

The Role of Noncredit in the California Community Colleges

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Educational Policies Committee
Academic Senate for California Community Colleges

Educational Policies Committee 2005-2006
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Executive Summary

In spite of the fact that noncredit generates approximately ten percent of enrollment in the California Community College system, many people outside and even within the system are not aware of or do not fully understand the importance of noncredit and how it serves California's educational needs.

For many people, there is confusion between the similar terms *noncredit*, *non-degree applicable credit*, *non-transferable credit*, and *not-for-credit*. Non-degree applicable credit courses are actually credit courses, the units of which are not applicable towards graduation with an associate degree. Non-transferable courses are credit courses of which the units cannot be transferred to a four-year institution. The term "not-for-credit" is typically used in reference to classes where the students (or in some cases, the agency that arranges for the class) pay the full cost of the class and receive no college-credit for the classwork.

46 In contrast, noncredit courses are basically what its title suggests – community college
47 instruction that has no credit associated with it. Students who enroll in noncredit courses do not
48 receive any type of college credit for these courses, nor do they receive official grades. Noncredit
49 courses require no fees on the part of students. Noncredit instruction in the community colleges
50 shares much in common with adult education offered through K-12 districts, and in fact,
51 noncredit instruction has its origins in K-12 adult education.

52
53 Noncredit instruction can only be offered in specific areas detailed in regulation and Ed Code.
54 These areas comprise the following:

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

71
72 Credit and noncredit instruction share some important similarities. Both types of instruction are
73 supported by state apportionment. Of the ten areas approved for noncredit instruction, four are
74 also offered as credit instruction: pre-collegiate basic skills, vocational courses, English as
75 second language (ESL), and apprenticeship programs. There are also significant differences
76 between credit and noncredit instruction, including minimum qualifications for faculty,
77 apportionment calculation, and regulations regarding such issues as course repetition.
78 Overall, both systems strive to provide quality education and services to meet increasingly
79 diverse student needs and support student success, while struggling to overcome the challenges
80 created by insufficient funding to both areas. Credit and noncredit can be viewed as an
81 educational continuum where the two complement each other and can be used by students to
82 meet their needs in different ways and at different stages of learning

83
84 System data and an Academic Senate survey of the largest noncredit programs provide a
85 snapshot of noncredit instruction in the California community colleges. Twenty-two colleges
86 comprise 68 percent of noncredit students and generate more than three-fourths of total noncredit
87 FTES. Of the nine areas authorized for apportionment under Title 5, courses for older adults
88 comprise the largest single area, 24% of all courses offered. Short-term vocational courses come
89 in second with 20% of the total. The range of short-term noncredit vocational programs is broad
90 and includes subjects such as architecture technician, financial planner, clothing construction,
91 welding, hazardous waste, networking, meat cutting, upholstery, early childhood education, and

92 medical assisting. ESL is third with 19%, and elementary/secondary basic skills is fourth with
93 16%. For many colleges, noncredit instruction consists solely of noncredit supervised tutoring
94 courses (these fall under secondary basic skills), which support credit courses.

95
96 Fall 2005 data about faculty teaching noncredit courses shows a huge reliance on part-time
97 faculty, 87.7% of the total faculty in noncredit. Almost two-thirds of faculty teaching in
98 noncredit are white, and the majority of faculty are age 50 or older.

99
100 Survey responses (26 colleges total) provide additional information about the current status of
101 noncredit instruction. While less than half of colleges explicitly mention noncredit in their
102 mission statements, half include noncredit explicitly in strategic plans. Few resources are
103 currently allocated to data collection and monitoring of student progress and success in noncredit
104 courses, with only one respondent reporting the collection of success data on noncredit students
105 after transitioning from noncredit to credit. While respondents acknowledged the importance of
106 linkages between noncredit and credit, they generally report the need to build on existing or
107 establish such linkages.

108
109 Many processes in noncredit are in tandem with those used for credit instruction. These include
110 program review, accreditation, and curriculum course approval. However, with a ratio of part-
111 time to full-time faculty of 20:1, including nine colleges that report no full-time faculty in
112 noncredit courses, there is generally a lack of full-time faculty in noncredit to engage in all of
113 these activities. Ten of the sixteen colleges that have full-time faculty teaching in noncredit
114 require classroom loads of 25 to 30 hours. Salaries and union representation vary from college to
115 college.

116
117 The two unmet needs most often mentioned by respondents were the need for adequate funding
118 for noncredit and for facilities for faculty, staff, and courses.

119
120 The paper concludes with recommendations on both the statewide and local levels. On the
121 statewide level, the recommendations include better inclusion of noncredit viewpoints and
122 concerns in the work of the Academic Senate; efforts to increase the number of full-time
123 noncredit faculty; promotion of noncredit as a pathway into credit; advocacy for increased
124 funding support for noncredit courses; and the establishing of an Academic Senate ad hoc
125 committee on noncredit. On the local level, the recommendations similarly call for better
126 inclusion of noncredit viewpoints and concerns in local senates, efforts to increase the number of
127 full-time faculty serving noncredit, and more coordination in articulating noncredit and credit
128 coursework. In addition, the paper encourages local senates to ensure that augmentations in
129 noncredit funding are used to expand support for noncredit instruction and asks for increased
130 resources for data collection and analyses of noncredit instruction.

131
132

133 **Introduction**

134

135 Noncredit programs¹ and courses within the California Community Colleges have long been
136 overshadowed by credit programs and courses. In spite of the fact that noncredit generates
137 approximately ten percent of enrollment in the California Community College system, many
138 people outside and even within the system are not aware of or do not fully understand the
139 importance of noncredit and how it serves California’s educational needs.

140

141 Noncredit, however, is an indefatigable program, and in spite of being ignored, in some cases
142 neglected, and funded at approximately half the rate of credit courses, noncredit has persisted
143 and succeeded in fulfilling its function and its part of the mission of the California Community
144 Colleges. Noncredit has provided a second chance for Californians to obtain a high school
145 diploma or equivalency. It has opened the door to literacy and increased basic skills for untold
146 numbers of undereducated individuals. It has been the portal for millions of immigrants to
147 participation in American society through language and citizenship courses. For both immigrants
148 and residents alike, noncredit has provided short-term vocational programs leading to viable
149 employment in a vast array of fields and specialties and apprenticeship programs. Noncredit has
150 served the needs of parents, older adults, and individuals with disabilities with specially-targeted
151 courses, as well as providing “open access” to educational opportunities and lifelong learning to
152 increasingly diverse communities.

153

154 Noncredit has proven to be a gateway into the credit programs of the system, bringing in students
155 from one of the areas mentioned above and showing them the possibilities beyond noncredit – an
156 associate degree, a vocational certificate, or the prospect of transfer to a four-year institution.
157 Recent research from the City College of San Francisco that analyzes system data shows that
158 statewide 23% of all AA/AS degree earners began in noncredit. (Smith, 2006) However, while
159 pathways are being forged between noncredit and credit at some colleges, many colleges have
160 far to go at establishing such linkages.

161

162 Noncredit also supports the needs of students in credit programs. Credit students benefit from the
163 educational support of supervised tutoring and supplemental instruction while pursuing their
164 goals in credit courses. Statewide, 33% of credit students getting an AA/AS accessed noncredit
165 at some point in their degree path². (Smith, 2006)

166

167 Noncredit faculty in California, of whom approximately 90% are adjunct faculty, have faced a
168 challenge for recognition amidst the predominantly credit ranks of community college faculty.
169 There are two officially recognized noncredit centers with senates composed of solely noncredit
170 faculty, with representatives to Academic Senate plenary sessions (San Diego and North Orange
171 County). But representation from other colleges and districts, even those with large noncredit
172 programs, has been inconsistent. A review of participant lists over the last few years to
173 Academic Senate plenary sessions shows that fewer than 2% come from noncredit programs –
174 and this includes the official representatives from the two senates mentioned above. Noncredit

¹ The use of the term “program” in connection with noncredit is not recognized in Title 5 regulation as it is with reference to credit. Rather its usage is more general, reflecting a general organization of courses, only some of which lead to specific educational/vocational goals.

² This figure does not include supervised tutoring, which is, at many colleges, the only noncredit instruction offered.

175 faculty also often lack representation on local curriculum committees, and the lack of full-time
176 noncredit faculty is likely a contributing factor with regards to both senate and curriculum
177 committee participation. Noncredit faculty may have little contact with credit faculty, isolating
178 them from the larger network of faculty and college governance and processes. Indeed, noncredit
179 faculty may have little contact with each other and lack the networking and organization that
180 would connect them. The fact that many noncredit courses are offered at sites off campus can
181 add to this isolation.

182
183 Such marginalization of noncredit faculty and other noncredit issues have long been part of the
184 discussion in the Academic Senate. Resolutions from the past decade have called for
185 improvement in the funding for noncredit instruction, emphasized the need for full-time faculty
186 and counseling services in noncredit programs, and reiterated the need to integrate noncredit
187 programs and faculty into the general processes and governance structures of colleges and
188 districts.

189
190 A call for the Academic Senate to research and report on the role and status of noncredit in the
191 California Community Colleges was made over a decade ago in Resolution 6.03 S94:

192
193 Resolved that the Academic Senate direct the Executive Committee to prepare a position
194 paper on the role of community colleges in providing noncredit education in the nine
195 program apportionment funding categories.

196
197 Unaddressed, this call was reaffirmed in Spring 2005.

198
199 **13.03 Noncredit**
200 Spring 2005

201
202 Whereas, Many faculty and academic senate leaders may be unfamiliar with non-credit
203 courses and programs at their colleges, in their districts, and in the California Community
204 College System;

205
206 Whereas, Over 800,000 students enroll in noncredit courses and programs every year,
207 and noncredit courses and programs provide a demonstrated gateway to enrollment in
208 credit programs, entry or re-entry into the job market, and critical life skills;

209
210 Whereas, Noncredit programs offer courses central to the mission of California
211 Community Colleges; and

212
213 Whereas, Academic senate leaders need to be well-informed about noncredit programs
214 and courses in order to make informed decisions about proposals related to noncredit
215 funding, course alignment, articulation with credit programs, and quality standards;

216
217 Resolved, That the Academic Senate for California Community Colleges reaffirm the
218 vital function that noncredit programs and courses play within the mission of the
219 California Community Colleges; and

220

221 Resolved, That the Academic Senate for California Community Colleges produce a paper
222 on the status of and current issues concerning noncredit courses and programs within the
223 California Community College System
224

225 The undertaking of this paper on noncredit in response to these resolutions coincides with
226 growing critical educational needs in California and a renewed interest in noncredit by the
227 System Office and the Board of Governors. The statewide interest in economic development and
228 workforce preparation along with the increasing numbers of underemployed and under-prepared
229 workers has brought greater attention to the role of noncredit in vocational education and
230 workforce preparation. The huge increase in the number of immigrants has elicited a need for
231 increased English language proficiency and other skills for community integration and economic
232 self-sufficiency. An increasing number of students are under-prepared and not ready to do
233 college-level work. A recent American College Testing (ACT) report indicates that almost 50%
234 of high school graduates who took the ACT exam lacked the reading skills to succeed in college
235 or job training (ACT, 2006), and an increasing high school drop-out rate (up to 29%, and as high
236 as 60% in some urban areas), indicates a need for increased basic skills in all educational areas,
237 including noncredit. (Smith, 2006)
238

239 The Board of Governors has held study sessions on the status of noncredit, and the System's
240 funding proposal for 2006-2007 has resulted in an augmentation to noncredit funding of \$30
241 million, the largest increase to noncredit funding in decades. Funding was provided in 2005-2006
242 for the Noncredit Alignment Project, the purpose of which was to review, clarify the noncredit
243 scope of instruction, define existing processes, and better align them with credit processes to
244 provide noncredit with greater authority and respect. The Board of Governors approved a System
245 Strategic Plan in January 2006, and the plan notes that “noncredit programs are aimed to increase
246 the educational attainment of adults who lack English Language proficiency and other basic
247 skills.” The Plan also stresses that “many community college students use noncredit as a bridge
248 to higher education, especially students from under-represented populations.” (CCCBOG, 2006)
249

250 This overview of noncredit, its history, its development, its unique identity, its current place in
251 the California Community Colleges, and the challenges it faces in the future is intended to open
252 your eyes and provide you with an appreciation for a part of the community colleges that you
253 may never have visited before.
254

255 **Definitions**

256

257 Before we begin our discussion of noncredit instruction in the California community colleges, it
258 is very important that we make clear what we are referring to, especially as there are several
259 similar terms used in the system which can cause confusion.³
260

261 Noncredit courses are basically what its title suggests – community college instruction that has
262 no credit associated with it. Students who enroll in noncredit courses do not receive any type of
263 college credit for these courses, nor do they receive official grades (ones that appear on a

³ In addition to the distinctions made in this section, there is also a grading option called “credit/no credit.” Under this option, a student may elect to receive a designation of “credit” for passing the course or “no credit” for failing the course rather than a letter grade. Only courses offered for credit offer such a grading option.

264 transcript). Noncredit courses require no fees on the part of students. Noncredit instruction can
 265 only be offered in specific areas detailed in regulation and Ed Code (outlined later in the paper).
 266 Noncredit instruction is very much like what is called “adult education.” Many courses offered
 267 are similar, and the main difference lies in which system oversees instruction. Noncredit is an
 268 entity unique to the community colleges. Adult education, while a potentially general term, is the
 269 umbrella term for courses offered for adults through the K-12 system of adult schools⁴. In
 270 general, adult schools and noncredit programs serve adults 18 years and older. Even though there
 271 are many similarities between the two systems and the students they serve, there are some
 272 differences, such as policies for the admission of minors, the required qualifications for
 273 instructors and the state funding levels. Both educational systems usually co-exist in
 274 communities, although one may be predominant.

275
 276 Now to review what is NOT noncredit instruction. First, courses offered for non-degree
 277 applicable credit are not under discussion in this paper. Non-degree applicable credit courses are
 278 actually credit courses, the units for which are not applicable towards graduation with an
 279 associate degree. Non-degree applicable courses typically comprise college-preparatory courses
 280 such as basic skills and English as a Second Language (ESL).

281
 282 Second, discussion of noncredit instruction has nothing to do with non-transferable courses.
 283 Non-transferable courses are credit courses for which the units cannot be transferred to a four-
 284 year institution, typically a UC or CSU. In general, non-degree applicable credit courses and
 285 non-transferable courses are eligible for state apportionment funding at the established rate for
 286 credit courses.

287
 288 Third, noncredit courses are very different from not-for-credit courses. The term "not-for-credit"
 289 is typically used in reference to classes where the students (or in some cases, the agency that
 290 arranges for the class) pay the full cost of the class and receive no college-credit for the
 291 classwork. Such-classes may also be called community service, community education, tuition or
 292 fee-based classes and receive no state apportionment. Courses offered under contract to
 293 employers, generally under the title of Contract Education, also fall into this category.

294
 295 The figure below affords a side-by-side comparison of the similar terms.

296

	Noncredit	Non-Degree Applicable Credit	Non- Transferable Credit	Not-for-Credit
Funding support	Supported by state apportionment per student; calculated by hours of attendance	Supported by state apportionment per student; calculated by course units	Supported by state apportionment per student; calculated by course units	Does not receive state apportionment
Student fees	No fees	Students pay per	Students pay per	Students (or

⁴ Adult education is also offered through community based organizations (CBOs), county offices of education, public libraries, the California Conservation Corps, and providers of incarcerated adults.

		unit fee set by the legislature	unit fee set by the legislature	sponsoring agency) pay the full cost of instruction
Grading	No grades; no credit for completion of the course	Credit and grade given for the course, but not applicable towards an associate degree	Credit and grade given for the course, but credit cannot be transferred to a four-year institution	No grades; no credit for completion of the course
Repeatability	Courses may be repeated as often as desired and still qualify for apportionment.	Courses may be repeated once for apportionment.	Courses may be repeated once for apportionment.	Classes may be repeated as often as desired.

297

298 It is generally agreed that the term “noncredit” is easily confused with other terms in use in the
 299 system, and the System Office is working with the field to explore options for changing the
 300 name.

301

302 **History of Adult and Noncredit Education**

303

304 Noncredit instruction offered by the community colleges and adult education offered through K-
 305 12 adult schools both have the same historical roots. Both emerged out of extensions to the K-12
 306 system that were targeted at adults. In the following history, the term “adult education” refers to
 307 courses offered for adults, first solely by K-12 and later jointly with community colleges as
 308 noncredit courses and instruction. The courses mentioned in this history refer to courses offered
 309 as either adult education (K-12) or noncredit (community college) unless specifically
 310 differentiated.

311

312 “Adult Education,” originally called “evening school,” actually began in California even before
 313 there was universal schooling for children and before the “junior colleges” were created in 1907.
 314 Over 150 years ago, in 1856, the first “evening school” in California was established in San
 315 Francisco. Other evening schools were established in Oakland in 1871, Sacramento in 1872, and
 316 Los Angeles in 1887. These very first schools for adults offered elementary basic skills,
 317 vocational training, and English for immigrants. The idea of educating adults remains important
 318 to this day and is just as critical for our society now as it was when it began.

319

320 In 1907 school districts were authorized to extend secondary education beyond the 12th grade
 321 and the first “junior colleges” were established to cover grades 13 and 14. To this day, this early
 322 relationship with K-12 continues to cloud the status of community colleges as a part of higher
 323 education. Over the years, both adult education and junior college programs offered courses to
 324 respond to societal needs.

325

326 In the 1920's adult education vocational classes supported the industrial economy of the post-
327 World War I era, parenting classes increased, and "Americanization" classes taught about
328 American government and history, citizenship, and English literacy. When federal law allowed
329 women to become citizens separate from their husbands (women only gained the right to vote in
330 1911), there was an increase in citizenship classes.

331
332 Up until 1941, the K-12 school districts were the educational system authorized to provide adult
333 education. During World War II, the legislature authorized the junior colleges to have evening
334 classes for adults separate from K-12, and "evening junior college" was a way to meet the
335 increased need for national defense job training. Now, there was adult education in both the
336 junior colleges and in the K-12 school districts. Evening junior college was the genesis of
337 noncredit instruction and courses in the community colleges. Between 1940 and 1945 almost 1
338 million California workers were trained to work in defense plants.

339
340 In the post-war period an increase in homemaking education occurred as classes were created to
341 respond to new technology in electrical, plumbing, and appliances being used in the home. There
342 was also an increased interest in classes for older adults at this time.

343
344 In the early 50's the State Advisory Commission on Adult Education recommended that state-
345 supported adult education focus on the development of a "literate and productive society" and
346 also allowed school districts to offer other "community service" classes for tuition/fees.

347
348 In 1954, the commission specified the subjects that adult education in both the junior colleges
349 and the K-12 school districts could offer: supplemental and cultural classes, short term
350 vocational and occupational training, citizenship, English language development, homemaking,
351 parental education, civic affairs, gerontology, civil defense, and driver education. These look
352 similar to the current nine authorized apportionment areas, plus apprenticeship, that are state-
353 funded today, and reflect the past and current societal needs. Also at this time, adult education in
354 school districts was given permission to offer programs leading to elementary and high school
355 level diplomas of graduation. The evening junior colleges were allowed to provide instruction
356 leading to high school graduation if the local high school requested it.

357
358 The "baby boom" generation born after WWII caused an explosion in the public school system
359 and the junior colleges were seen as a way to accommodate the flood of students wanting higher
360 education.

361
362 In 1960 the Donahoe Higher Education Act implemented the landmark "California Master Plan
363 for Higher Education 1960-1975" and mandated that junior colleges be independent of unified
364 school/high school districts. The separation of adult education in the community colleges from
365 adult education in the K-12 districts brought about the two current systems that are familiar
366 today. Adult education in the community colleges was now called "noncredit" and was run
367 solely by the community colleges.

368
369 In 1967 the Board of Governors was established to govern both credit and noncredit programs
370 and the "junior colleges" were renamed the "California Community Colleges." Adult education,

371 also called adult schools, was governed by school districts or county offices of education under
372 the umbrella of the California Department of Education.

373
374 In 1972, the state wanted to avoid a duplication of classes being offered in a community, so SB
375 765 mandated that the adult schools and the community colleges had to mutually agree on a
376 “Delineation of Function” agreement to decide who was to provide what classes to the adults in
377 their area. In 1997 a court decision held that mutual agreement was not needed between the local
378 K-12 adult education school district and the local community college in order for a community
379 college to provide noncredit instruction. As a result, delineation of function agreements are no
380 longer required, leaving community colleges free to provide noncredit without the agreement of
381 the local K-12 Adult Education.

382
383 Proposition 13, passed in 1978, reduced property taxes by more than 50% and affected all
384 California educational systems dependent on this funding. Subsequent laws locked adult schools’
385 ability to expand their programs because of revenue limits and a cap on average daily attendance
386 (ADA). Because of this, many areas of need went unserved or were underserved as the demand
387 for educational opportunities for adults continued to grow. However, these constraints did not
388 apply to the community colleges’ noncredit and the colleges continued to expand their noncredit
389 programs to meet the demand.

390
391 By the late 70s, noncredit courses were being funded at a higher rate than courses offered
392 through K-12 adult education. In 1981 the Behr Commission was established with the intention
393 that the K-12 adult school rate would be increased. Instead, it recommended that noncredit be
394 reduced to the statewide K-12 adult education average. It was at this point that the inequity
395 between noncredit and credit funding began. This also explains the current funding situation in
396 adult education and noncredit. K-12 adult education rates vary due to the variance in local tax
397 rates at the time that Prop 13 came into being. Community college noncredit rates are the same
398 across the system. Since the rate was based on an average of adult education rates, some adult
399 education programs are being funded at a higher rate than noncredit.

400
401 During the 80’s, there were numerous changes to adult and noncredit education: the
402 apportionment categories were changed to what they are today, and additional legislation and
403 state oversight were implemented. The Immigration and Reform Act created a high demand for
404 ESL and Citizenship classes. Numerous pieces of legislation addressed issues such as in 1988 the
405 legislature recommended lifting a “cap” on the funding for English as a Second Language,
406 Citizenship, and Basic Skills in order to meet the student demand for these courses. Welfare
407 legislation was passed and the Greater Avenues for Independence (GAIN) program created.

408
409 The late 80’s and early 90’s brought more legislation including the landmark community college
410 bill AB 1725, which changed the way community colleges operated. In 1996 the Education Code
411 was amended to include adult noncredit education and community service to the missions and
412 functions of the California Community Colleges.

413
414 In 1992-93 model program standards were jointly developed for adult education and noncredit in
415 the areas of ESL, Adult Basic Education (ABE), Adult Secondary Education (ASE), Parent
416 Education, Older Adults, and Adults with Disabilities.

417
418 The CalWORKS Program was established through The Adult Education Act, which was
419 repealed and replaced by the Workforce Investment Act in 1998.
420
421 The last decade has brought with it significant changes to the demographics in California. The
422 population has become increasingly diverse, as well as undereducated, underemployed, and
423 under-prepared. Of significance to adult education and noncredit, the “skills gap” among adults
424 has widened due to increases in the high school drop-out rate, the number of immigrants, the
425 number of working poor, and the number of educationally under-prepared. As a result, California
426 is experiencing a decrease in the number of citizens who are capable of meeting the workforce
427 and educational needs and demands of the 21st century. (CAAL, 2005) There is a building
428 interest in and appreciation for adult education and noncredit, likely due to the role they can play
429 with addressing some of these issues.
430
431 Increased attention from the state legislature for all forms of adult education brought about
432 numerous studies and recommendations, such as studies and revisions to the California Master
433 Plan for Education and research conducted by the Adult Select Committee on Adult Education.
434
435 As of the writing of this paper, noncredit is on track to receive the largest infusion of new funds
436 in decades coupled with a significant change to its funding formula.

437
438 **Law and Regulation**
439

440 Noncredit instruction, to a lesser extent than with credit instruction, is governed by Title 5
441 Regulation and legal provisions of the California Education Code.

442
443 The inclusion of noncredit as an “an essential and important function of the community colleges”
444 in the mission of community colleges is found in section 66010.4 of the California Education
445 Code:

- 446
447 (2) In addition to the primary mission of academic and vocational instruction, the community
448 colleges shall offer instruction and courses to achieve all of the following:
449 (A) The provision of remedial instruction for those in need of it and, in conjunction
450 with the school districts, instruction in English as a second language, adult
451 noncredit instruction, a support services which help students succeed at the
452 postsecondary level are reaffirmed and supported as essential and important
453 functions of the community colleges.
454 (B) The provision of adult noncredit education curricula in areas defined as being in
455 the state's interest is an essential and important function of the community
456 colleges.
457 (C) The provision of community services courses and programs is an authorized
458 function of the community colleges so long as their provision is compatible with
459 an institution's ability to meet its obligations in its primary missions.
460 (3) A primary mission of the California Community Colleges is to advance California's
461 economic growth and global competitiveness through education, training, and services
462 that contribute to continuous work force improvement

463
464 Education Code section 84757 delineates the areas of the state's interest for noncredit education
465 mentioned in section (B) above. Only these areas are approved for apportionment funding.

466
467 84757. (a) For purposes of this chapter, the following noncredit courses and classes shall be
468 eligible for funding:

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

484 (b) No state apportionment shall be made for any course or class that is not set forth in
485 subdivision (a) and for which no credit is given.

486
487 Education Code section 8152 and Labor Code section 3074 authorize the community colleges to
488 provide related and supplemental instruction (RSI) for apprenticeship courses, and
489 apprenticeship courses are supported through funds from the 1970 Montoya Act. The nine areas
490 cited above plus apprenticeships apply to both community college noncredit and K-12 adult
491 education schools. Because three of the designations reflect targeted populations (immigrants,
492 disabled, older adults) while the others reflect instructional areas (parenting, basic skills, ESL,
493 short-term vocational, home economics, and health and safety), there can be some overlap in
494 courses among the areas.

495
496 The noncredit area of Elementary and Secondary Basic Skills can offer courses from beginning
497 literacy through high school diploma/equivalency programs. Although the following terms are
498 not in Title 5, "Adult Basic Education" (ABE) and "Adult Secondary Education" (ASE) are
499 often used in the field to describe elementary and secondary basic skills offered by adult and
500 noncredit education. When model program standards were written in 1993 and revised with
501 content and performance standards in 2003, they were identified under these two terms.

502
503 Supplemental instruction and supervised tutoring are included under the area of elementary and
504 secondary basic skills. Supplemental instruction must directly support a specific course. Tutoring
505 must be provided by trained tutors and under the supervision of an academic employee.
506 Supplemental instruction and supervised tutoring, while noncredit courses, generally support
507 courses offered for credit and credit students.

508

509 Title 5 Section 53412 specifies the minimum qualifications for noncredit faculty (as opposed to
510 Sections 53407 and 53410 for credit faculty). In general, this section specifies that noncredit
511 instructors have a bachelor’s degree in the noncredit area or in a related area. Section 53413
512 details minimum qualifications for noncredit apprenticeship instructors, either an associate
513 degree plus four years of relevant occupational experience or six years of occupation experience,
514 a journeyman’s certificate in the subject area, and 18 semester units of degree-applicable college
515 coursework. Counselors and librarians have the same minimum qualifications whether they are
516 serving credit or noncredit students. Requirements for faculty and staff serving in Disabled
517 Student Programs and Services (DSPS) are specified in section 53414. (Appendix B – for the full
518 text of Sections 53412, 53413, and 53414.)
519

520 Standards and criteria for noncredit courses are delineated in Title 5 Section 55002(c). The
521 standards and criteria requirements for credit courses are extensive, while noncredit has fewer
522 regulations. Per Title 5, noncredit courses must meet the needs of enrolled students and must be
523 approved by the local curriculum committee, local governing board, and the System Office.
524 There must be an official course outline of record with scope, objectives, contents, instructional
525 methodology, and methods for determining if objectives have been met and courses must be
526 taught by a qualified instructor.
527

528 In the early 1990s, California implemented a strategic plan for adult and noncredit education in
529 response to state and national goals. The California Department of Education (adult education)
530 and the Chancellor’s Office for the California Community Colleges (noncredit) jointly developed
531 “model program standards” for ESL, Adult Basic Education (ABE), Adult Secondary Education
532 (ASE), Parenting Education, Older Adults, and Adults with Disabilities. The ABE and ASE
533 standards were formalized and published, but the others remain in draft form. In 2000 content
534 and performance standards were added to ESL, ABE, ASE, Parent Education, and Older Adults.
535 The CDE decided that it was best to use the standards for guidance in adult education instead of
536 mandating them. Given that academic senates have primacy in curricular decisions, the standards
537 were also provided to community colleges solely for guidance.
538

539 Throughout 2005-06, the System’s Noncredit Alignment Project has been developing clearer
540 definitions and criteria for all noncredit apportionment areas in addition to recommendations for
541 changes in curriculum guidelines and processes to better serve the needs of noncredit instruction.
542

543 **Credit and Noncredit: Similarities and Differences**

544

545 While credit and noncredit courses both fulfill parts of the mission of the California community
546 colleges, the two areas are usually separate within an institution, and credit faculty generally
547 know as little about noncredit as noncredit faculty know about credit. In this section, the
548 similarities and differences between credit and noncredit are examined not only for the
549 edification of the general reader but for credit and noncredit faculty as well.
550

551 Education Code section 84757 delineates the nine areas of noncredit instruction that qualify for
552 state apportionment dollars. Six of the areas are unique to noncredit and provide valuable
553 opportunities for lifelong learning that benefit individuals, their families, their communities, the
554 economy, and ultimately the welfare of the state of California. Parenting skills courses help to

555 provide a strong foundation for the parent-child relationship, and are invaluable not only to
556 individual families but the society at large. Citizenship courses for immigrants support
557 integration into our society through an understanding of governmental structures and societal
558 values. Home economics and health and safety courses provide valuable personal skills
559 necessary for a good quality of life. Classes for adults with disabilities support their independent
560 living skills and provide workforce preparation in order to become contributing members of
561 society.

562
563 According to the System Strategic Plan, “the aging California population is creating an
564 additional educational challenge to be addressed...between 2005 and 2020, the population of
565 older adults age 60 and older will increase by 59% in California.” Through courses for older
566 adults, noncredit courses contribute greatly to the mental and physical well being of older adults,
567 allowing them to remain independent as contributing members of society for a much longer time.
568 Eighty percent of “baby boomers” plan to work during their retirement years and noncredit
569 courses can give them new skills for job opportunities or new careers. (CCCBOG, 2006)

570
571 While Education Code does not explicitly list the areas approved for apportionment in credit
572 instruction, there is overlap with credit in three of the areas approved for noncredit. Like
573 noncredit, credit offers courses in pre-collegiate basic skills (sometimes called “developmental
574 education”) and ESL. Credit also has short-term vocational courses, and credit programs are just
575 as involved in responding to welfare to work legislation such as the Workforce Investment Act
576 (WIA) and CalWORKs. VTEA (Carl Perkins Vocational and Technical Education Act) dollars
577 flow to both credit and noncredit as well. The other focuses of noncredit - older adults, parenting,
578 adults with disabilities, citizenship, home economics, and health and safety – are generally not
579 covered in credit programs. Current legislative support for noncredit suggests that the focus for
580 additional support and funding is on areas that straddle both credit and noncredit, namely basic
581 skills, ESL, and short-term vocational programs.

582
583 Because there is overlap between courses offered as credit or noncredit, and the two systems can
584 also offer different educational experiences and outcomes, student needs and intent play a
585 significant role in where they enroll. Noncredit courses are generally categorized as open
586 entry/open exit, meaning that students have the flexibility to attend when their schedules permit.
587 An inability to attend a class session or early withdrawal from a course carries no penalties for
588 the student. In addition, noncredit courses carry no fees or course grades. Noncredit courses
589 often appeal to students who are unclear about their educational goals and may have significant
590 work or family demands. Immigrants often turn to noncredit because of the lack of fees and the
591 relative ease of enrollment into noncredit courses. Noncredit courses are offered at a wide variety
592 of community sites, so they are often more accessible as well.

593
594 Noncredit courses can be repeated an unlimited number of times, while credit courses are
595 generally limited to one repetition. For courses in basic skills and ESL, noncredit can provide the
596 additional time often needed for the development of foundational skills needed for success in life
597 and education.

598
599 With regard to vocational programs, it can generally be said that noncredit short-term vocational
600 programs concentrate more on entry-level employment skills, while credit vocational programs

601 educate and train students for a more advanced level of employment. Credit vocational programs
602 award vocational certificates to students completing both long and short-term vocational
603 programs, while noncredit grants “Certificates of Completion” for completing short-term
604 vocational programs.

605
606 While there is some overlap in the disciplines covered by credit and noncredit, the minimum
607 qualifications for faculty who teach in credit and noncredit are not always the same. The
608 minimum qualification for teaching in noncredit is generally a bachelor's degree in the subject
609 area or a related area⁵. In this respect, the minimum credit qualifications for vocational programs
610 are similar. Many credit vocational disciplines require a bachelor's degree and two years of
611 experience. For credit basic skills, ESL, and vocational areas that may lead to professional
612 programs such as nursing, administration of justice, and early childhood education, the minimum
613 qualification is generally a master's degree in the discipline. While such a difference exists in
614 minimum qualifications for faculty between credit and noncredit, colleges are permitted to set
615 minimum qualifications that are higher than those established statewide. Hence, there are several
616 colleges in the system which require the same minimum qualifications for both credit and
617 noncredit instruction, set at the more stringent level required for credit instruction.

618
619 There has been some discussion of whether pre-collegiate basic skills courses and ESL are
620 appropriately placed in credit programs. There has also been discussion of whether some
621 vocational courses and programs are appropriately placed into noncredit. It is possible they are
622 appropriate for both if they are meeting different student needs, but this needs to be determined
623 by each college or district. Local curriculum committees and senates need to fully understand the
624 students who are being served in both credit and noncredit courses and programs and how best to
625 meet their needs.

626
627 Much of the discussion around appropriate placement of courses in credit vs. noncredit arises
628 because of the difference in funding for credit and noncredit courses. As it currently stands,
629 noncredit is funded at approximately half the rate of credit instruction per full-time equivalent
630 student (FTES). Unlike credit courses, whose apportionment rate varies from college to college
631 due to Proposition 13 (1978), noncredit courses are currently funded at a single rate across the
632 state (refer to the history section above). The proposed augmentation for 2006-2007 for noncredit
633 should raise the rate for noncredit courses in the areas of “career development and college
634 preparation” to \$3,092 per FTES and set a uniform rate for the rest of noncredit of \$2,626.
635 Additional funds to further improve the funding for noncredit will continue to be sought. This
636 augmentation to noncredit funding only brings some courses partway to the current rate for credit
637 apportionment. The Academic Senate has expressed concern about the continuing disparities
638 between funding for credit and noncredit and about differential funding in the areas under
639 noncredit in resolutions F04 5.02 and S06 5.02 (Appendix C). Discussions concerning the
640 appropriate or desirable placement of courses in credit or noncredit will take on increased weight

⁵ The minimum qualifications for teaching in adult education (K-12) programs follow requirements set by the California Commission on Teacher Credentialing. While requirements vary somewhat by discipline, the general qualifications include a high school diploma (or equivalent), five years of experience/education in the subject matter, passage of the CBEST, and knowledge of the U.S. Constitution. Specific information can be found at <http://www.ctc.ca.gov>.

641 as funding disparities become less of a factor driving some decisions about whether courses
642 should be offered in credit or noncredit.

643
644 In addition to the difference in apportionment, the method of calculating FTES participation also
645 differs. Until 1991, both credit and noncredit employed positive attendance as the basis for
646 apportionment. Following AB1725, Title 5 was amended to provide five options for credit
647 apportionment calculation, based on scheduling configurations, to better align the community
648 colleges with other post-secondary education systems and separate them from their historical K-
649 12 roots. While some credit courses still employ positive attendance, almost all credit courses
650 now claim FTES based on a census of enrolled students at a point 20% into the semester. In the
651 same legislation, noncredit was limited to only one option, positive attendance, in spite of the
652 fact that noncredit courses fit several scheduling configurations just as credit courses do.
653 (Educational Services Unit, Chancellor’s Office, 2002) Noncredit faculty desire to have other
654 options available for apportionment calculation which are more appropriate to the course format.
655 Even the Joint Commission to Develop a Master Plan for Education (2002) recommended that
656 noncredit FTES not be based on hour-by-hour attendance.

657
658 The prevalence of open entry/open exit courses in noncredit reflects the ability of a student to
659 enroll, attend, and drop a course according to his/her needs and goals. In an open entry/open exit
660 course, students can enroll at any time during a semester and can leave the course at any time as
661 well. Even though many noncredit courses, except for labs, do have a start date with registration
662 and an ending date, there is no “penalty” for the student for absences or dropping a course. Many
663 courses accept a student into the course at any point of the term, even though this has challenges
664 for teaching a sequenced curriculum. Open-entry/open-exit in noncredit courses provides a
665 structure that is well suited for students who are not yet ready to or cannot make a full
666 commitment to attending college. Such students might be recent immigrants, single parents,
667 people with disabilities, and older adults. Each of these groups often has life situations that make
668 regular and committed attendance to a college course problematic. Work, childcare, changes in
669 health status, and other family commitments often take precedence. Courses grant no credit, so
670 there is no penalty for students who must discontinue their studies. In contrast, almost all credit
671 courses have fixed entry points, and students are expected to stay with the course for the full
672 duration of the term. Withdrawal from a course after an established cut-off usually results in a
673 failing grade or a withdrawal notation on a student's transcript.

674
675 However, noncredit has some courses and programs that are not open entry/open exit. Many of
676 the short-term vocational programs have fixed start dates and require completion to obtain a
677 certificate of completion. While grades may not be given for these noncredit courses, other types
678 of record-keeping are involved, such as for Cal WORKS or other welfare programs.

679
680 One issue that negatively impacts students in both credit and noncredit is the need for more full-
681 time faculty. While there are Title 5 regulation sections (51025 and 53300-53314) that require
682 the maintenance of full-time faculty in credit, for noncredit, there are no such regulations, with
683 the unsurprising result that nearly 90% of noncredit faculty are part-time. This lack of full-time
684 noncredit faculty hinders the ability to build noncredit programs and develop noncredit
685 curriculum and makes it difficult for meaningful participation of noncredit faculty in local
686 senates and governance processes. The Academic Senate has passed numerous resolutions

687 calling for increased funding for additional faculty and counselors in both noncredit and credit
688 (Appendix C).

689
690 Overall, there are likely more similarities than differences between credit and noncredit as both
691 systems strive to provide quality education and services to meet increasingly diverse student
692 needs and support student success, while struggling to overcome the challenges created by
693 insufficient funding to both areas. Credit and noncredit can be viewed as an educational
694 continuum where the two complement each other and can be used by students to meet their needs
695 in different ways and at different stages of learning

696 697 **A Snapshot of Noncredit in the California Community Colleges**

698
699 A review of the role of noncredit in the California Community Colleges would be incomplete
700 without a better understanding of how noncredit currently operates in the system. A presentation
701 by the Educational Services Unit of the Chancellor's Office to the Board of Governors in
702 January 2005 provides a good overview based on 2003-2004 data. Of the 109 colleges in the
703 California Community College system, 98 offer at least one noncredit course. However, the
704 distribution of noncredit instruction is far from even. Noncredit has evolved differently at each
705 college and continues to be unique at each college that offers it. Twenty-two colleges comprise
706 68 percent of noncredit students and generate more than three-fourths of total noncredit FTES. In
707 2003/2004, the three largest noncredit programs were in the San Diego Community College
708 District (87,905 students), San Francisco City College District (61,817), and North Orange
709 County Community College District (60,038). Noncredit instruction, as described in the history
710 section above, is divided between community college and unified school districts, generally
711 delineated by formal or informal historical agreements. As explained earlier in this paper,
712 noncredit offered through unified school districts is labeled adult education. Of the 2 million
713 adults being served by both educational systems, 58%, or over 1.1 million students attend adult
714 education schools and over 800,000 students, attend noncredit in the community colleges.

715
716 In the community colleges, noncredit comprises about 10 percent of all instruction. In 2003-
717 2004, 17% of community college students enrolled only in noncredit courses, and 12% enrolled
718 in a combination of credit and noncredit courses. Of the nine areas authorized for apportionment
719 under Title 5, courses for older adults is the largest single area, comprising 24% of all courses
720 offered; short-term vocational courses come in second with 20% of the total; ESL is third with
721 19%; elementary/secondary basic skills is fourth with 16%; health and safety has 10%, and
722 courses for persons with substantial disabilities comprises 6%. The remaining areas have 2% or
723 less.

724
725 Courses in noncredit elementary/secondary basic skills are offered at most colleges that have
726 noncredit courses (87 out of the 98). For many colleges, however, this consists solely of
727 noncredit supervised tutoring courses which support credit courses. Short-term vocational
728 courses and courses for older adults are offered at 58 colleges; ESL at 49 colleges; courses for
729 persons with substantial disabilities at 42 colleges; and health and safety courses at 35.

730
731

Noncredit Instructional Area	Number of NC colleges		Number of Courses		Number of Sessions	
	Statewide Percentage		Statewide Percentage		Statewide Percentage	
Literacy Program:						
Basic Skills	87	89%	1,015	20%	5,595	16%
ESL	49	50%	458	9%	6,440	19%
Citizenship	21	21%	41	0.8%	228	1%
Workforce Preparation:						
Short-term vocational	58	59%	1,326	26%	6,924	20%
Family & Community Education						
Older Adults	58	59%	1,104	22%	8,402	24%
Home Economics	19	19%	203	4%	812	2%
Health and Safety	35	36%	469	9%	3,282	10%
Disabled	42	43%	252	5%	2,100	6%
Parenting	24	25%	160	3%	790	2%

(Noncredit Instruction – A Portal to the Future, Table 5, p 11)⁶

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743

The range of short-term noncredit vocational programs is broad and includes subjects such as architecture technician, financial planner, clothing construction, welding, hazardous waste, networking, meat cutting, upholstery, early childhood education, and medical assisting. Research conducted by the City College of San Francisco (Smith, 2006) shows the importance of noncredit to the statewide attainment of an associate of arts/science degree. While only 16% of students enrolled in credit coursework had previously taken noncredit coursework, 30% of those who attained an AA or AS had prior noncredit coursework. This holds true for every ethnic group and is especially true for Hispanic students, of whom 35% had prior noncredit coursework (excludes supervised tutoring).

Percentage of Community College students that have taken Noncredit Coursework		
Ethnicity	Of all students enrolled in credit – Fall 2004	Of all students who attained an AA or AS – Fall 2004
Hispanic	20%	35%
Asian/Pacific Islander	15%	31%
African-American	19%	31%
Other Non-White	17%	31%
Unknown	n/a	29%
Filipino	17%	29%
American Indian/Alaska Native	17%	28%
White Non-Hispanic	14%	25%
Total	16%	30%

744
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746
747

Data obtained through the MIS reports submitted by colleges for Fall 2004⁷ provides some information about the demographics of students in noncredit. (Datamart)

⁶ The chart groups the nine apportionment areas into three basic instructional areas: Literacy, Workforce Preparation and Short-term Vocational, and Family and Community Education. These are not official groupings, but the System Office uses this organization as a way to clarify the main areas of noncredit course offerings.

⁷ As of the writing of this paper, this was the latest group for which data was available through the Datamart.

Age/ Ethnicity	19 or less	20 to 24	25 to 29	30 to 34	35 to 39	40 to 49	50+	unknown	total
African-American	830	903	607	572	528	1131	2291	46	6908
American Indian/Alaskan Native	95	108	72	60	70	157	407	2	971
Asian	1843	3018	2054	2816	2681	5300	10659	134	28505
Filipino	478	519	300	273	229	468	1266	47	3580
Hispanic	8488	12911	10541	9047	7314	8983	8209	370	65863
Pacific Islander	130	97	56	56	49	74	154	2	618
Other Non-White	334	397	283	216	226	365	741	21	2583
White Non- Hispanic	2649	3313	2708	2835	2985	6997	44127	1021	66635
Unknown	1905	2186	1801	1758	1520	2733	17930	1552	31385
Total	16752	23452	18422	17633	15602	26208	85784	3195	207048

748

749 In terms of ethnicity, the largest single group of noncredit students is White Non-Hispanic, with
750 slightly over 32% of all students. The second largest group is Hispanic, with slightly under 32%.
751 Asians (not including Filipino or Pacific Islander) comprise 13.77% of all students, and African
752 Americans are 3.34%. Noncredit has a higher proportion of students of color than for the system
753 overall (36.47% White Non-Hispanic; 28.98% Hispanic; and 12.05% Asian), but a lower
754 percentage of African-American students (7.40% overall compared to 3.34% in noncredit).
755 Fifteen percent of students did not indicate their ethnicity.

756

757 While many people believe that recent high-school graduates comprise the largest group of
758 community college students, this is far from true in noncredit. Over 41% of all noncredit students
759 are 50 years of age or older with less than 20% under the age of 25. In the system as a whole,
760 under-25 comprises over 52% of community college students, while those 50+ comprise less
761 than 22%. The large number of older adults in noncredit correlates with the large numbers of
762 noncredit courses for older adults offered throughout the system.

763

764 Female noncredit students (60.74%) far outnumber male noncredit students (35.89%). For the
765 system overall, the sexes are more evenly balanced with 55.70% female and 43.11% male.
766 *Noncredit Instruction – A Portal to the Future* also points out that 23 percent of noncredit
767 students are immigrants, 15 percent dropped out of high school, and 5.35% self-identify as being
768 disabled; this points to the reality that noncredit serves the most under-prepared and generally
769 neediest populations in the state.

770

771 A request to the Technology, Research and Information Systems (TRIS) unit of the System
772 Office in Spring 2006 also provided demographic information about faculty that teach in
773 noncredit.

774

775 Fall 2005 data show 4,472 faculty teaching noncredit courses in the system (unduplicated
776 headcount). 87.7% were part-time. Women faculty (67.1%) far outnumber men (32.9%) in
777 noncredit, with similar proportions in both full-time and part-time ranks. In terms of teaching
778 load (rather than head count), part-time faculty comprise 83%.

779

780 While the headcount of full-time faculty is 548, many faculty teach in more than one noncredit
 781 area or teach in both noncredit and credit. As a result, the number of full-time equivalent faculty
 782 (FTEF) for noncredit faculty is 325.8. The highest concentration of full-time noncredit faculty is
 783 in English as a Second Language (TOP Codes 493080-493082) with 135.7 FTEF. Elementary
 784 and secondary basic skills (TOP Codes 493000-493021 and 493040-493072) have 57.0 FTEF.
 785 The rest is largely distributed among the vocational TOP Codes.
 786

Fall 2005 Unduplicated Headcount	Tenured / Tenure Track	%	Academic Temporary	%
American Indian / Alaskan Native	4	0.73%	22	0.56%
Asian	57	10.40%	321	8.18%
Black Non-Hispanic	34	6.20%	135	3.44%
Filipino	6	1.09%	46	1.17%
Hispanic	70	12.77%	515	13.12%
Other Non-White	3	0.55%	9	0.23%
Pacific Islander		0.00%	13	0.33%
Unknown	13	2.37%	95	2.42%
White Non-Hispanic	361	65.88%	2,768	70.54%
Total	548		3,924	

787
 788 In terms of ethnicity, White Non-Hispanics comprise the largest group of both full-time (65.9%)
 789 and part-time (70.5%) faculty. Hispanics make up 12.8% of full-time faculty and 13.1% of part-
 790 time faculty. Asians come in third with 10.4% of full-time faculty and 8.2% of part-time faculty,
 791 and Black Non-Hispanic represent 6.2% of full-time faculty and 3.44% of part-time faculty.
 792

Fall 2005 - Age Groups									
	<=34	35-39	40-44	45-49	50-54	55-59	60-64	65+	Unknown
Headcount of Employees Who Taught a Non-Credit Course									
Tenured / Tenure Track	11	32	54	81	112	131	86	41	
Academic Temporary	373	268	363	456	601	686	494	561	122

793
 794 Age data show that the majority of both full-time and part-time noncredit faculty tend to be age
 795 50 or older.
 796

797 While data submitted by the colleges provide some information about the status of noncredit in
 798 the California community colleges, the Educational Policies Committee of the Academic Senate
 799 had additional questions that such data could not answer. The Committee drafted a survey of the
 800 additional questions, and given that the bulk of noncredit was offered by a limited number of
 801 colleges, the Committee decided to administer the survey to the top 20 colleges either in terms of
 802 total noncredit FTES or in terms of relative size of the noncredit program at a college. The
 803 survey and the resulting list of 26 colleges surveyed can be found in Appendix A.
 804

805 To get a sense of the perceived importance of noncredit by the college, the Committee asked
 806 whether or not noncredit was specifically mentioned in college mission statements and/or
 807 strategic plans. Nine indicated explicit reference to noncredit in the mission statement, and
 808 several of the others mentioned that noncredit was referenced indirectly in statements about

809 lifelong learning. The reverse was true for strategic plans with 13 citing explicit references and
810 inclusion of noncredit.

811

812 Quote: “President has made this credit/noncredit equality a priority and
813 sets the tone for the campus.”

814

815 Quote: “Noncredit brings in 17% of the college funding, yet still has that
816 stepchild syndrome.”

817

818 The relative importance of noncredit was also reflected in the resources allocated to data
819 collection and monitoring of student progress and success. Fourteen colleges reported collection
820 of matriculation data on noncredit students, often only in areas which articulated with credit
821 instruction such as ESL and basic skills. All but two of the colleges collect demographic data,
822 but such data are not always compiled or analyzed. Only one college reported collecting success
823 data on noncredit students after they had transitioned from noncredit to credit. Only five reported
824 use of data for planning purposes.

825

826 A variety of matriculation services are available to noncredit students at the colleges surveyed,
827 and several of the colleges specifically cited categorical noncredit matriculation funds as the
828 reason. All colleges use such funds to provide counseling support. Most provide services for
829 students with disabilities. Twenty-two provide access to libraries and learning centers. Sixteen
830 provide tutoring support for noncredit courses (this does not include noncredit supervised
831 tutoring, which supports credit courses). Only nine offer financial aid, generally in the form of
832 book loans, transportation, and child care. Although there are no fees in noncredit, expenses for
833 books and transportation are major costs for students in both credit and noncredit. Many colleges
834 have a large part of their noncredit programs located off campus, but few mentioned how they
835 deliver matriculation services to off-campus noncredit students.

836

837 Quote: “Although student services are separate, we communicate closely
838 through scheduled meetings and additional meetings as needed. We have a
839 good integration and good working relationship with credit.”

840

841 As cited in the CCSF research above, linkages between noncredit and credit can provide an
842 important pathway for students from noncredit courses to credit vocational, transfer, and degree
843 programs. The System Strategic Plan echoes this idea, “Another important long term strategy is
844 to improve the collaboration and alignment between the colleges and their own noncredit
845 programs, as well as adult schools in the community.” (CCCBOG, 2006) Linkages exist on
846 different levels, and the quality of such linkages is variable. However, respondents generally
847 reported the need to build on existing or establish such linkages.

848

849 Quote: “Our ESL Program, in particular, works specifically to move
850 students from noncredit ESL to credit ESL, to regular vocational and
851 general education offerings.”

852

853 Quote: “...vocational noncredit faculty have worked with credit faculty to
854 better prepare voc. students for movement into certificate programs.”

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Quote: "... many in credit still have a lack of understanding and misperceptions about noncredit, who we are, who our students are, and the role we play in the district; there is competition where there needs to be collaboration."

Nineteen of the colleges surveyed use the same program review processes for credit and noncredit. A few link the review of credit and noncredit together for specific areas that overlap noncredit and credit such as basic skills and ESL. Only three cited program review processes specifically tailored to noncredit.

Accreditation is generally handled in conjunction with credit programs. However, three colleges report that the noncredit area is not formally reviewed in the accreditation process as a separate area. Two respondents have a separate accreditation through WASC Adult Schools. In addition, some noncredit short-term vocational programs in areas such as health care are subject to vocation-specific accreditation standards.

All colleges reported that noncredit course approval follows the same processes as for credit course approval. However, several cited the lack of noncredit membership on curriculum committees and the concomitant lack of understanding of noncredit courses overall. While credit program and course development is primarily initiated and developed by faculty, only seven of the colleges surveyed indicate that this is true in noncredit. Most of the others had managers and faculty involved in program and course development and some had credit faculty developing noncredit curriculum.

The lack of noncredit faculty on curriculum committees and taking the lead in curriculum development is not surprising when one considers the ratio of full-time to part-time faculty. The Committee's survey seems to suggest a ratio even worse than that provided by System Office data, approximately 1:20, rather than the 1:9 cited above. In addition, not captured in the System Office data is the fact that many colleges have no dedicated full-time noncredit faculty at all. Nine of the colleges reported no full-time noncredit faculty; two reported one full-time faculty member only by virtue of the fact that a credit faculty member was teaching part of his/her load in noncredit. In the open-ended section of the survey, lack of full-time faculty to carry out programmatic responsibilities was the number one unmet need cited by respondents.

Quote: "The small number of Full-time faculty impedes program development and expansion, as well as the level of participation in the college community as a whole."

Quote: "Full-time faculty - can't run a program without them, still hard to convince college of the need."

Quote: "Would likely push for more full-time faculty positions, but the district would oppose this."

900 While the determination of the workload for a full-time faculty member is a bargaining issue,
901 current practices at some colleges also raise concerns for the ability of faculty to meaningfully
902 participate in college governance and curriculum development. There are also impacts on a
903 faculty member's ability to adequately prepare for classes and provide evaluation and feedback
904 to students. For some colleges, full-time teaching loads for noncredit faculty are equal to that for
905 full-time credit faculty. However, ten of the colleges report a full-time load of 25 to 30
906 instructional contact hours per week. Because several of the colleges have no full-time faculty, a
907 full-time load needs to be interpolated from the maximum part-time load. In such cases, the
908 interpolated load is 35 hours per week based on a maximum part-time load of 21 hours. Loads
909 also vary depending on the program and whether or not a faculty member is teaching in both
910 credit and noncredit at the same time.

911
912 For colleges with full-time noncredit faculty, the pay scale is usually the same as for credit
913 faculty (13 of 16 colleges). However, 16 colleges reported that part-time pay for noncredit is
914 lower than for credit. Whether or not this is connected with union representation of noncredit
915 faculty is unclear given the various arrangements at the colleges surveyed. Eleven colleges have
916 bargaining units that represent all faculty, credit and noncredit/full- and part-time, together. Five
917 have representation for full-time faculty, credit and noncredit, separate from representation for
918 part-time faculty, credit and noncredit. Other arrangements include separate representation for all
919 noncredit faculty, separate representation only for noncredit part-time faculty, no representation
920 only for faculty teaching in a specific noncredit area, or no representation for any noncredit
921 faculty at all (3 colleges).

922
923 The vast majority of noncredit programs primarily use the minimum qualifications for noncredit
924 faculty (as described above), but two colleges use the same minimum qualifications for noncredit
925 faculty as for credit faculty, where applicable.

926
927 In addition to the need for more full-time faculty, the two unmet needs most often mentioned by
928 respondents were the need for adequate funding for noncredit and the need for facilities for
929 faculty, staff, and courses. With additional resources, most programs would expand their
930 offerings in response to present demand from their communities and hire more full-time faculty.
931 It seems clear that the lack of adequate funding is tied to the lack of full-time faculty and
932 physical resources, and contributes to the many challenges noncredit is dealing with.

933 934 **Recommendations**

935
936 Many colleges offer few or no noncredit courses, and of those that do, the full potential of
937 noncredit may not yet be exploited. While noncredit courses may not serve the needs of all
938 colleges, we hope that the information provided in this paper will encourage colleges to re-
939 examine the role that noncredit might play in a college's mission and service to its community.

940
941 As with the California community college system as a whole, the issues facing noncredit are
942 varied and often inter-related. Based on the responses to the survey conducted by the Educational
943 Policies Committee and related research, the Academic Senate for California Community
944 Colleges makes the following recommendations.

945

946 On a statewide level:

947

948 1. The Academic Senate for California Community Colleges should seek to better integrate the
949 concerns and viewpoints of noncredit faculty and programs into its discussions and work through
950 involvement of noncredit faculty in its committees and appointments.

951

952 2. The Academic Senate for California Community Colleges should work with the System Office
953 on a plan to increase the number of full-time noncredit faculty in the system and the employment
954 of full-time noncredit faculty in all noncredit programs.

955

956 3. The Academic Senate for California Community Colleges should promote the role that
957 noncredit can play as a pathway to credit instruction and encourage the local articulation and
958 linkages between credit and noncredit that creates these pathways.

959

960 4. The Academic Senate for California Community Colleges should continue to advocate for
961 increases in noncredit funding to expand support for instruction in all approved noncredit areas.

962

963 5. Given the multitude of issues related to noncredit that need to be addressed, including
964 investigation of the wide variety of issues raised in the noncredit survey conducted for this paper,
965 the Academic Senate should establish an ad hoc committee on Noncredit.

966

967 On a local level:

968

969 6. Local senates should seek to better integrate the concerns and viewpoints of noncredit faculty
970 and programs into its discussions and work through involvement of noncredit faculty in the local
971 senate, its committees and appointments.

972

973 7. Local senates should work through local planning and budget processes and hiring processes
974 to increase the number of full-time faculty serving noncredit programs and instruction.

975

976 8. Local senates should work through local planning and budget processes to ensure that
977 augmentations in noncredit funding are used to expand support for noncredit programs and
978 instruction at their colleges and districts.

979

980 9. Local senates should work with their curriculum committees and faculty to encourage much
981 needed and beneficial articulation and linkages between their colleges' noncredit and credit
982 programs to encourage and facilitate the movement of students from noncredit to credit.

983

984 10. Local senates should work with their colleges and districts to encourage and support data
985 collection on noncredit programs and students in order to better ascertain needs and provide
986 documentation of the benefits of noncredit programs and instruction.

987

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989

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 1021

1022 **Appendices**

1023 A. Academic Senate Noncredit Program Survey

- 1024
 1025
 1026 1. Is noncredit instruction specifically mentioned in your college/district mission
 1027 statement(s)?

1028
 1029 If yes, please provide the statement(s).
 1030

- 1031 2. Is noncredit included in your college/district strategic plan(s)?
 1032

1033 If yes, what was your faculty senate's role in making sure that noncredit was included in the
 1034 plan(s)?
 1035

- 1036 3. Do you collect data on matriculation of noncredit students into credit programs?
 1037 a. No

- 1038 b. Yes (If yes, indicate number/percentages)_____
- 1039
- 1040 4. Do you collect other types of data on noncredit students?
- 1041 a. No
- 1042 b. Yes (Describe types of data collected)_____
- 1043 c. Describe how this data is used _____
- 1044
- 1045 5. How are noncredit programs and courses developed?
- 1046 a. primarily by managers
- 1047 b. primarily by faculty
- 1048 c. by both managers and faculty working together
- 1049 d. other (Describe) _____
- 1050
- 1051 6. How is program review of your noncredit programs handled? (Indicate all that apply)
- 1052 a. similar to that for credit programs
- 1053 b. specifically tailored to noncredit
- 1054 c. formally approved by faculty
- 1055 d. other (Describe) _____
- 1056
- 1057 7. What is the role of the faculty senate and/or curriculum committee in noncredit program
- 1058 and course development and program review?
- 1059
- 1060 8. Which factors influence program development? (Indicate all that apply)
- 1061 a. local community needs
- 1062 b. demographics
- 1063 c. business/vocational development needs/trends
- 1064 d. credit division needs/requirements
- 1065 e. other (Describe) _____
- 1066
- 1067 9. Is your noncredit curriculum development and approval process the same as for credit? If
- 1068 not , please explain:_____
- 1069
- 1070 10. Which student support services are offered/available to noncredit students? How are
- 1071 support services handled at off-campus sites?
- 1072 a. Matriculation
- 1073 b. counseling
- 1074 c. services for students with disabilities (DSPPS)
- 1075 d. financial aid
- 1076 e. library/learning resource center
- 1077 f. tutoring
- 1078 g. other (Describe) _____
- 1079
- 1080 11. Are student support services for noncredit students reviewed as a part of your regular
- 1081 student services review?
- 1082
- 1083 12. Please indicate the composition of the faculty in your noncredit program:

- 1084 a. number of full-time faculty
1085 b. number of part-time faculty
1086
1087 13. Do you have faculty that teach in both noncredit and credit programs/classes?
1088 a. No
1089 b. Yes (Please indicate approximate number)
1090
1091 14. What is the full-time workload for a noncredit faculty member?
1092 a. 10 hours/week
1093 b. 15 hours/week
1094 c. 20 hours/week
1095 d. 25 hours/week
1096 e. 30 hours/week
1097 f. other (Please specify) _____
1098

1099 **If the college has no full-time faculty in noncredit, skip to Question 17.**
1100

- 1101 15. Are FT noncredit faculty required to maintain regular office hours?
1102 a. No
1103 b. Yes
1104
1105 If yes, how many hours per week? _____
1106
1107 16. Do FT noncredit faculty have offices or shared faculty office/work area on campus?
1108 a. Yes
1109 b. No
1110
1111 17. Are PT noncredit faculty required to maintain regular office hours?
1112 a. No
1113 b. Yes
1114
1115 If yes, how are office hours assigned?
1116
1117 18. Do PT faculty have faculty offices or a shared faculty office/work area?
1118 a. Yes
1119 b. No
1120
1121 19. Are noncredit faculty supported by your college's faculty development program?
1122 a. Yes
1123 b. No
1124 c. My college currently has no faculty development program
1125
1126 20. Which apply to the noncredit faculty pay scale?
1127 a. noncredit FT same as credit FT
1128 b. noncredit FT higher than credit FT
1129 c. noncredit FT lower than credit FT

- 1130 d. noncredit PT same as credit PT
- 1131 e. noncredit PT higher than credit PT
- 1132 f. noncredit PT lower than credit PT
- 1133
- 1134 21. Describe union representation of your noncredit faculty
- 1135 a. all faculty (FT & PT) in credit and noncredit represented by
- 1136 same bargaining unit
- 1137 b. all FT faculty (credit & noncredit) represented by one
- 1138 bargaining unit AND all PT faculty (credit & noncredit) represented by another
- 1139 bargaining unit
- 1140 c. Credit division faculty represented by one bargaining group
- 1141 AND noncredit faculty represented by another bargaining unit
- 1142 d. Credit division faculty represented by a bargaining group, but
- 1143 noncredit faculty is not represented by any bargaining group
- 1144 e. other (Describe)
- 1145 _____
- 1146
- 1147 22. How is accreditation for your noncredit program handled? (Indicate all that apply)
- 1148 a. noncredit program not formally accredited
- 1149 b. parts of noncredit programs have separate subject specific accreditations (i.e.
- 1150 vocational areas)
- 1151 c. in conjunction with accreditation for credit program
- 1152 d. separately from credit program
- 1153 e. through ACCJC
- 1154 f. through WASC
- 1155
- 1156 23. Which minimum qualifications do you use for hiring noncredit faculty?
- 1157 a. the same as for credit faculty, where applicable
- 1158 b. the minimum qualifications specifically for noncredit faculty (usually BA only;
- 1159 no MA required)
- 1160 c. other (Describe) _____
- 1161
- 1162 24. If you offer short-term noncredit vocational programs, could you provide the major areas
- 1163 in which you offer courses?
- 1164
- 1165 25. What is the relationship between your noncredit program and local adult education (K-
- 1166 12) program? (Indicate all that apply)
- 1167 a. We follow a delineation of function agreement.
- 1168 b. We articulate between adult education and noncredit.
- 1169 c. The community college is the primary provider of noncredit adult education.
- 1170 d. The K-12 system is the primary provider of (noncredit) adult education.
- 1171 e. The community college and K-12 system share pretty much equally the provision
- 1172 of (noncredit) adult education.
- 1173
- 1174 26. What unmet needs do you have in your noncredit program?
- 1175

- 1176 27. Describe how your noncredit program is integrated/articulated with your credit program.
 1177
 1178 28. If noncredit received a rate enhancement, even if limited to basic skills, ESL and
 1179 workforce preparation, or received funding equal to the rate for credit courses, do you
 1180 think your college/district would expand or change the noncredit program? What kinds of
 1181 changes would you foresee?
 1182
 1183 29. What other concerns or comments would you like to share about noncredit issues?
 1184

1185 **Colleges Surveyed**

1186 Note: College selection was based on MIS data available on the Datamart. It has since come to
 1187 the Committee’s attention that use of 320 reports and corrected MIS data would produce a
 1188 slightly different list of colleges.
 1189

District	College
Marin CCD	Marin Continuing
North Orange CCD	North Orange Adult
Rancho Santiago CCD	Santiago Canyon and Santa Ana
San Diego CCD	San Diego Adult
San Francisco CCD	San Francisco Ctrs
Santa Barbara CCD	Santa Barbara Cont
Coast CCD	Coastline
Monterey CCD	Monterey
Mt.San Antonio CCD	Mt San Antonio
Sonoma CCD	Santa Rosa
Merced CCD	Merced
Glendale CCD	Glendale
Butte CCD	Butte
Grossmont CCD	Cuyamaca
MiraCosta CCD	MiraCosta
Palo Verde CCD	Palo Verde
Los Angeles CCD	LA Swest
Allan Hancock CCD	Allan Hancock
Napa CCD	Napa
Gavilan CCD	Gavilan
Citrus CCD	Citrus
Los Angeles CCD	LA City
Pasadena CCD	Pasadena
Palomar CCD	Palomar
South Orange Co CCD	Saddleback
Long Beach CCD	Long Beach

1190
 1191
 1192 **B. Regulations Pertaining to Noncredit**
 1193

1194 Note: Minimum qualifications for counselors and librarians are the same for both credit and
 1195 noncredit.
 1196

1197 **§53412. Minimum Qualifications for Instructors of Noncredit Courses.**

1198 Except as provided elsewhere in this article, the minimum qualifications for service as a
1199 faculty member teaching a noncredit course shall be the same as the minimum qualifications
1200 for credit instruction in the appropriate discipline, or as follows:

- 1201 (a) For an interdisciplinary noncredit basic skills course, a bachelor's in any social science,
1202 humanities, mathematics, or natural science discipline or in liberal studies, as
1203 appropriate for the course.
- 1204 (b) For a noncredit basic skills course in mathematics, a bachelor's in mathematics.
- 1205 (c) For a noncredit basic skills course in reading and/or writing, either: a bachelor's degree in
1206 English, literature, comparative literature, composition, linguistics, speech, creative
1207 writing, or journalism; or a bachelor's degree in any discipline and twelve semester units
1208 of coursework in teaching reading.
- 1209 (d) For a noncredit course in citizenship, a bachelor's degree in any discipline, and six
1210 semester units in American history and institutions.
- 1211 (e) For a noncredit course in English as a second language (ESL), any one of the following:
 - 1212 (1) A bachelor's degree in teaching English as a second language, or teaching English to
1213 speakers of other languages.
 - 1214 (2) A bachelor's degree in education, English, linguistics, applied linguistics, any foreign
1215 language, composition, bilingual/bicultural studies, reading, or speech; and a
1216 certificate in teaching English as a second language, which may be completed
1217 concurrently during the first year of employment as a noncredit instructor.
 - 1218 (3) A bachelor's degree with any of the majors specified in subparagraph (2) above; and
1219 one year of experience teaching ESL in an accredited institution; and a certificate in
1220 teaching English as a second language, which may be completed concurrently during
1221 the first two years of employment as a noncredit instructor.
 - 1222 (4) Possession of a full-time, clear California Designated Subjects Adult Education
1223 Teaching Credential authorizing instruction in ESL.
- 1224 (f) For a noncredit course in health and safety, a bachelor's degree in health science, health
1225 education, biology, nursing, dietetics, or nutrition; or an associate degree in any of those
1226 subjects, and four years of professional experience related to the subject of the course
1227 taught.
- 1228 (g) For a noncredit course in home economics, a bachelor's degree in home economics, life
1229 management, family and consumer studies, dietetics, food management interior design,
1230 or clothing and textiles; or an associated degree in any of those subjects, and four years
1231 of professional experience related to the subject of the course taught.
- 1232 (h) For a noncredit course intended for older adults, either pattern (1) or pattern (2)
1233 following:
 - 1234 (1) A bachelor's degree with a major related to the subject of the course taught, and either
1235 (A) or (B) below:
 - 1236 (A) Thirty hours or two semester units of course work or class work in understanding the
1237 needs of the older adult taken at an accredited institution of higher education or
1238 approved by the district. This requirement may be completed concurrently during the
1239 first year of employment as a noncredit instructor. (B) One year of professional
1240 experience working with older adults. (2) An associate degree with a major related to
1241 the subject of the course taught; and two years of occupational experience related to
1242 the subject of the course taught; and sixty hours or four semester units of coursework
1243 or classwork in understanding the needs of the older adult, taken at an accredited

1244 institution of higher education or approved by the district. This last requirement may
1245 be completed concurrently during the first year of employment as a noncredit
1246 instructor. (i) For a noncredit course in parent education, a bachelor's degree in child
1247 development, early childhood education, human development, family and consumer
1248 studies with a specialization in child development or early childhood education,
1249 educational psychology with a specialization in child development, elementary
1250 education, psychology, or family life studies; and two years of professional
1251 experience in early childhood programs or parenting education. (j) For a short-term
1252 noncredit vocational course, any one of the following: (1) A bachelor's degree; and
1253 two years of occupational experience related to the subject of the course taught. (2)
1254 An associate degree; and six years of occupational experience related to the subject
1255 of the course taught. (3) Possession of a full-time, clear California Designated
1256 Subjects Adult Education Teaching Credential authorizing instruction in the subject
1257 matter. (4) For courses in an occupation for which the district offers or has offered
1258 apprenticeship instruction, the minimum qualifications for noncredit apprenticeship
1259 instructors in that occupation, as specified in Section 53413.
1260

1261 **NOTE:** Authority cited: Sections 70901 and 87356, Education Code. Reference: Sections
1262 70901(b)(1)(B) and 87356, Education Code.
1263
1264

1265 **§53413. Minimum Qualifications for Apprenticeship Instructors.**

- 1266 (a) Until July 1, 1995, the minimum qualifications for service as a community college faculty
1267 member teaching credit or noncredit apprenticeship courses shall be satisfied by meeting
1268 both of the following requirements:
- 1269 (1) Six years of occupational experience in an apprenticeable trade, including at least two
1270 years at the journeyman level; and
 - 1271 (2) Sixty clock hours or four semester units of instruction in materials, methods, and
1272 evaluation of instruction. This requirement may be satisfied concurrently during the
1273 first year of employment as an apprenticeship instructor.
- 1274 (b) On or after July 1, 1995, the minimum qualifications for service as a community college
1275 faculty member teaching credit apprenticeship courses shall be satisfied by meeting one
1276 of the following two requirements:
- 1277 (1) Possession of an associate degree, plus four years of occupational experience in the
1278 subject matter area to be taught; or
 - 1279 (2) Six years of occupational experience, a journeyman's certificate in the subject matter
1280 area to be taught, and completion of at least eighteen (18) semester units of degree
1281 applicable college level course work, in addition to apprenticeship credits.
- 1282 (c) On or after July 1, 1995, the minimum qualifications for service as a community college
1283 faculty member teaching noncredit apprenticeship courses shall be either of the
1284 following:
- 1285 (1) The minimum qualifications for credit apprenticeship instruction as set forth in this
1286 section, or
 - 1287 (2) A high school diploma; and six years of occupational experience in the occupation to be
1288 taught including at least two years at the journeyman level; and sixty clock hours or
1289 four semester units in materials, methods, and evaluation of instruction. This last

1290 requirement may be satisfied concurrently during the first year of employment as an
1291 apprenticeship instructor.

1292 **NOTE:** Authority cited: Sections 70901 and 87356, Education Code. Reference: Sections
1293 70901(b)(1)(B), 87356 and 87357, Education Code.

1294

1295 **§53414. Minimum Qualifications for Disabled Students Programs and Services Employees.**

- 1296 (a) The minimum qualifications for service as a community college counselor of students
1297 with disabilities shall be satisfied by meeting one of the following requirements;
- 1298 (1) Possession of a master's degree, or equivalent foreign degree, in rehabilitation
1299 counseling, or
- 1300 (2) Possession of a master's degree, or equivalent foreign degree, in special education, and
1301 twenty four or more semester units in upper division or graduate level course work in
1302 counseling, guidance, student personnel, psychology, or social work; or
- 1303 (3) A master's degree in counseling, guidance, student personnel, psychology, career
1304 development, or social welfare; and either twelve or more semester units in upper
1305 division or graduate level course work specifically in counseling or rehabilitation of
1306 individuals with disabilities, or two years of full-time experience, or the equivalent, in
1307 one or more of the following;
- 1308 (A) Counseling or guidance for students with disabilities; or
- 1309 (B) Counseling and/or guidance in industry, government, public agencies, military or
1310 private social welfare organizations in which the responsibilities of the position
1311 were predominantly or exclusively for persons with disabilities.
- 1312 (b) The minimum requirements for service as a community college faculty member teaching
1313 a credit course in adapted physical education shall be the minimum qualifications for an
1314 instructor of credit physical education, and fifteen semester units of upper division or
1315 graduate study in adapted physical education.
- 1316 (c) The minimum requirements for service to work with students with speech and language
1317 disabilities shall be satisfied by meeting the following requirements:
- 1318 (1) Possession of a master's degree, or equivalent foreign degree, in speech pathology and
1319 audiology, or in communication disorders; and
- 1320 (2) Licensure or eligibility for licensure as a speech pathologist or audiologist by the
1321 Medical Board of California.
- 1322 (d) Except as provided in Subsections (a) through (c) above, the minimum requirements for
1323 service as a community college faculty member to provide credit specialized instruction
1324 for students with disabilities shall be satisfied by meeting the following requirements:
- 1325 (1) Possession of a master's degree, or equivalent foreign degree, in the category of
1326 disability, special education, education, psychology, educational psychology, or
1327 rehabilitation counseling; and
- 1328 (2) Fifteen semester units of upper division or graduate study in the area of disability, to
1329 include, but not be limited to:
- 1330 (A) Learning disabilities;
- 1331 (B) Developmental disabilities;
- 1332 (C) Deaf and hearing impaired;
- 1333 (D) Physical disabilities; or
- 1334 (E) Adapted computer technology.

- 1335 (e) The minimum qualifications for service as a faculty member to provide noncredit
1336 specialized instruction for students with disabilities shall be any one of the following:
1337 (1) The minimum qualifications for providing credit specialized instruction for students
1338 with disabilities as specified in this section.
1339 (2) A bachelor's degree with any of the following majors: education of students with
1340 specific or multiple disabilities; special education; psychology; physical education
1341 with an emphasis in adaptive physical education; communicative disorders;
1342 rehabilitation; computer-based education; other computer-related majors which
1343 include course work on adapted or assistive computer technology for students with
1344 disabilities; other majors related to providing specialized instruction or services to
1345 persons with disabilities.
1346 (3) An associate degree with one of the majors specified in subparagraph (2) above; and
1347 four years of experience providing specialized instruction or services to persons in the
1348 disability category or categories being served.
1349 (4) For noncredit vocational courses, an associate degree or certificate of training; and
1350 four years of occupational experience related to the subject of the course taught; and
1351 two years of experience providing specialized instruction or services to persons in the
1352 disability category being served.

1353 **NOTE:** Authority cited: Sections 70901 and 87356, Education Code. Reference: Sections
1354 70901(b)(1)(B) and 87356, Education Code
1355

1356 **§55002. Standards and Criteria for Courses and Classes.** 1357

1358 (c) **Noncredit Course.** A noncredit course is a course which, at a minimum, is recommended by
1359 the college and/or district curriculum committee (the committee described and established under
1360 subdivision (a)(1) of this section) and approved by the district governing board as a course
1361 meeting the needs of enrolled students.

- 1362 (1) **Standards for Approval.** The college and/or district curriculum committee shall
1363 recommend approval of the course if the course treats subject matter and uses resource
1364 materials, teaching methods, and standards of attendance and achievement that the
1365 committee deems appropriate for the enrolled students. In order to be eligible for state
1366 apportionment, such courses are limited to the categories of instruction listed in
1367 Education Code section 84757 and must be approved by the Chancellor's Office
1368 pursuant to section 55150.
1369 (2) **Course Outline of Record.** The course is described in a course outline of record that
1370 shall be maintained in the official college files and made available to each instructor.
1371 The course outline of record shall specify the scope, objectives, contents, instructional
1372 methodology, and methods of evaluation for determining whether the stated objectives
1373 have been met.
1374 (3) **Conduct of Course.** All sections of the course are to be taught by a qualified instructor
1375 in accordance with the set of objectives and other specifications defined in the course
1376 outline of record.

1377 **NOTE:** Authority cited: Sections 66700 and 70901, Education Code. Reference: Section 70901,
1378 Education Code
1379

1380 C. Academic Senate Noncredit Resolutions

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5.04 Full-time Faculty for Noncredit

Fall 1998

Whereas ten percent of California community colleges' FTES is provided through noncredit courses, and

Whereas there is currently a \$40 million Budget Change Proposal for hiring full-time faculty in credit programs for 1999-2000, and

Whereas there is a plan for the California Community Colleges to continue to request a Budget Change Proposal of \$40 million in each of the next 5 years to hire full-time credit faculty for a total of \$200 million,

Resolved that the Academic Senate request that the Board of Governors include a \$4 million Budget Change Proposal for the fiscal year 1999 - 2000 in the system proposal to fund the hiring of noncredit full-time faculty, and

Resolved that the Academic Senate continue to request a \$4 million Budget Change Proposal for each of the following 4 years for a total of \$20 million directed towards the hiring of full-time noncredit faculty.

9.05 Noncredit Instruction and Shared Governance

Fall 1989

Whereas the principle of shared governance means that those who are governed participate in the governance, and

Whereas many noncredit faculty teach, counsel, or provide library services in districts where there is scant provision for their self-representation on professional and academic matters,

Resolved that the Academic Senate for California Community Colleges work with noncredit faculty and local senates to ensure that noncredit faculty are fully represented on local senates.

9.03 Increasing Full-Time Noncredit Faculty

Spring 1990

Resolved that the Academic Senate for California Community Colleges support the position that the ratio of full-time faculty in noncredit programs be substantially increased.

6.01 Program Review

Spring 1992

1426
1427 Resolved that the Academic Senate for California Community Colleges direct the
1428 Executive Committee to develop a model program review policy for consideration at a
1429 future session, and

1430
1431 Resolved that the Academic Senate for California Community Colleges direct that the
1432 following issues, among others, be considered for inclusion within that model: a. Class
1433 size and its effect on instructional quality; b. The appropriate mix among transfer,
1434 vocational, basic skills, and noncredit courses; c. Considerations of the quality of
1435 instruction as well as issues of productivity; d. Facilities considerations; e. Connecting
1436 the outcomes of program review with the college and district budgets; f. Contribution to
1437 the community based on student success in job placement.

1438 1439 **6.01 Noncredit Curricular Standards**

1440 Fall 1993

1441
1442 Whereas AB 1725 recognizes the noncredit programs as part of the mission and goals of
1443 the California Community Colleges, and

1444
1445 Whereas while the course offerings to the noncredit student do differ, they often parallel
1446 the college's credit offerings, and

1447
1448 Whereas it is in the best interest of the student, the college, and the State of California to
1449 assure that the noncredit courses include consideration of Title 5 standards of integrity
1450 and success, and

1451
1452 Whereas presently Title 5 language, Section 55002 is not specific and leaves doubt that it
1453 includes noncredit courses,

1454
1455 Resolved that the Academic Senate for California Community Colleges reaffirm its
1456 position that noncredit programs are appropriately placed in the community college
1457 system and are an integral and important part of the mission, and

1458
1459 Resolved that the Academic Senate for California Community Colleges affirm that AB
1460 1725 recognition of faculty's responsibility for curricular development and Title S's
1461 educational standards such as faculty-student interaction, integrity in student assessment,
1462 critical thinking and writing standards also applies to noncredit course offerings as well
1463 as to credit courses, and

1464
1465 Resolved that the Academic Senate for California Community Colleges encourage local
1466 senates, where noncredit programs exist, to ensure the intent of AB 1725 by including
1467 noncredit faculty and courses in the local curriculum process.

1468 1469 **17.04 Data Collection of Noncredit Students**

1470 Spring 1994

1471

1472 Whereas data on noncredit students and on student services for noncredit students are not
1473 being collected statewide, and

1474
1475 Whereas noncredit programs are serving a growing population in our state, and

1476
1477 Whereas noncredit students in many districts have historically been excluded from
1478 student service programs which improve successful matriculation to further educational
1479 pursuits,

1480
1481 Resolved that the Academic Senate request the Chancellor's Office to include noncredit
1482 students and faculty in all data which is collected regarding student services, and

1483
1484 Resolved that the Academic Senate ask the Chancellor's Office to revise their forms to
1485 include data on noncredit students in the nine apportionment program categories to
1486 facilitate the movement of students from noncredit to credit courses,

1487
1488 Resolved that the Academic Senate recommend to the Chancellor's Office that when
1489 plans vital to the success and access of students are proposed (such as the Student Equity
1490 Plan) and when major sources of funding for student services are proposed (such as
1491 matriculation funds) these plans and funding apply to noncredit students as well.

1492 **17.05 Noncredit Student Services**

1493 Spring 1994

1494
1495 Resolved that the Academic Senate reaffirm Resolution 6.01 (F93) which states the
1496 importance of the noncredit programs within the California Community Colleges, and

1497
1498 Resolved that the Academic Senate direct the Executive Committee to prepare a paper on
1499 student services available to noncredit students within the community colleges, and

1500
1501 Resolved that the Academic Senate direct the Executive Committee to include in the
1502 paper, a report on the progress made addressing the matriculation issues asked for by the
1503 adoption of Resolution 10.01 (F91).

1504 **8.02 Role of Counseling Faculty in Noncredit Programs**

1505 Fall 1994

1506
1507 Resolved that the Academic Senate for California Community Colleges urge local
1508 senates that when the role (knowledge. competencies. skills) of counseling faculty in the
1509 California community college system is referred to or discussed, that role is inclusive of
1510 counseling faculty in noncredit programs.

1511
1512 **19.04 75:25 Survey**

1513 Fall 1994

1514
1515 Whereas the spirit of 75:25 full-time/part-time faculty ratio for credit instruction goal

1516 implied district support for a core of full-time faculty, and

1517
1518 Whereas the full-time/part-time noncredit ratio of instruction throughout the state is
1519 currently not known,

1520
1521 Resolved that the Academic Senate for California Community Colleges direct the
1522 Executive Committee to initiate a survey of current full-time/part-time faculty ratios, both
1523 credit and noncredit of each community college, including division and departments, and
1524 the results be presented at a future session.

1525
1526 **5.01 Noncredit Funding**

1527 Fall 1997

1528 Whereas California community colleges are facing a funding problem that affects our
1529 instructional programs in noncredit and impacts our students every day, and

1530
1531 Whereas the current noncredit FTES allocation of \$1,786 is inadequate to address the
1532 needs of noncredit students, and

1533
1534 Whereas the current ADA allocation for adult education is \$1,924, and

1535
1536 Whereas there is currently an opportunity to solve this problem in the Governor's budget
1537 for next year,

1538
1539 Resolved that the Academic Senate urge the Governor and the legislature to increase
1540 California Community Colleges' noncredit FTES funding rate to equal adult education in
1541 order to meet the educational needs of noncredit students.

1542
1543 **9.12 Noncredit Courses, Programs, and Awards**

1544 Fall 1997

1545
1546 Whereas all noncredit courses must currently be approved by the Chancellor's Office in
1547 addition to the local review and approval process, and

1548
1549 Whereas no Title 5 Regulation provisions currently exist to establish noncredit programs,
1550 and

1551
1552 Whereas the importance of serving students through noncredit programs has been
1553 growing in addressing the educational needs of California Work for Opportunity and
1554 Responsibility for Kids (CalWORKs) recipients, the immigrant population, and many
1555 others,

1556
1557 Resolved that the Academic Senate urge the Board of Governors to authorize that
1558 noncredit courses and programs be reviewed and approved following the local curriculum
1559 process and without the need for the Chancellor's Office approval.

1560 **18.01 Noncredit Matriculation**

1561 Fall 1997

1562
1563 Whereas the Legislature has appropriated \$10 million for noncredit matriculation for
1564 1997-98, and the Chancellor's Office has asked for another\$12 million for 1998-99, and
1565

1566 Whereas such appropriations represent the first time that noncredit matriculation has been
1567 funded and, indeed, the 1997-98 funding was not based on a proposal by the community
1568 college system and thus no plans exist for its expenditure, and
1569

1570 Whereas the Academic Senate has long been committed to matriculation services and
1571 quality noncredit programs,
1572

1573 Resolved that the Academic Senate request of the Chancellor's Office full participation
1574 by the Academic Senate in the development of the noncredit matriculation program and
1575 funding guidelines, and
1576

1577 Resolved that the Academic Senate urge the Board of Governors to modify its 1998-99
1578 noncredit matriculation budget change proposal (BCP) from a 1:3 state: district match to
1579 a1:1 match in line with the 1997-98 legislative budget language, and
1580

1581 Resolved that the Academic Senate urge the Board of Governors to include in its
1582 requirements for expenditure of noncredit matriculation funds that districts be prohibited
1583 from supplanting existing funds and be required to report how both the state
1584 appropriation and district match are spent, and
1585

1586 Resolved that the Academic Senate urge the Board of Governors to include a requirement
1587 for adequate support of counseling faculty positions, of which 75% should be full-time,
1588 in the requirements for district noncredit matriculation programs.

1589 **5.02 Increase in Noncredit Funding**

1590 Fall 2004

1591
1592 Whereas, There currently exists a funding disparity between noncredit and credit funding,
1593 as the current rate of apportionment funding for noncredit is approximately 56% of the
1594 credit rate and does not provide adequate funding for program elements that are critical to
1595 the success of noncredit students, such as full-time faculty, general support costs, office
1596 hours, libraries, learning resources centers, and tutors;
1597

1598 Resolved, That the Academic Senate for the California Community Colleges support
1599 efforts to remedy the disparity between non-credit and credit funding without taking
1600 away from the current level of credit funding.
1601

1602 **5.02 Concerns about Unequal Funding**

1603 Spring 2006

1604

1605 Whereas, Both credit and noncredit programs and courses play a crucial role in offering a
1606 full spectrum of educational opportunities to address the needs of a state population that is
1607 diverse, aging, under-prepared, under-educated, and under-employed;
1608

1609 Whereas, Although the Academic Senate for California Community Colleges supports
1610 efforts to remedy the disparity in funding between credit and noncredit courses and
1611 programs (5.02 F04) and recognizes that increasing noncredit funding to parity may need
1612 to be done in steps, the unequal noncredit funding proposal incorporated into SB361 may
1613 have an adverse effect on lower-funded noncredit program areas by reducing support for
1614 those areas, thereby reducing the diversity of programs and courses needed by current and
1615 future populations; and
1616

1617 Whereas, The proposed inequality of funding within noncredit sets a troubling precedent
1618 for further divisions of funding among our educational systems;
1619

1620 Resolved, That the Academic Senate for California Community Colleges affirm that both
1621 credit and noncredit students need comprehensive, diverse, wide-reaching, and accessible
1622 educational programs and courses in order to meet the needs of a current and future
1623 student population that is increasingly diverse, aging, under-prepared, under-employed,
1624 and under-educated; and
1625

1626 Resolved, That the Academic Senate for California Community Colleges communicate its
1627 philosophical concern to appropriate government bodies (such as the Board of Governors,
1628 Consultation Council, the Legislature, etc.) about the potential adverse effects of unequal
1629 funding within and between credit and noncredit courses and programs on student access,
1630 student educational needs fulfillment, and student educational opportunities.