

CIO NEWS AND VIEWS

The Newsletter of the CCCCIO
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ISSUE PAPER: NONCREDIT INSTRUCTION

AN IMPORTANT PART OF OUR MISSION NEEDS ATTENTION — WHAT'S A CIO TO DO?

Last April, one of our colleges made headlines with a story about improperly claiming noncredit enrollment in two computer courses. According to news accounts the state Controller's Office asserted that several million dollars of apportionment were inappropriately claimed over a three-year period. That led to calls for additional legislative regulation, and the System Office launched a review of each college's practices, beginning with a "self-assessment for compliance" questionnaire focused initially on computer/library lab courses.

Even before the news story and the compliance self-assessment, the System Office was looking at how the system was handling noncredit. Last January, Interim Vice Chancellor Dona Boatright presented to the Board of Governors an information item entitled Noncredit Instruction—A Portal to the Future, which provided excellent background information about noncredit and announced the commencement of a study, now underway, leading to the development of "improved alignment and integration of noncredit instruction, career technical education and academics and a coordinated administrative process designed to inform and promote better articulation among instructional systems." At the same time the system continues to explore how best to seek improved noncredit apportionment funding.

You are probably aware of much of this and are reviewing your noncredit programs carefully. Chances are, you feel some dismay that the practices at one college brought down negative publicity and calls for reform on all of us; but you might also have the gnawing feeling that an auditor descending on your college with an axe to grind might find something amiss. Dealing as you do on a daily basis with complex and confusing regulations and powerful local pressures to maximize enrollment, minimize cost increases, and provide more support to our students, you know that it's the CIO's job to obsess about concurrent enrollment, part-time faculty loads, distance education regulations, course repeatability—and now more than ever, noncredit courses and programs.

So as we kick off this newsletter, it seemed a good time to take a look at this sometimes overlooked segment of our mission and begin to explore the major issues and concerns from the perspective of chief instructional officers.

HISTORY LESSON

In California, what we call noncredit instruction began as adult education almost 150 years ago in a church basement, when the San Francisco Board of Education established the first "evening school." In 1907, the California Supreme Court ruled that evening schools were entitled to state appropriations. Ever since, it seems, the mission of such instruction has grown, shifted, and stimulated hot debate. In 1921 the legislature required the creation of "Americanization"

classes whenever enough students needed them, followed by the emergence of parent education programs. In 1927 a Division of Adult Education was made part of the reorganized State Department of Education. Literacy and vocational training were authorized in the 1930's, and in 1940 the federal government paid for the training of defense workers.

If California public colleges and universities have a sacred text, it is the California Master Plan for Higher Education, passed in 1960. Among other things it mandated that junior colleges be independent of K-12 districts, though many had been independent since the 1920's. Later in the 1960's, the statues pertaining to junior colleges were placed in their own section of the Education Code, and the state Board of Governors was created. At roughly the same time, per the ambitious Master Plan, junior colleges

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(more and more of which were now called community colleges) began significantly expanding their missions and increasing their enrollments—including their noncredit enrollments. In some instances (San Francisco and San Diego, for example) the split of community colleges from K-12 districts resulted in the community colleges taking responsibility for adult education from K-12.

Thus, after several decades of offering adult education within one system, by 1967 it was offered in two, setting the stage for four decades of misunderstandings and competition, statewide and at the local level. After Proposition 13 was passed in 1978, two arguably related conundrums have tended to dominate the history of adult/noncredit education: funding and turf. In the 1980's, both the Behr Commission and the Commission for the Review of the Master Plan acknowledged funding disparities between the two systems and called for "delineation of function" agreements between adult schools and community colleges. In the 1990's, as part of a legislative attempt to bring coherence to adult education regulations, new or revised Education Code language recognized the role of the Board of Governors and the community colleges to provide noncredit programs and acknowledged that they were part of the mission of the system, along with community services. Subsequently, a court decision held that "mutual agreements" between K-12 and community colleges were not needed, since the colleges' mission includes adult noncredit instruction.

Many of you will recall that former Governor Gray Davis sought to resolve the turf issues by consolidating all of adult education in the community college system, a plan that went nowhere. And so, after a century and a half of serving some of the most needy within our population, adult education/noncredit instruction continues to be the neglected stepchild of public education. We don't even know what to call it.

WHAT EVERY CIO SHOULD KNOW (OR BE ABLE TO LOOK UP)

■ MISSION OF THE COMMUNITY COLLEGES (EC 66010.4)

The state in its wisdom has created three different flavors for the instruction we provide: "primary," "essential and important," and "authorized":

- Primary: academic and vocational instruction at the lower division level (i.e. credit); also recently added was to advance California's economic growth and global competitiveness through education, training, and services that contribute to continuous work force improvement.
- Essential and important: remedial instruction and noncredit
- Authorized: community service.

■ CATEGORIES FOR STATE-SUPPORTED NONCREDIT APPORTIONMENT (EC 84757)

These categories apply to both adult education and noncredit community college courses. They do not align particularly well with the mission statement.

- Parenting
- Elementary and secondary basic skills/remedial reading, math, language arts
- ESL
- Classes for immigrants (citizenship, ESL, workforce preparation, basic skills)
- Education for persons with substantial disabilities
- Short-term vocational programs, including apprenticeship
- Education for older adults
- Education for home economics
- Health and safety

Additionally, community colleges can claim apportionment for supervised tutoring and learning assistance subject to regulations under Title 5.

■ NUMBERS (Chancellor's Office)

- Noncredit CCC headcount statewide, 2003-2004: 792,881
- Percentage distribution of students in community colleges and adult education schools taking only adult

ed/or noncredit courses: 31% in the community colleges, 62% in the adult education schools

- Community college students taking only credit courses: 71%
- Community college students taking only noncredit courses: 17%
- Community college students taking both: 12%
- General fund apportionment, 2003-2004: \$3.9 billion for credit, \$190 million (5%) for noncredit
- Statewide average funding per FTES: \$3,440 for Credit, \$1,878 for Noncredit

Due to a number of factors (college-K12 agreements, student demographics, local priorities) noncredit student headcount is not evenly distributed throughout the state. Just twenty-two colleges serve close to 68% of the noncredit students and generate 76% of the FTES.

■ REGULATIONS

Steve Bruckman, Interim General Counsel for the System Office, has put out an excellent memorandum explaining the regulations governing the creation of noncredit courses and the collection of apportionment for them ("Requirements for Claiming Apportionment for Noncredit Courses—Legal Advisory 05-03," dated April 4, 2005), and you should rely on his advice (and the self-assessment for compliance questionnaire) rather than this article in determining whether or not your college has compliance problems. Basically, you have to meet all the requirements that apply to credit programs—plus some others.

Course approval at the local level is essentially the same for credit and noncredit, requiring similar or identical course outlines, local curriculum committee recommendation, and CIO and Board approval. Additionally, noncredit courses must be approved by the System Office, and must fall into one of the nine categories or qualify as supervised tutoring or learning assistance. System Office staff is now stressing the need for noncredit course

outlines to be regularly evaluated and updated, just like credit course outlines.

All the regulations for claiming apportionment for credit courses apply as well to noncredit courses. That is, they must be approved (see above); they must be listed in catalogs, schedules and other publications; they must be open to all admitted students; they must be taught by a qualified instructor of record who provides immediate supervision and control; and so forth. Additionally, actual student contact hours must be recorded, i.e., all noncredit course delivery is under positive attendance.

ISSUES

As we have noted, some noncredit issues are more than a century old, so it may be foolish to hope that they can be resolved. However, it might help us do our work as CIO's if we came to a common understanding of the major problems we confront and the best strategies for dealing with them, even if we can't overcome them. The list below is offered as a beginning point for further discussion.

1. The nine categories are outdated and vague, with ill-defined terms. "Why these nine?" one might well ask. This has become more problematic as colleges have sought to develop noncredit courses in support of their primary mission of providing academic and vocational lower division credit courses and programs.

2. The community college mission statement does not accurately reflect the priority most colleges give to noncredit instruction. It places "Remedial education," like noncredit, as a secondary function ("essential and important") rather than a primary one, yet based on the investment that most colleges have put into developmental reading and math programs, remedial education clearly is more "essential and important" than noncredit instruction. The term "remedial" is now out of fashion; now we speak of developmental programs, ack-

nowledging that students may never have gotten the skills in the first place. Over time, the distinction between basic skills courses for students pursuing a degree or certificate program and those who just want to improve their skills has blurred. "Remedial academic courses or classes in reading mathematics, and language arts," are also authorized for noncredit, but the funding disparity puts intense pressure on us to offer these courses for credit. Except for purposes of apportionment and financial aid, what does "credit" mean, in the case of a non-degree applicable credit course?

3. There is little or no guidance to help colleges decide whether a course in, say, ESL or basic skills should be offered as a credit or a noncredit course. This is really part of a larger issue—that the regulations governing community college instruction have not kept pace with the changes in our mission, our students, and our modes of delivering instruction. Given that, and given the fact that there are different rates of apportionment for credit and noncredit instruction, districts are faced with a set of fiscal incentives and disincentives that work against providing the most appropriate array of instructional programs. If those incentives and disincentives disappeared, how many of our noncredit courses would be offered for credit—and vice versa?

4. The differing apportionment rates and the ways that noncredit programs have evolved at community colleges have not generally encouraged the integration of noncredit instruction into the life of the rest of the college. In the organization of many institutions, noncredit programs are completely separate from the credit program. There may be few or no full time faculty in the noncredit program, or the program is operated through instructional service agreements. Those faculty may not be connected in any way to the governance of the institution, or belong to college departments or divisions, or be represented by the local Academic Senate.

WHAT'S NEXT?

Noncredit/adult education has for decades been a part of the missions of both the secondary schools and the community colleges, but it has not been a primary mission for either. While the Education Code lists nine authorized areas of instruction for noncredit/adult education, the two systems have over time evolved very different ways of offering programs, and there is great variety at the local level. For community colleges, with some exceptions, noncredit programs have not been given high priority. At the same time, as increasing numbers of immigrant students needing ESL instruction and the developmental education mission continues to grow, there is growing momentum to use (another stylistic obsession) noncredit instruction in support of credit programs. The disparity of apportionment funding between credit and noncredit FTES is a major obstacle to making headway on any of these issues.

While debates about these matters will continue within the legislature and elsewhere, the forum for a useful discussion within the system may well be through the development of the alignment study envisioned in Noncredit Instruction—A Portal to the Future. Individual CIO's as well as CCCIO must be part of that discussion. What has this article failed to mention, or failed to emphasize sufficiently? What issues need to be addressed first, and how should we address them?

Now it's time to hear from you!

—Ed Buckley

*See "Sources" on page 8
referenced for this article*

Executive Board Members Tell All

(Well, maybe not *all*, but several did respond to questions from your intrepid editor. Their comments reveal the their diversity of background and commonality of dedication to their work and the CIO organization.)



Michael Bagley, the Dean of Instruction at Feather River College, represents Region 1 (Far North). His major teaching fields are engineering and mathematics, and he has been a CIO for three years.

I believe that the community college level is where one can make the biggest difference for students. I enjoy seeing projects succeed, especially ones that help students succeed. I particularly like the vocational aspects of my work.

As a regional chair I would like to expand collaboration with the Far North colleges so that we can help each other with so many common challenges. The major challenges will continue to revolve around budgets and dealing with our diverse student populations.



Sallyanne Fitzgerald, the Vice President of Instruction at Napa Valley College, represents Region 2 (North Central). Her primary teaching field is English, and she has been a CIO for three years.

Luck had a lot to do with my going into community college work. I was fortunate enough to find a position as a department chair at a California community college when I was forced to relocate because of my husband's job. That position fulfilled all my career goals and opened up other chances for me. I love the opportunity I have to make a difference for students by working closely with other administrators, faculty, and classified staff to accomplish the college mission. Developing policies, working on curriculum, and hiring new staff are especially fulfilling aspects of my job.

As a regional group chair, I see my role as one of sharing information with my region and providing opportunities for us to share information and seek input from other CIO's.



Alice Murillo, the Vice President of Academic Affairs, represents Region 3 (San Francisco/East Bay). Her primary teaching field is mathematics, and she has been a CIO for four years.

I chose this work because I saw in the community colleges that one could focus on teaching and have the opportunity to strengthen the experience of fragile students. I love being able to interact with extremely talented professionals and to create programs or support systems that influence the positive transformation of students. Our biggest challenge now is to find ways to maintain valuable support services and programs for students in light of declining budgets.

I think it is my role as a regional group chair to facilitate discussions and understanding of upcoming and past issues, provide a forum for brainstorming solutions to current challenges, and funnel innovative and creative strategies to the Executive Board that can have a positive impact on community college policy.



Jack Friedlander, the Executive Vice President, Educational Programs at Santa Barbara City College, represents Region 6 (West Central). His primary teaching fields are in education and psychology, and he has been a CIO for six years.

I went into the community college because I believed in the mission of community colleges and wanted to contribute to its attainment. I enjoy working with bright and creative people in identifying strategies to address challenges that we are facing. One such challenge is to increase the success rates on the state accountability measures, especially with the newer generation of students that will be attending community colleges. For a growing number of colleges, a major challenge will be to meet their enrollment caps.

Many of the CIO's in our region have been appointed to their present positions very recently. I think part of my role is to encourage them to identify and help address issues arising at the local college and state levels.



Michael Kasler, Executive Vice President at Cypress College, represents Region 8 (South Coast). His primary teaching field is in business, and he has been the CIO at Cypress for seven years.

I started my career at the high school level and then in 1992 I was given the opportunity to be the Dean of Business/CIS at Cypress, where I was able to work with faculty in developing new programs and work with the business community. It's great to know that in a community college you are a part of the process to help students achieve success. The biggest challenge, I believe, is to meet the needs of under prepared students, which requires finding sufficient financial resources. Another challenge is recruiting well-qualified people for administrative positions.

As a CCCCIO Board member I hope to establish good channels of communication with the CIO's in Region 8 by listening to their concerns and questions and then addressing them in our group and/or at Executive Board Meetings. I also think it is important to assist and mentor new CIO's in our region.



Gari Browning, the Vice President of Instruction at College of the Desert, represents Region 9 (Desert). Her primary teaching field is ESL, and she has been a CIO for two years

I chose this career because I believe in all of the facets of the community college mission. I like solving problems, creating better processes, shifting an institution to evidence-based thinking, and getting faculty excited about teaching and learning and making it easier for them to do their jobs.

I would like to broaden our regional group's focus to include implementation of SLOs, the movement to integrated general education, strategies in instruction for improving student success and retention, improving instructional leadership, balancing the curriculum, and working more productively with student services. I hope to be an effective organizer of opportunities to meet and share information and ideas as well as a conduit for information between the region and the state levels.



Dean Colli, the Vice President of Academic Affairs at Grossmont College, represents Regional Group 10 (San Diego/ Imperial). His primary teaching field is in business, and he has been a CIO for six years.

I began my career as an educator at the high school level, but ultimately decided that the community college setting offered a more meaningful teaching/ learning environment. This led in 1975 to my first community college teaching position—the beginning of a super, 30+ year ride! Leadership at the CIO level of executive administration is a perfect mix of dealing with college-wide issues and initiatives with educational professionals who, for the most part, share common objectives as well as background and skills to address them.

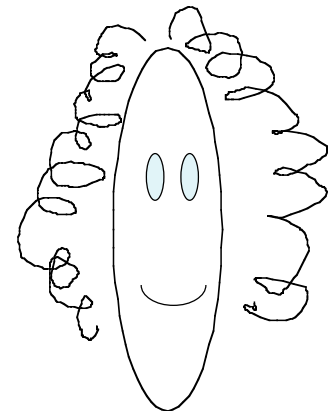
To survive and be effective, we must give serious attention to continued development of our resources—physical, fiscal, and human. The role of the CCCCIO as a statewide and regional organization is to do what we can to address all three, primarily through developing the potential of instructional administrators.

I think our regional group needs to network to address regional needs, plan regional initiatives, and interface with other groups with whom we share mutual interests. It's important to cultivate personal relationships so we can support each other.



Alan Hoffman, Vice President for Instruction/Assistant Superintendent of Hartnell College, represents Region 4 (Southwest Bay). His primary teaching fields are in health education and business, and he has been a CIO for one year.

My major goal is to adequately represent our region to the Executive Board. I hope to bring issues forward for discussion and debate, and work to increase collaboration—not only among CIO's, but also with all segments of our system. We need to create models that help us manage our colleges. We can learn a lot from each other by working together proactively.



Dorothy Rupert, Acting Vice President of Academic Affairs at Pierce College in Woodland Hills, represents Region 7 (Los Angeles). Her primary teaching field is Business and she has been a CIO for two years.

In some families the kids are all expected to go to Yale. In mine, it was the community college. My father was a poor boy who could not afford the tuition at USC. My mother was recovering from tuberculosis. They met at Los Angeles City College in the 1930's and I grew up hearing about the wonderful education they received. So when it was time for me to go to college, I naturally gravitated to LACC. Today, my daughter attends Pierce College, thus following the family tradition.

As a newbie to the CIO ranks, I see my role as to represent the needs of new CIO's. I also enjoy working with CIO's from outside the LA district. It's sort of like foreign travel. I've spent my entire career in the LACCD, and it's really something different. I hope that I will be able to bring to the LA region a sense of their uniqueness.



Randal Lawson, Executive Vice President at Santa Monica College, is also the President-Elect of the CCCCIO. His primary teaching field is music, and he has been a CIO for eight years.

The community college chose me, not the other way around. As a performing pianist and music teacher, I had always envisioned myself as eventually being a university faculty member. Then I was hired as a last-minute sabbatical replacement at Los Angeles Valley College and absolutely fell in love with the whole concept of community colleges and particularly with the diverse student population we serve. In 1979 I was hired as a full-time faculty member at Santa Monica College. If anyone at that time had told me that I would eventually be in my current role, I would have definitely called them crazy!

I enjoy the continuing challenge of building a course schedule that meets current student needs while dealing with constantly changing state funding/FTES goal realities, and working with faculty in creative projects related to curriculum and program development. I also enjoy the challenges presented by the general problem solving requirements of the job. The major challenge for us now is how to remain responsive to the changes in our student population in light of the continuing reality of our being a perpetually under-funded system.



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A Word From Your Editor



This first edition of our CCCCIO newsletter has been fun to put together, and I hope you find it interesting and useful. We hope to put out at least four editions a year, and for that we will need help. Please send your feedback (the good, the bad, and the ugly) about this issue and your suggestions for the future. What sorts of stories or features would you like to see? And please let us know if you would like to contribute. The more voices heard in News and Views, the better.

**—Ed Buckley
(ebuckley@sonic.net)**

PRESIDENT OUTLINES GOALS

The CIOs have spent the last few years discussing and re-examining their objectives from a statewide perspective. As a result of these discussions, the CIO Executive Board established three major goals that it hopes to accomplish for the 2005-06 academic year. I'd like to take the opportunity to outline our strategies and progress to date, for each of these goals.

Our first goal is to increase communication to all of you in the field. Our jobs are very important and often our success is determined by our ability to access accurate and timely information. As an organization, we need to assure that all of this gets to each and every CIO in the field. That is why we explored ways to increase communications with you.

In this regard, we are showcasing our new CIO newsletter that has been designed and prepared by our very own Ed Buckley. We will try to send this newsletter to you on a quarterly basis. This is a first for us and we are pleased with our efforts. Thanks Ed! Our second effort in this arena is "Pearls from Pam", a little e-note that I will send out as frequently as possible. A great

deal of information occurs between Board meetings and often has a deadline attached to it. Finally, we have our ever informative website that is maintained by Bob Gauvreau from Southwestern College. It contains a great deal of useful information such as important documents, conference information, and useful links. I urge all of you to check it periodically. I'm sure, with your feedback, we will continue to improve our ability to enhance communication.

We have made even more progress toward our second goal—improving the training available for instructional administrators. AIA has formally given us money that is earmarked specifically for this type of training. We are very grateful to AIA for their contributions, in terms of trust, information, and support. Julie Hatoff with Michael Bagley, Barry Russell, and Tim McGrath are the members of our training team. This group is planning a training session this November, prior to the Fall CIO conference in San Diego.

Additionally, we will formally begin our mentoring program that has been designed by Dorothy Rupert, in September. She is calling the



program, "New Pups and Old Dogs - The Care and Feeding of New CIO's."

Our third goal is to increase the flow of information from the system office regarding mandates and legislation. We are currently in constant communication with the system office and the league relative to important legal issues. A good example of this is the latest bit of information that we were made aware of regarding the Accrediting Commission's stance on substantive changes. The system office is working closely with us to solve this problem. I appreciate their efforts!

I wish you all a fruitful year with lots of FTES; an Academic Senate President who is a humble, problem solver; tons of commendations for your wonderful work; and enough money to make your head spin. Thanks for all you do!!!

ISSUE PAPER SOURCES

❖ **Boatright, Dona**, "Noncredit Instruction—A Portal to the Future." Presentation to the CCC Board of Governors, 1/11/2005.

❖ **Bruckman, Steven**, "Requirements for Claiming Apportionment for Noncredit Courses, Legal Advisory 05-03 to the CCC system. 4/4/2005

AND

"Brief Summary of Legal Requirements for Receiving State Apportionments for Non-Credit Classes." Spring 2005 supplement to Legal Advisory 05-03.

❖ **Drummond, Mark**, "Requirements for Claiming Apportionment for Noncredit Courses—Self-Assessment Checklist for Compliance due into System Office." Memorandum to the CCC system, 4/4/2005.

❖ **West, Linda**, "California Adult Education, A Brief History," PowerPoint presentation for the California Department of Education, 7/29/2003.

“Remembering Carter”

We asked Bob Gauvreau, who knew Carter Doran longer and better than many of us, to write down his remembrances of our wonderful colleague and friend. Bob began his teaching career as a photography instructor, becoming a dean at Modesto JC in 1988 and the Vice President of Academic Affairs at Southwestern College in 2002.

I first met Carter in the early summer of 1988 when he was a facilitator at the 2nd annual California Administrative Leadership Seminar (CALSL), held in Santa Barbara. I was a “green dean” (...and boy, was I ever green). What impressed me the most about him was his clarity of thought, ability to listen, true commitment to effective leadership, and – most of all – how he could somehow combine red suspenders, Levi’s and a striped dress shirt.

After that, we saw each other occasionally over the years, but it was not until I became a CIO in 2002 that I came to really know him well. While attending my first CIO conference in the fall of 2002, I volunteered to develop and maintain the CIO website. It was at this time that we really began to develop a close friendship. Over the next couple of years, we had the occasion to talk on the phone or exchange email on an almost daily basis as we worked together. And what a delight and pleasure it was to have the privilege in working with this incredible, amazing, man.

He was immensely supportive of others. He just plain made you feel good every single time you saw him; it was almost embarrassing at times, but we all sure fed on it. He energized us and made us want to work harder and strive for excellence. His unending enthusiasm, support, curiosity and willingness to always forge positive outcomes, while simultaneously enriching the lives of others, is something each and every one of us can learn from and attempt to emulate.

One of our CIO colleagues has said that every contact with Carter left you feeling better and more fulfilled as a person. How true! This was Carter’s gift to others.

--Bob Gauvreau

