error.*

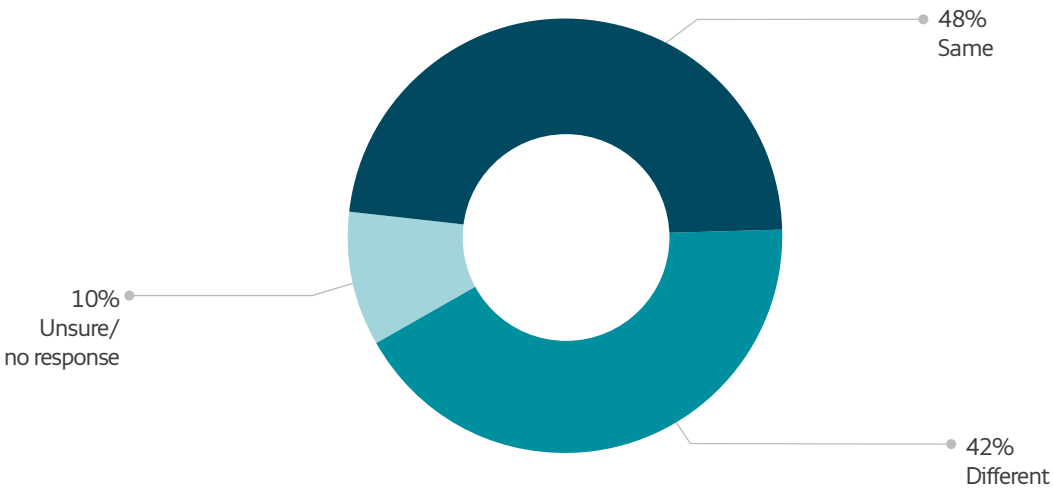
### *Staffing*

Among the 81 institutions in the state with noncredit programming, nearly half have the same service area requirements (minimum qualifications) for credit and noncredit faculty (49%; n=40) and the same salary tables for credit and noncredit faculty (48%, n=39).

## MINIMUM QUALIFICATIONS FOR CREDIT AND NONCREDIT

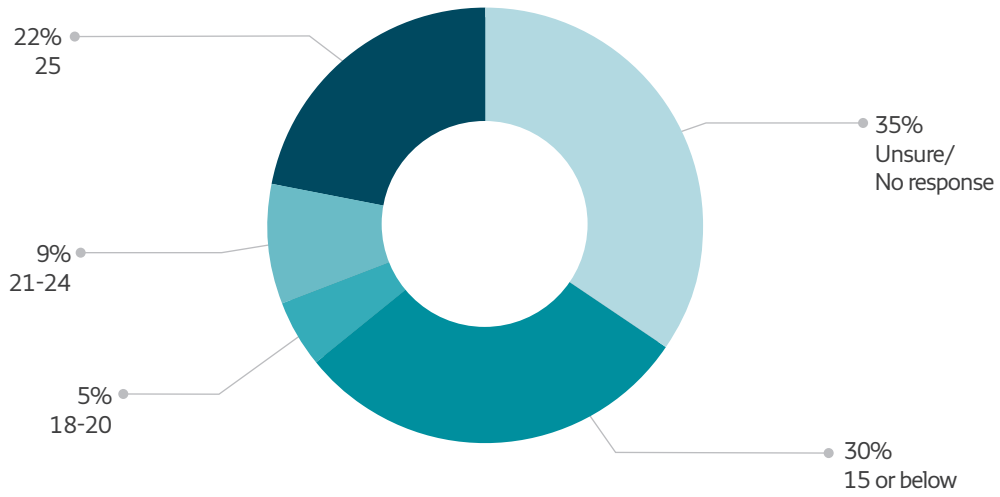


## SALARY TABLE FOR CREDIT AND NONCREDIT




Among the 81 institutions with noncredit programming, over one third of respondents (35%; n=28) were unsure what their institution's noncredit full-time contract teaching load was set at or did not respond to the question. However, a rough estimate of full-time teaching load could be presumed from the 53 respondents who confirmed their institution's load. Thirty percent (n=24) cited a full-time contract teaching load of 15 or below and 22% (n=18) cited a full-time contract teaching load of 25.

## FULL-TIME NONCREDIT TEACHING LOAD



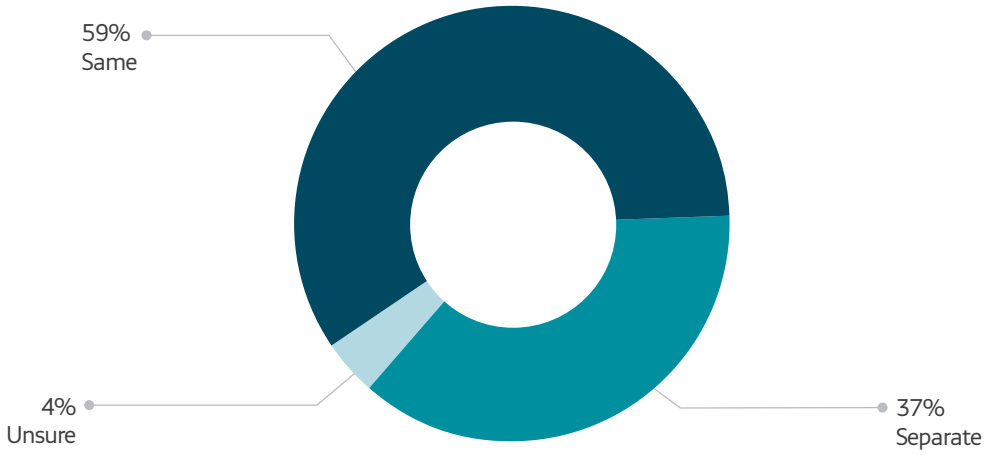

*Note: Percentages do not total 100% due to rounding error.*

### *Admissions and Registration*

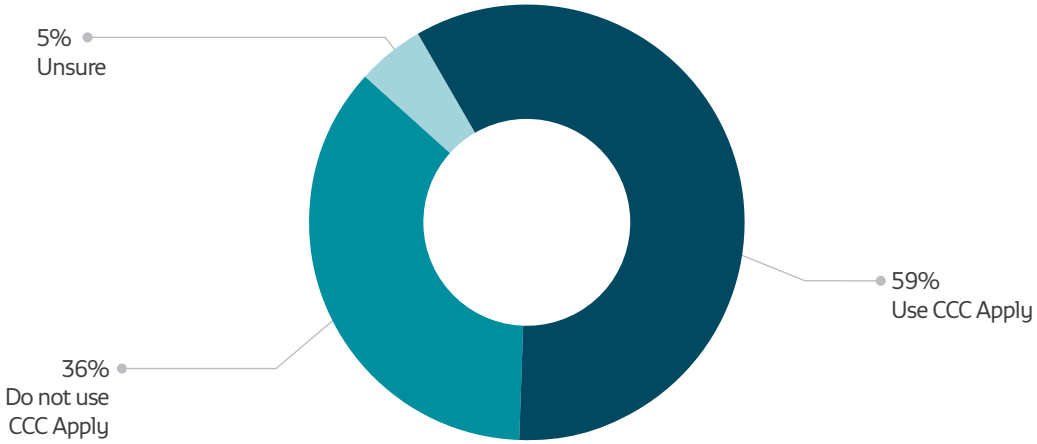
Over half (59%; n=48) of the 81 institutions with noncredit have the same admissions process for their credit and noncredit programs. Likewise, over half (59%; n=48) of the institutions with noncredit use CCC Apply for their noncredit program(s) or institution.

The majority of those using CCC Apply (83%; 40 out of 48 institutions) for noncredit have the same admissions process for credit and noncredit.

## CREDIT/NONCREDIT ADMISSION PROCESS



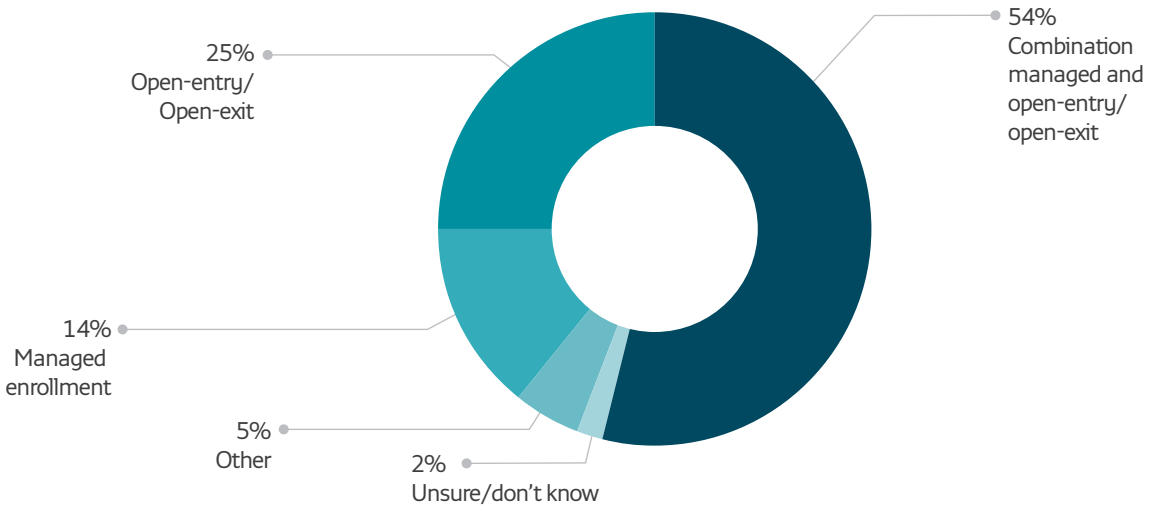

## USE OF CCC APPLY IN NONCREDIT



### *Enrollment Management*

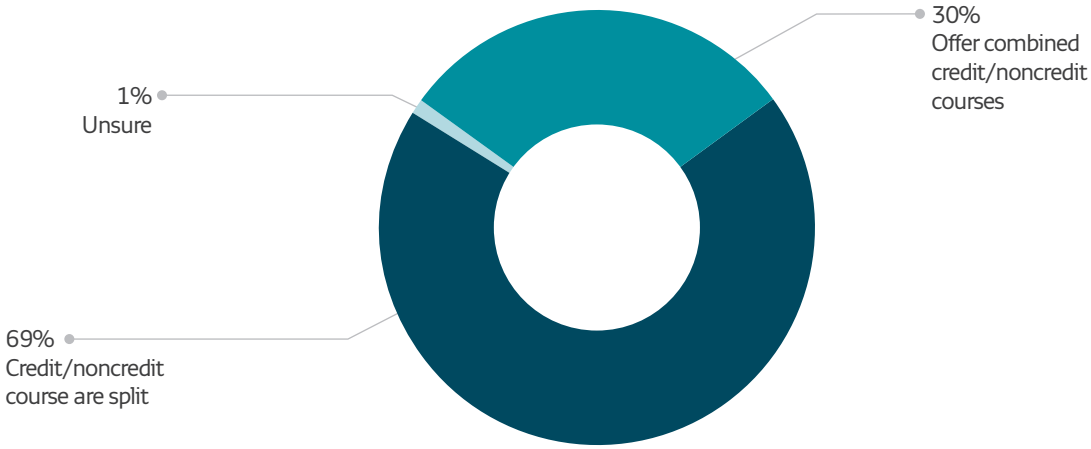
Over half (54%; n=44) of the institutions with noncredit (n=81) use a combination of managed enrollment and open entry/open exit to enroll their noncredit students and one-quarter (25%; n=20) use only an open entry/open exit system.

## ENROLLMENT MANAGEMENT




Fewer than one third (30%; n=24) of institutions with noncredit (n=81) offer combined sections of parallel credit/noncredit courses with both credit and noncredit students enrolled in the same classroom.

## COMBINED CREDIT/NONCREDIT COURSES

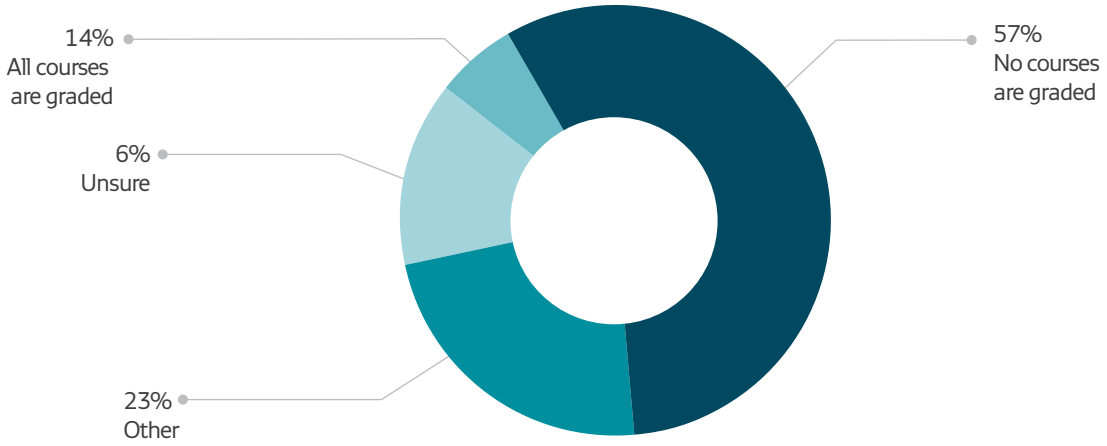


### *Grading*

Approximately three out of five (57%; n=46) institutions with noncredit (n=81) do not award grades in any of their noncredit courses and about one in six (14%; n=11) award grades in all noncredit courses.

Close to one quarter (23%; n=19) of the institutions provided another response, the majority of whom indicated 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.

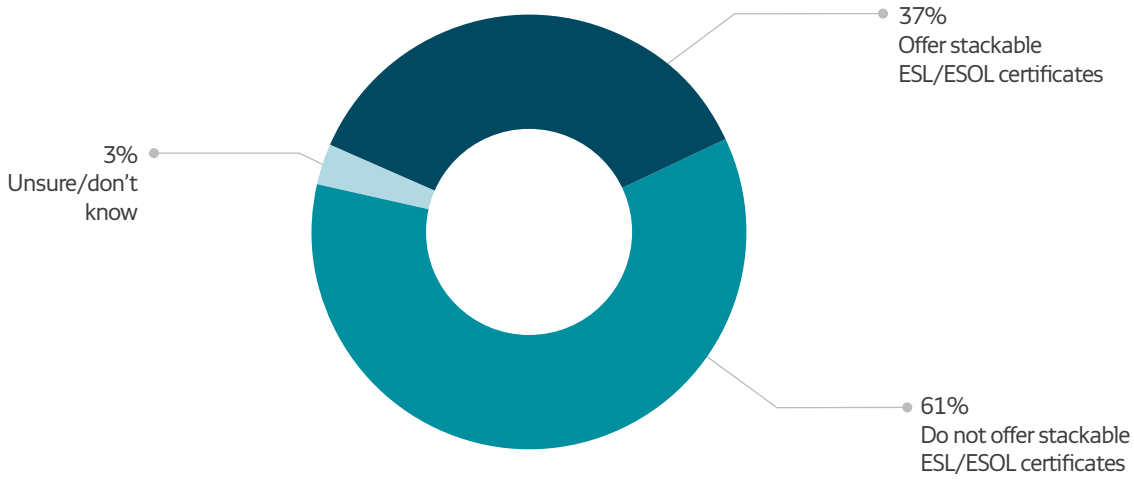
## GRADES AWARDED IN NONCREDIT COURSES




### *Certificates*

Over one third (37%; n=41) of the 112 institutions with credit and/or noncredit ESL/ESOL programming presently have state-approved stackable certificates in place.

## STACKABLE ESL/ESOL CERTIFICATES

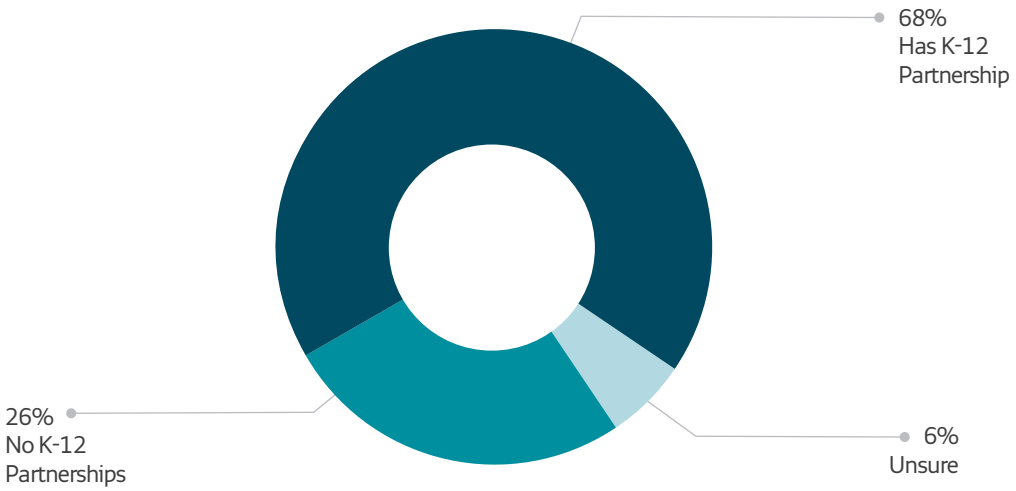



*Note: Percentages do not total 100% due to rounding error.*

### *Partnerships*

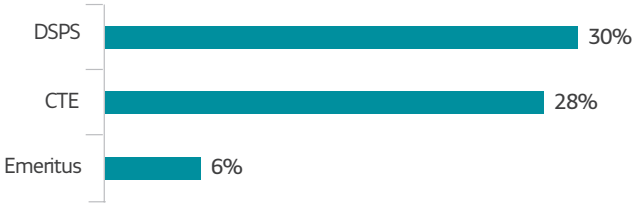
Among 35 institutions with ABE/ASE noncredit programs, 68% (n=24) have a partnership in place with local K-12 district(s).

## K-12 ABE/ASE PARTNERSHIPS




Among 40 institutions with noncredit DSPS offerings, 30% (n=12) have a partnership in place to conduct workplace training or internship opportunities for students. Similarly, among 32 institutions with noncredit CTE, about one in four (28%; n=9) have a partnership in place to conduct workplace training or internship opportunities for students. Fewer workplace training or internship opportunities are in place for older adult students, with only 6% (n=2) of the 31 institutions that offer Emeritus courses, also providing workplace training or internships.

## WORKPLACE TRAINING/INTERNSHIP




*Note: Some respondents were unsure if their institution offers workplace training/internship opportunities for their DSPS programming. See Appendix C Item Response for details.*

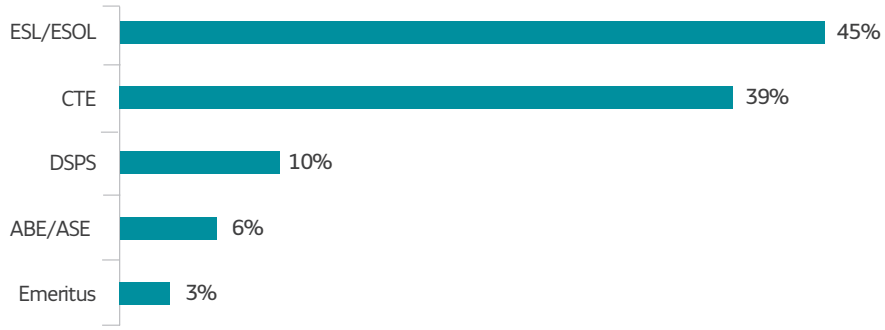
## PLANNED OFFERINGS AND PROGRAMMING

Among 31 institutions around the state not currently providing any form of noncredit, close to half (48%; n=15) plan to begin offering noncredit within the next two years.

Forty-five percent (n=14) of those not currently offering any form of noncredit (n=31) plan to offer ESL/ESOL for the first time within two years and 39% (n=12) plan to offer CTE for the first time within two years. DSPS, ABE/ASE, and Emeritus are each included in a limited number of college's plans for future offerings, with each being mentioned by three or fewer colleges.

### PLAN TO PROVIDE NONCREDIT IN NEXT TWO YEARS

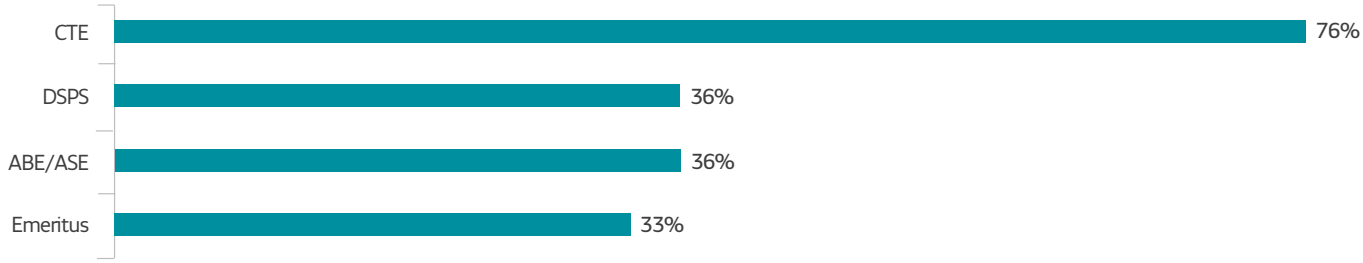
Among institutions not currently offering noncredit




Among the 81 institutions that are currently offering noncredit, the scope of noncredit offerings is expected to increase within the next two years. Thirty-seven institutions are planning to offer noncredit CTE for the first time (76% of those not yet offering CTE; 37 of 49 institutions), 13 institutions are planning to offer noncredit DSPS for the first time (36% of those not yet offering DSPS; 13 of 36 institutions), 16 institutions are planning to offer noncredit ABE/ASE for the first time (36% of those not yet offering ABE/ASE; 16 of 45 institutions), and 15 institutions are planning to offer noncredit Emeritus for the first time (33% of those not yet offering Emeritus; 15 of 46 institutions).

### PLAN TO PROVIDE NONCREDIT IN NEXT TWO YEARS

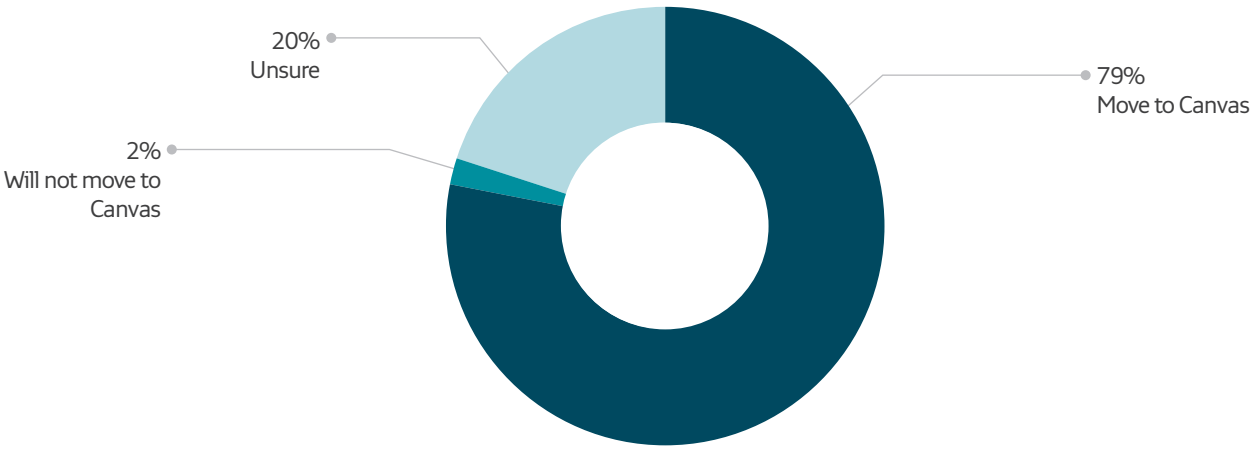
Among institutions currently offering noncredit in another subject area




*Note: Institutions were not asked about ESL/ESOL future plans.*

The majority (79%; n=88) of the 112 institutions with credit and/or noncredit distance education programming have plans to move to Canvas as part of the Online Education Initiative; however, nearly 20% (n=22) of those responding were unsure about their institution's plans, likely yielding a much higher rate of transition to Canvas.

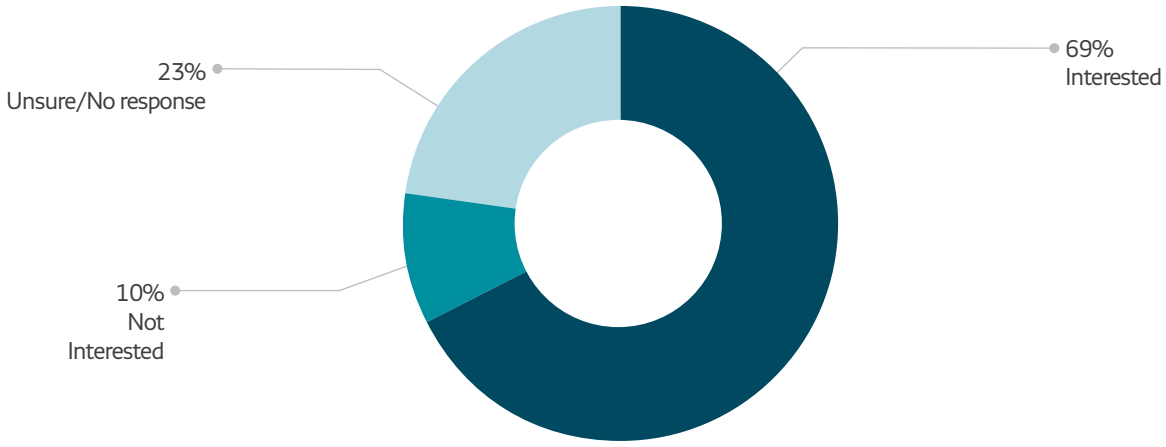
## PLANS TO MOVE TO CANVAS




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

The majority (68%; n=27) of the 40 institutions with DSPS offerings have interest in developing Career Development and College Preparation (CDCP) certificates for students with disabilities, while nearly one quarter (23%; n=9) were unsure about their institution's interest. Only 10% (n=4) of institutions stated no interest in developing CDCP certificates for students with disabilities.

## INTEREST IN DEVELOPING DSPS CDCP CERTIFICATES




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

Less than half (45%; n=14) of the 31 institutions with Emeritus offerings have interest in developing Career Development and College Preparation (CDCP) certificates for older adults, while nearly one quarter (23%; n=7) were unsure about their institution's interest. Nearly one third (32%; n=10) of institutions stated no interest in developing CDCP certificates for older adults.

## 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 Institutional Effectiveness makes the following as recommendations on the future of noncredit adult education in the community college system along with improvements to the research design for SDCE's future research.

## Recommendations for Future Research on Noncredit Adult Education in Community Colleges

- Triangulate research methods in future years to further expand the yield and breadth of findings, while validating the data through cross verification of multiple methods of quantitative and qualitative research. 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.
- Amend the existing annual survey to collect data on the size of programs at each institution offering noncredit to yield a more precise picture of the non-credit offerings across the state.
- Amend the existing annual survey to collect more robust data on noncredit pre-apprenticeships and apprenticeships.
- Research why only 70 percent of ABE/ASE programs have K-12 ABE/ASE partnerships.

## 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

- As colleges rebuild their infrastructure—specifically with respect to facilities, technology, and instructional equipment, ensure that equitable funding is identified for noncredit adult education programs.

- Based on the need for on-demand programming, create an attendance infrastructure for online education that allows for open access enrollment and attendance tracking.
- To provide noncredit programs with a more reliable funding model, implement a census-based formula for managed enrollment classes to determine non-credit FTES.
- Continue to fund CDCP offerings at an equalized rate, and include DSPS and emeritus programs that focus on transition to credit or workforce.
- Eliminate the two-tiered adult education system and fund all adult education program categories at the same rate. These programs serve our most needy residents and provide valuable educational opportunities. We should demonstrate our commitment to equity and social justice by taking these programs off the chopping block and ensure their financial sustainability. Non-CDCP program faculty and staff worry that their programs will be eliminated each year as continued funding becomes more difficult for institutions to manage.
- Allocate 20 percent of Statewide FTES annually for noncredit adult education to incentivize the expansion of these vital programs.

## MODERNIZE NONCREDIT CURRICULUM AND INSTRUCTION

- After years of debate, clarify the role of the K-12 and community college systems in the delivery of noncredit adult education to minimize conflict between systems.
- As colleges work to develop and expand noncredit, CCCCO should develop greater infrastructure to support noncredit program development, including the:
  - Localization of the noncredit program approval process to expedite the ability of noncredit program to respond to industry demands;
  - Modification of CurricUNET (or other system) to mainstream noncredit course approval process; and
  - Identification of greater support for instructional program design.
- Shift basic skills instruction to noncredit system-wide to allow students to allocate their financial aid to complete a degree program and transfer-level credit courses.
- Locally, expand articulation agreements to support seamless transition from noncredit to credit programs.
- 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 to improve curriculum portability across colleges.
- Expand noncredit pathways for inmates in jails and prisons to reduce recidivism and foster successful reentry.
- Increase non-credit distance education offerings to support the educational needs of adults in the military, in isolated rural communities, and working adults who need alternative delivery models.

## STRENGTHEN NONCREDIT STUDENT SERVICES

- Noncredit students typically come from more diverse and socioeconomically disadvantaged backgrounds. They therefore require more intensive and extensive student services. An equitable distribution at the state level for SSSP and SEP funding would provide supplemental financial support for noncredit.
- Qualify noncredit adult learners for federal Pell Grants as was done recently for high school students enrolled in community college.
- 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 non-credit career counseling and implement workforce services to support students with career exploration, transition, placement, and success.

## MARRY NONCREDIT ADULT EDUCATION TO WORKFORCE DEVELOPMENT

- Increase AEBG and Strong Workforce funding specifically to support noncredit program development and expansion.
- Institutionalize bridges between industry and education by creating competence-based certificate programs across the state, aligned with industry side competency-based and employee-recognized certifications.
- 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 CTE program development and expansion in alignment with the Deputy Navigator Sectors (as identified by CCCCO) the Priority Sectors (as identified by the regional workforce development boards) with a focus on noncredit.
- Provide State support to develop a noncredit infrastructure (e.g. Strong Workforce) to track workforce placement.

## CHAMPION AND CHERISH NONCREDIT FACULTY

- As noncredit faculty tend to work with the most needy student populations, strengthen the voice and influence of noncredit faculty, equalize the compensation and teaching load of noncredit and credit faculty. There is no distinction in compensation and load for classified employees and administrators. Similarly, there should be no distinction in contracts for noncredit faculty. Maintaining a tiered system places more value on credit faculty and marginalizes the essential work of noncredit faculty.
- To strengthen noncredit programming, increase faculty leadership by allocating state funding to hire 500 noncredit contract faculty system-wide.
- ASCCC should continue to be a strong advocate for noncredit programs and faculty.

## PROVIDE SYSTEM SUPPORT FOR INSTITUTIONAL EFFECTIVENESS

- Create a single system for reporting community college, adult education, and workforce outcomes to minimize overhead, maximize efficiency, and marry these three disconnected systems.
- Based on the need to comply with accountability measures, identify retention and success rate definitions for non-credit to better align and standardize non-credit across the state.
- Improve the quality, accessibility, and utility of student outcome and labor market data to support students, educators, colleges, regions, employers, local workforce development boards, and the state in CTE program development and improvement efforts.

## ESTABLISH A CONCERTED STATEWIDE MARKETING AND BRANDING CAMPAIGN

- Based on the challenges of community understanding of non-credit education and funding mechanisms, provide the infrastructure and funding to market provide outreach programs specifically for California non-credit programs. Many, if not most, Californians are unaware of the free educational opportunities community colleges offer that could transform their lives.
- Noncredit adult students are not exclusively from lower income communities. A statewide branding and outreach campaign should be developed to de-stigmatize the image of adult education to encourage employed adults to enroll in certificate programs to advance their careers.

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# Appendices

## Appendix A
## Acronyms

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

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

# Appendix B
# Survey Instrument

## California Community College Noncredit Offerings Survey Instrument

Thank you for your participation. The survey should take no more than 10-15 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.

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

2. Does your institution presently offer distance education courses? *[If no/unsure/don't know, skip to next section]*

   Yes

   No

   Unsure/don't know

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

| | YES | NO | UNSURE/ DON'T KNOW |
|---|---|---|---|
| a. web-enhanced courses | | | |
| b. online course offerings | | | |
| c. fully online degree or certificate program(s) | | | |
| d. synchronous (live face-to-face) programs(s) | | | |
| e. noncredit | | | |

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

4. Is your district/institution planning to move to Canvas as part of the Online Education Initiative?

   Yes

   No

   Unsure/don't know

## English as a Second Language/English to Speakers of Other Languages

5. Does your institution presently offer English as a Second Language (ESL) or English to Speakers of Other Languages (ESOL)? *[If no/unsure/don't know, skip to next section]*

   Yes

   No

   Unsure/don't know

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

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

   e. Please specify any additional ESL/ESOL programming types that your institution presently offers.

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

   Yes

   No

   Unsure/don't know

## Credit/Noncredit Offerings

8. Does your college presently offer free noncredit courses (not including community services or not-for-credit)? *[If yes, skip to next section; if no/unsure/don't know, skip to end of survey; if no, but will in next two years, answer next question]*

   Yes, both regular and enhanced noncredit

   Yes, but only regular noncredit

   Yes, but only enhanced noncredit

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

   No, and we have no immediate plans to provide noncredit

   Unsure/don't know

9. Which of the following noncredit courses and/or programs do you have plans to provide in the next two years? (Select all that apply) [*Skip to end of survey]*

   Career technical education (CTE)

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

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

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

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

   Other, please specify:

   Unsure/don't know

## Noncredit Courses and Programs

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

    Yes

    No

    Unsure/don't know

11. Does your noncredit institution or program use CCCApply?

    Yes

    No

    Unsure/don't know

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

    Managed enrollment

    Open entry, open exit

    Both. It depends upon the specific program.

    Unsure/don't know

    Other, please specify:

13. Are students awarded grades in your noncredit courses?

    Yes, all courses are graded

    No, none of the courses are graded

    Unsure/don't know

    Other, please specify:

14. Does your institution charge the following fees for noncredit course offerings?

| | YES | NO | UNSURE/ DON'T KNOW |
|---|---|---|---|
| a. textbooks | | | |
| b. labs | | | |
| c. course materials | | | |

    d. Please specify any additional noncredit course fees charged.

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

| | YES | NO | UNSURE/ DON'T KNOW |
|---|---|---|---|
| a. service area requirement (minimum qualifications) | | | |
| b. salary table | | | |

16. What is the full-time teaching load for noncredit faculty

    15 or below

    18-20

    21-24

    25

    Unsure/don't know

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

    Yes

    No

    Unsure/don't know

## Adult Basic Education/Adult Secondary Education

18. 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 yes, continue; if no/unsure/don't know, skip to next section]*

    Yes

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

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

    Unsure/don't know

19. 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 | | | |
| c. fully online | | | |

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

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

Yes

No

Unsure/don't know

## Career Technical Education

21. Does your institution presently offer noncredit career technical education (CTE) program(s)? *[If yes, continue; if no/unsure/don't know, skip to next section]*

Yes

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

No, and we have no immediate plans to provide noncredit CTE

Unsure/don't know

22. Are any of the following noncredit CTE pathways offered at your institution?

| | YES | NO | UNSURE/ DON'T KNOW |
|---|---|---|---|
| a. advanced manufacturing | | | |
| b. advanced transportation and renewables | | | |
| c. agriculture, water and environmental technologies | | | |
| d. energy, construction and utilities | | | |
| e. global trade and logistics | | | |
| f. health | | | |
| g. information communications technologies (ICT) and digital media | | | |
| h. life sciences/biotech | | | |
| i. retail/hospitality/tourism "Learn and Earn" | | | |
| j. small business | | | |

23. 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. pre-apprenticeship programs | | | |

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

## Disability Student Programs and Supports

24. 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 yes, continue; if no/unsure/don't know, skip to next section]*

Yes

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

No, and we have no immediate plans to provide noncredit DSPS

Unsure/don't know

25. 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 | | | |

26. 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.

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

Yes

No

Unsure/don't know

## Emeritus

28. Does your institution presently offer noncredit courses and/or programs for older adults (55+), also referred to as Emeritus? *[If yes, continue; if no/unsure/don't know, skip to end of survey]*

Yes

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

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

Unsure/don't know

29. 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 | | | |

30. 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.

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

Yes

No

Unsure/don't know

*Thank you very much for completing the survey!*

## Appendix C
## Item Response Tables

2. Does your institution presently offer distance education courses?

| | FREQUENCY |
|---|---|
| Yes | 112 |
| No | 4 |
| **Total** | **116** |

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

3a. Web-enhanced courses

| | FREQUENCY |
|---|---|
| Yes | 104 |
| No | 2 |
| Unsure/don't know | 6 |
| Not asked | 4 |
| **Total** | **116** |

3b. Online course offerings

| | FREQUENCY |
|---|---|
| Yes | 112 |
| Not asked | 4 |
| **Total** | **116** |

3c. Fully online degree or certificate program(s)

| | FREQUENCY |
|---|---|
| Yes | 61 |
| No | 45 |
| Unsure/don't know | 4 |
| No response | 2 |
| Not asked | 4 |
| **Total** | **116** |

3d. Synchronous (live face-to-face) programs(s)

| | FREQUENCY |
|---|---|
| Yes | 47 |
| No | 49 |
| Unsure/don't know | 12 |
| No response | 4 |
| Not asked | 4 |
| **Total** | **116** |

3e. Noncredit

| | FREQUENCY |
|---|---|
| Yes | 29 |
| No | 73 |
| Unsure/don't know | 6 |
| No response | 4 |
| Not asked | 4 |
| **Total** | **116** |

4. Is your district / institution planning to move to Canvas as part of the Online Education Initiative?

| | FREQUENCY |
|---|---|
| Yes | 88 |
| No | 2 |
| Unsure/don't know | 22 |
| Not asked | 4 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 112 |
| No | 4 |
| **Total** | **116** |

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

6a. Web-enhanced

| | FREQUENCY |
|---|---|
| Yes | 38 |
| No | 61 |
| Unsure/don't know | 12 |
| No response | 1 |
| Not asked | 4 |
| **Total** | **116** |

6b. Hybrid or blended

| | FREQUENCY |
|---|---|
| Yes | 21 |
| No | 84 |
| Unsure/don't know | 6 |
| No response | 1 |
| Not asked | 4 |
| **Total** | **116** |

6c. Fully online

| | FREQUENCY |
|---|---|
| Yes | 6 |
| No | 100 |
| Unsure / don't know | 5 |
| No response | 1 |
| Not asked | 4 |
| **Total** | **116** |

6d. Noncredit

| | FREQUENCY |
|---|---|
| Yes | 59 |
| No | 51 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 4 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 41 |
| No | 68 |
| Unsure / don't know | 3 |
| Not asked | 4 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes, both regular and enhanced noncredit | 48 |
| Yes, but only regular noncredit | 26 |
| Yes, but only enhanced noncredit | 7 |
| No, but we will provide noncredit in the next two years | 15 |
| No, and we have no immediate plans to provide noncredit | 16 |
| Unsure / don't know | 3 |
| No response | 1 |
| **Total** | **116** |

9. 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 |
|---|---|
| English as a Second Language (ESL) or English to Speakers of Other Languages (ESOL) | 14 |
| Career technical education (CTE) | 12 |
| Students with disabilities education, also referred to as disability student programs and supports (DSPS) | 3 |
| High school diploma or equivalency also referred to as Adult Basic Education / Adult Secondary Education (ABE / ASE) | 2 |
| Older adult education (55+), also referred to as Emeritus | 1 |
| Other | 4 |

*Note 1. Counts represent the frequency of responses, not the frequency of respondents as categories are mutually exclusive and may be selected more than once.*

*Note 2. 15 respondents were asked the question based on previous response 'No, but we will provide noncredit in the next two years.*

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

| | FREQUENCY |
|---|---|
| Yes | 30 |
| No | 48 |
| Unsure / don't know | 3 |
| Not asked | 35 |
| **Total** | **116** |

11. Does your noncredit institution or program use CCCApply?

| | FREQUENCY |
|---|---|
| Yes | 48 |
| No | 29 |
| Unsure / don't know | 4 |
| Not asked | 35 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Managed enrollment | 11 |
| Open entry, open exit | 20 |
| Both, It depends upon the specific program. | 44 |
| Other | 4 |
| Unsure / don't know | 2 |
| Not asked | 35 |
| **Total** | **116** |

13. Are students awarded grades in your noncredit courses?

| | FREQUENCY |
|---|---|
| Yes, all courses are graded | 11 |
| No, none of the courses are graded | 46 |
| Other | 19 |
| Unsure / don't know | 5 |
| No asked | 35 |
| **Total** | **116** |

14. Does your institution charge the following fees for noncredit course offerings?

14a. Textbooks

| | FREQUENCY |
|---|---|
| Yes | 38 |
| No | 35 |
| Unsure / don't know | 8 |
| Not asked | 35 |
| **Total** | **116** |

14b. Labs

| | FREQUENCY |
|---|---|
| Yes | 6 |
| No | 69 |
| Unsure / don't know | 3 |
| No response | 3 |
| Not asked | 35 |
| **Total** | **116** |

14c. Course materials

| | FREQUENCY |
|---|---|
| Yes | 17 |
| No | 56 |
| Unsure / don't know | 6 |
| No response | 2 |
| Not asked | 35 |
| **Total** | **116** |

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

15a. Service area requirement (minimum qualifications)

| | FREQUENCY |
|---|---|
| Yes | 40 |
| No | 38 |
| Unsure / don't know | 2 |
| No response | 1 |
| Not asked | 35 |
| **Total** | **116** |

15b. Salary table

| | FREQUENCY |
|---|---|
| Yes | 39 |
| No | 34 |
| Unsure / don't know | 4 |
| No response | 4 |
| Not asked | 35 |
| **Total** | **116** |

16. What is the full-time teaching load for noncredit faculty

| | FREQUENCY |
|---|---|
| 15 or below | 24 |
| 18-20 | 4 |
| 21-24 | 7 |
| 25 | 18 |
| Unsure / don't know | 25 |
| No response | 3 |
| Not asked | 35 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 24 |
| No | 56 |
| Unsure / don't know | 1 |
| Not asked | 35 |
| **Total** | **116** |

18. 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 | 35 |
| No, but we will provide noncredit ABE / ASE in the next two years | 16 |
| No, and we have no immediate plans to provide noncredit ABE / ASE | 29 |
| Unsure / don't know | 1 |
| Not asked | 35 |
| **Total** | **116** |

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

19a. Web-enhanced

| | FREQUENCY |
|---|---|
| Yes | 10 |
| No | 22 |
| Unsure / don't know | 3 |
| Not asked | 81 |
| **Total** | **116** |

19b. Hybrid or blended

| | FREQUENCY |
|---|---|
| Yes | 3 |
| No | 28 |
| Unsure / don't know | 1 |
| No response | 3 |
| Not asked | 81 |
| **Total** | **116** |

19c. Fully online

| | FREQUENCY |
|---|---|
| No | 31 |
| Unsure / don't know | 1 |
| No response | 3 |
| Not asked | 81 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 24 |
| No | 9 |
| Unsure / don't know | 2 |
| Not asked | 81 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 32 |
| No, but we will provide noncredit CTE in the next two years | 37 |
| No, and we have no immediate plans to provide noncredit CTE | 12 |
| Not asked | 35 |
| **Total** | **116** |

22. Are any of the following noncredit CTE pathways offered at your institution?

22a. Advanced manufacturing

| | FREQUENCY |
|---|---|
| Yes | 5 |
| No | 25 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 84 |
| **Total** | **116** |

22b. Advanced transportation & renewables

| | FREQUENCY |
|---|---|
| Yes | 3 |
| No | 26 |
| Unsure / don't know | 1 |
| No response | 2 |
| Not asked | 84 |
| **Total** | **116** |

22c. Agriculture, water, & environmental technologies

| | FREQUENCY |
|---|---|
| Yes | 2 |
| No | 27 |
| Unsure / don't know | 1 |
| No response | 2 |
| Not asked | 84 |
| **Total** | **116** |

22d. Energy, construction, & utilities

| | FREQUENCY |
|---|---|
| Yes | 8 |
| No | 21 |
| Unsure / don't know | 1 |
| No response | 2 |
| Not asked | 84 |
| **Total** | **116** |

22e. Global trade & logistics

| | FREQUENCY |
|---|---|
| Yes | 2 |
| No | 27 |
| Unsure / don't know | 1 |
| No response | 2 |
| Not asked | 84 |
| **Total** | **116** |

22f. Health

| | FREQUENCY |
|---|---|
| Yes | 15 |
| No | 15 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 84 |
| **Total** | **116** |

22g. Information communications technologies (ICT) and digital media

| | FREQUENCY |
|---|---|
| Yes | 12 |
| No | 18 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 84 |
| **Total** | **116** |

22h. Life sciences / biotech

| | FREQUENCY |
|---|---|
| Yes | 1 |
| No | 28 |
| Unsure / don't know | 1 |
| No response | 2 |
| Not asked | 84 |
| **Total** | **116** |

22i. Retail / hospitality / tourism "Learn and Earn"

| | FREQUENCY |
|---|---|
| Yes | 5 |
| No | 24 |
| Unsure / don't know | 1 |
| No response | 2 |
| Not asked | 84 |
| **Total** | **116** |

22j. Small business

| | FREQUENCY |
|---|---|
| Yes | 8 |
| No | 22 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 84 |
| **Total** | **116** |

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

23a. Web-enhanced programming

| | FREQUENCY |
|---|---|
| Yes | 7 |
| No | 24 |
| Unsure / don't know | 1 |
| Not asked | 84 |
| **Total** | **116** |

23b. Hybrid or blended programming

| | FREQUENCY |
|---|---|
| Yes | 6 |
| No | 24 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 84 |
| **Total** | **116** |

23c. Fully online programming

| | FREQUENCY |
|---|---|
| Yes | 1 |
| No | 29 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 84 |
| **Total** | **116** |

23d. Workplace training or internship opportunities for students

| | FREQUENCY |
|---|---|
| Yes | 9 |
| No | 21 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 84 |
| **Total** | **116** |

23e. Pre-apprenticeship programs

| | FREQUENCY |
|---|---|
| Yes | 4 |
| No | 25 |
| Unsure / don't know | 1 |
| No response | 2 |
| Not asked | 84 |
| **Total** | **116** |

24. 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 | 40 |
| No, but we will provide noncredit DSPS in the next two years | 13 |
| No, and we have no immediate plans to provide noncredit DSPS | 23 |
| Unsure / don't know | 5 |
| Not asked | 35 |
| **Total** | **116** |

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

25a. Basic education

| | FREQUENCY |
|---|---|
| Yes | 17 |
| No | 16 |
| Unsure / don't know | 5 |
| No response | 2 |
| Not asked | 76 |
| **Total** | **116** |

25b. Computer instruction

| | FREQUENCY |
|---|---|
| Yes | 19 |
| No | 15 |
| Unsure / don't know | 5 |
| No response | 1 |
| Not asked | 76 |
| **Total** | **116** |

25c. Access technology instruction

| | FREQUENCY |
|---|---|
| Yes | 22 |
| No | 13 |
| Unsure / don't know | 3 |
| No response | 2 |
| Not asked | 76 |
| **Total** | **116** |

25d. Art instruction

| | FREQUENCY |
|---|---|
| Yes | 10 |
| No | 25 |
| Unsure / don't know | 3 |
| No response | 2 |
| Not asked | 76 |
| **Total** | **116** |

25e. Acquired brain injury, specialized program instruction

| | FREQUENCY |
|---|---|
| Yes | 14 |
| No | 19 |
| Unsure / don't know | 6 |
| No response | 1 |
| Not asked | 76 |
| **Total** | **116** |

25f. Pre-vocational instruction

| | FREQUENCY |
|---|---|
| Yes | 11 |
| No | 20 |
| Unsure / don't know | 6 |
| No response | 3 |
| Not asked | 76 |
| **Total** | **116** |

25g. Specialized instruction for veterans with disabilities

| | FREQUENCY |
|---|---|
| Yes | 4 |
| No | 25 |
| Unsure / don't know | 8 |
| No response | 3 |
| Not asked | 76 |
| **Total** | **116** |

25h. Independent living skills

| | FREQUENCY |
|---|---|
| Yes | 19 |
| No | 14 |
| Unsure / don't know | 6 |
| No response | 1 |
| Not asked | 76 |
| **Total** | **116** |

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

26a. Web-enhanced programming

| | FREQUENCY |
|---|---|
| Yes | 5 |
| No | 27 |
| Unsure / don't know | 7 |
| No response | 1 |
| Not asked | 76 |
| **Total** | **116** |

26b. Hybrid or blended programming

| | FREQUENCY |
|---|---|
| Yes | 2 |
| No | 32 |
| Unsure / don't know | 4 |
| No response | 2 |
| Not asked | 76 |
| **Total** | **116** |

26c. Fully online programming

| | FREQUENCY |
|---|---|
| Yes | 2 |
| No | 32 |
| Unsure / don't know | 3 |
| No response | 3 |
| Not asked | 76 |
| **Total** | **116** |

26d. Workplace training or internship opportunities for students

| | FREQUENCY |
|---|---|
| Yes | 12 |
| No | 22 |
| Unsure / don't know | 5 |
| No response | 1 |
| Not asked | 76 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 27 |
| No | 4 |
| Unsure / don't know | 9 |
| Not asked | 76 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 31 |
| No, but we will provide noncredit older adult education in the next two years | 15 |
| No, and we have no immediate plans to provide noncredit older adult education | 31 |
| Unsure / don't know | 4 |
| Not asked | 35 |
| **Total** | **116** |

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

29a. Retirement living

| | FREQUENCY |
|---|---|
| Yes | 10 |
| No | 18 |
| Unsure / don't know | 2 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

29b. Arts and crafts

| | FREQUENCY |
|---|---|
| Yes | 21 |
| No | 8 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

29c. Music

| | FREQUENCY |
|---|---|
| Yes | 22 |
| No | 8 |
| Unsure / don't know | 1 |
| Not asked | 85 |
| **Total** | **116** |

29d. Social studies

| | FREQUENCY |
|---|---|
| Yes | 10 |
| No | 16 |
| Unsure / don't know | 1 |
| No response | 4 |
| Not asked | 85 |
| **Total** | **116** |

29e. Communications

| | FREQUENCY |
|---|---|
| Yes | 9 |
| No | 20 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

29f. Technology

| | FREQUENCY |
|---|---|
| Yes | 14 |
| No | 15 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

29g. Health and wellness

| | FREQUENCY |
|---|---|
| Yes | 17 |
| No | 12 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

29h. Body dynamics and the aging process

| | FREQUENCY |
|---|---|
| Yes | 16 |
| No | 13 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

29i. Consumer education

| | FREQUENCY |
|---|---|
| Yes | 7 |
| No | 20 |
| Unsure / don't know | 2 |
| No response | 2 |
| Not asked | 85 |
| **Total** | **116** |

29j. Nutrition

| | FREQUENCY |
|---|---|
| Yes | 12 |
| No | 16 |
| Unsure / don't know | 2 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

29k. Literature/writing

| | FREQUENCY |
|---|---|
| Yes | 11 |
| No | 18 |
| Unsure / don't know | 2 |
| Not asked | 85 |
| **Total** | **116** |

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

30a. Web-enhanced programming

| | FREQUENCY |
|---|---|
| Yes | 4 |
| No | 25 |
| Unsure / don't know | 2 |
| Not asked | 85 |
| **Total** | **116** |

30b. Hybrid or blended programming

| | FREQUENCY |
|---|---|
| Yes | 1 |
| No | 27 |
| Unsure / don't know | 2 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

30c. Fully online programming

| | FREQUENCY |
|---|---|
| No | 28 |
| Unsure / don't know | 2 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

30d. Workplace training or internship opportunities for students

| | FREQUENCY |
|---|---|
| Yes | 2 |
| No | 27 |
| Unsure / don't know | 1 |
| No response | 1 |
| Not asked | 85 |
| **Total** | **116** |

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

| | FREQUENCY |
|---|---|
| Yes | 14 |
| No | 10 |
| Unsure / don't know | 7 |
| Not asked | 85 |
| **Total** | **116** |

## Appendix D
## Verbatim Open-Ended Comments

**Question 3:** Please specify any additional distance education course modes that your institution presently offers.

1. All modes
2. Hybrid
3. Hybrid (campus & online meetings)
4. Hybrid (online/face-to-face)
5. Hybrid courses
6. Hybrid courses (partial online; partial face to face)
7. Hybrid/Blended
8. Mesa College doesn't offer a DE communication or lab science course so this prevents the college from offering a fully DE degree transfer program.
9. Mostly asynchronous courses within regular terms.
10. Not sure if your web-enhanced is the same as a hybrid. For me web-enhanced is a face to face that uses online resources in the course. We offer hybrid classes which are mainly online with some face-to-face contact but the majority of the course is online.
11. Telepresence
12. TV synchronous with other campuses
13. We are planning to develop online noncredit courses in the future.
14. We do offer some courses via ITV whereby we provide a two-way video conference link between classrooms at two locations, however this does not typically fall under distance education as defined by the ACCJC.
15. We have degree and certificate programs that are attainable 50% or more online.
16. We would like to offer noncredit distance education and are trying to work with the funding formula to see how we can best initiate the program.

**Question 6:** Please specify any additional ESL / ESOL programming types that your institution presently offers.

1. Dual roster ESL
2. ESL lab classes
3. Lap top and iPad lab based courses in noncredit ESL

4. Not-for-credit intensive English program (West Language Academy)
5. We have ESL lab-type classes taught in the Learning Resource Center using computers and software, and we also have laptops available for student checkout while in the Resource Center.
6. We offer both credit and noncredit ESL programs.
7. We work through the West Kern Adult Education Consortium to coordinate their not-for-credit offerings as pipelines to college.

**Question 9:** Which of the following noncredit courses and / or programs do you have plans to provide in the next two years? (Other specified)

1. concurrent supplemental instruction
2. Planning for basic skills in English and Math
3. The enhanced non-credit courses
4. We are looking into options. We are learning more about noncredit and wish to offer some. We currently have noncredit in our Math Lab to provide tutoring and faculty support and are looking at introducing new curriculum for noncredit for Writing Reading across the Curriculum. We also need to revise our Learning Skills program for students with learning disabilities and update our ESL curriculum. Faculty has been attending meetings with adult school partners as part of AB86/104 to consider student and community needs.

**Question 12:** How do students enroll in your noncredit courses and programs? (Other specified)

1. CCCApply is available to Noncredit students but most enroll using paper applications
2. Enrolled through regular priority dates through the SIS and classes are open-entry/open-exit.
3. moving to managed enrollment
4. We only offer one non-credit class and that is supervised tutoring

**Question 13:** Are students awarded grades in your noncredit courses? (Other specified)

1. CDCP courses and some non-CDCP noncredit courses are graded; some non-CDCP courses are ungraded.
2. Courses that meet for over 30 hours receive grades
3. Currently only enhanced noncredit courses award grades.

4. Graded as positive attendance.
5. Just our adult high school classes.
6. Not all non-credit is graded
7. P, NP, or IP
8. Pass/Fail
9. some are graded, and some are pass/no pass
10. some are graded, others are not
11. Some courses are graded, others are not.
12. Some courses are graded, some courses are pass/no pass
13. Some courses generate grades of credit or no credit. Other courses do not generate grades (just positive attendance hours).
14. Some with progress indicator
15. They are P/NP
16. They can receive progress indicators but not grades.
17. We use progress indicators based on Pass, No Pass and Satisfactory Progress.
18. We use progress indicators in all NC courses (P, SP, NP)
19. we were part of the non-credit grader pilot and I thought we were doing transcripted grades-but a problem with our student system means it wasn't happening

**Question 14:** Please specify any additional noncredit course fees charged.

1. If textbooks are required students would need to purchase them.
2. In a few of our older adult courses there are materials fees.
3. No fees, but students would be responsible to pay for books, labs or materials.
4. Students purchase texts and materials via the bookstore or online ordering, just like credit. We charge the health fee $18, student activity fee $1, and a waiveable $5 student representation fee.
5. Textbook fees are an option to buy if student wants to have the textbook.

6. Textbook rental

7. uniforms

8. We don't charge a fee for the textbook but students are responsible for getting the text.

9. we will be adding courses that will have textbooks and fees within 2 years

**Question 19:** Please specify any additional noncredit ABE / ASE programming types that your institution presently offers.

1. Face to Face only

2. GED students progress through content in a web-enabled portal in a proctored face-to-face environment.

3. We offer a basic math and English course with a web based lab component imbedded in the course

**Question 23:** Please specify any additional noncredit CTE programming types or student opportunities that your institution presently offers.

1. Non credit fire science

2. specifically work readiness

3. We are working on developing more pathways and internship component through AEBG funding.

**Question 26:** Please specify any additional noncredit DSPS programming types or student opportunities that your institution presently offers.

1. DSPS students are not provided specialized non credit courses, they are able to enroll just like any other student. They are provided noncredit tutoring.

**Question 30:** Please specify any additional noncredit older adult programming types or student opportunities that your institution presently offers.

1. We offer courses in music, communications, nutrition, etc., but not pathways.