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# Policy Matters: Creating the best conditions for community college student success



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Sacramento, CA





## Key Points

- California has serious and urgent education problem and CCC is vital to solution
- Policy matters but California lags
- There is movement in three important areas – but stronger planning structures are needed



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## THE GRADES ARE IN – 2008

Is California Higher Education Measuring Up?

Colleen Moore  
Nancy Shulock

February 2009

California State University, Sacramento



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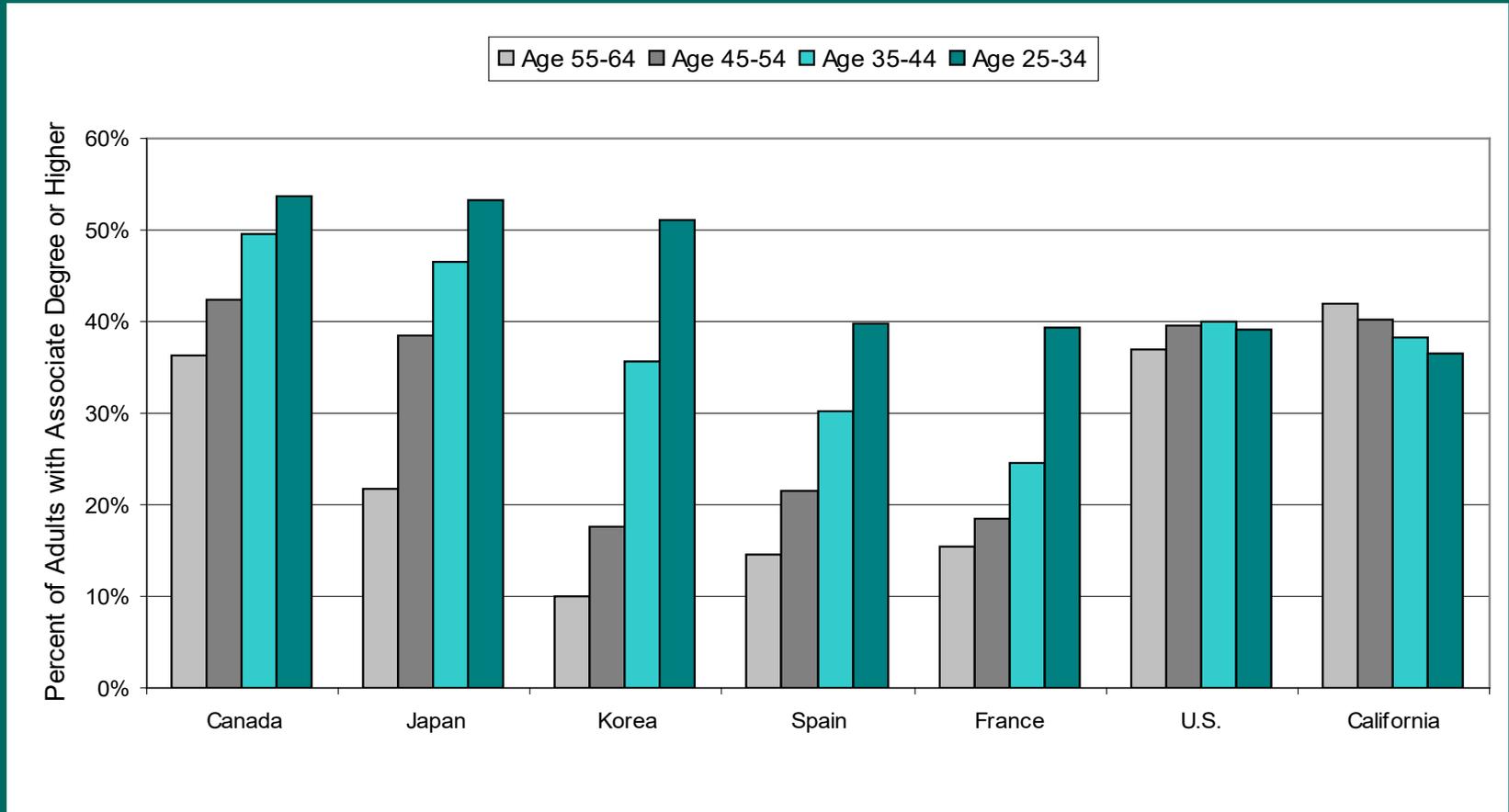
# *The Grades are In - 2008*

- Analysis of performance of CA higher education
- Expands on national report card – *Measuring Up*
- Focus on variations across regions and racial/ethnic groups
- 3<sup>rd</sup> report of the series – includes trends
- Key issues and recommendations

## California lags many other states in important aspects of higher education performance

- 45<sup>th</sup> in share of HS students taking advanced math/science
- 40<sup>th</sup> in rate of HS grads going directly to college
- 47<sup>th</sup> in number of degrees/certificates awarded in relation to enrollment
- 29<sup>th</sup> (and falling) in adults 25-34 with college degree
- Big gaps by region and race/ethnicity

## Percent of Adults with an Associate Degree or Higher by Age Group—Leading OECD Countries, the U.S., and California

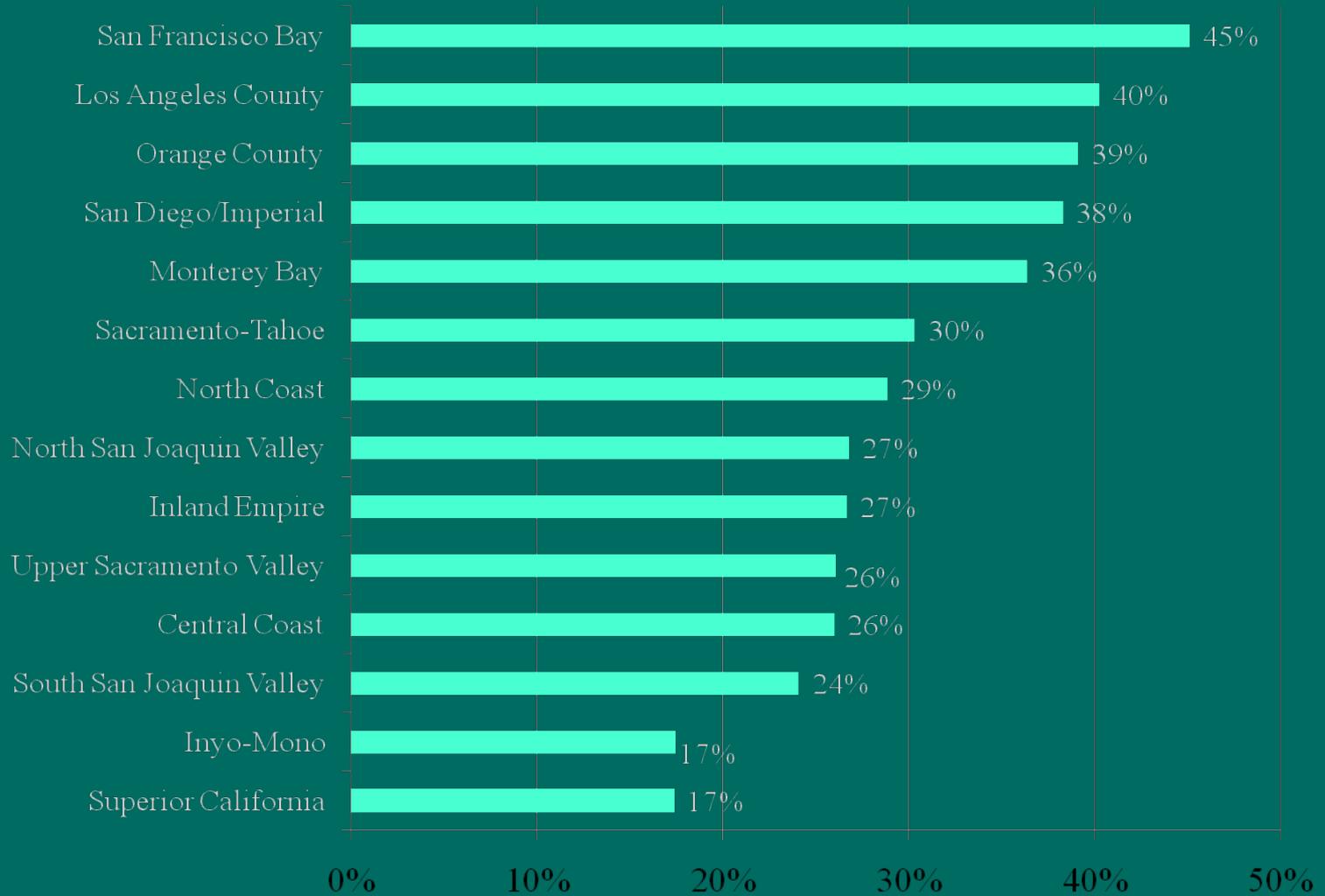


Source: Organisation for Economic Cooperation and Development, *Education at a Glance 2007*; Not shown on the graph are Belgium, Norway, Ireland and Denmark, which also rank ahead of the U.S. on attainment among young adults (attainment is increasing for younger populations as in the other countries)

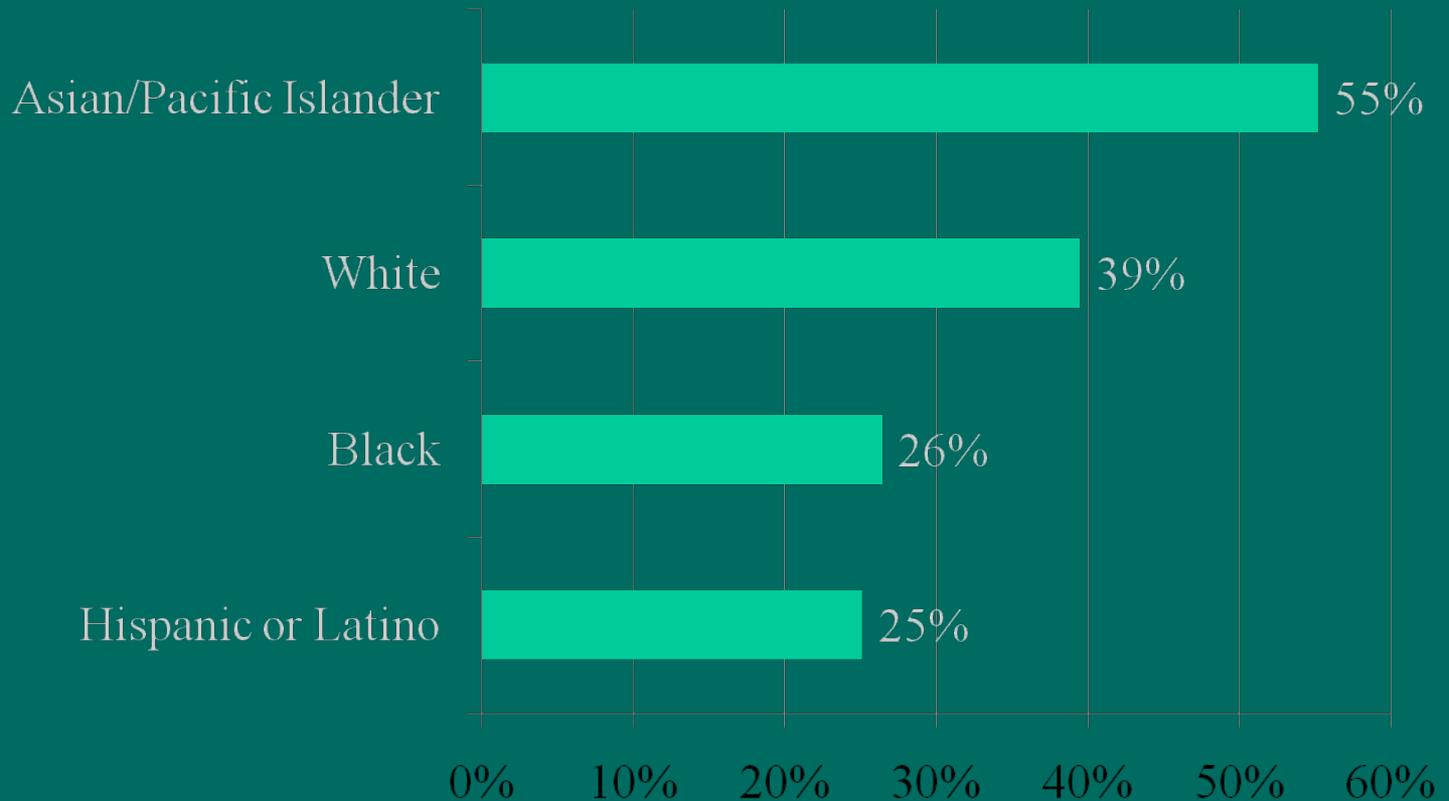
# California Is Becoming Less Educated Than Other States (Rank Among States in % with College Degrees)

Age Group:	AA or Higher	BA or Higher
>64	2 <sup>nd</sup>	5 <sup>th</sup>
45-64	11 <sup>th</sup>	10 <sup>th</sup>
35-44	21 <sup>st</sup>	16 <sup>th</sup>
25-34	30 <sup>th</sup>	23 <sup>rd</sup>

# Regional Variation: Share of HS Graduates Completing a-g



# Racial/Ethnic Gaps in Share of HS Graduates Completing a-g



California State University, Sacramento

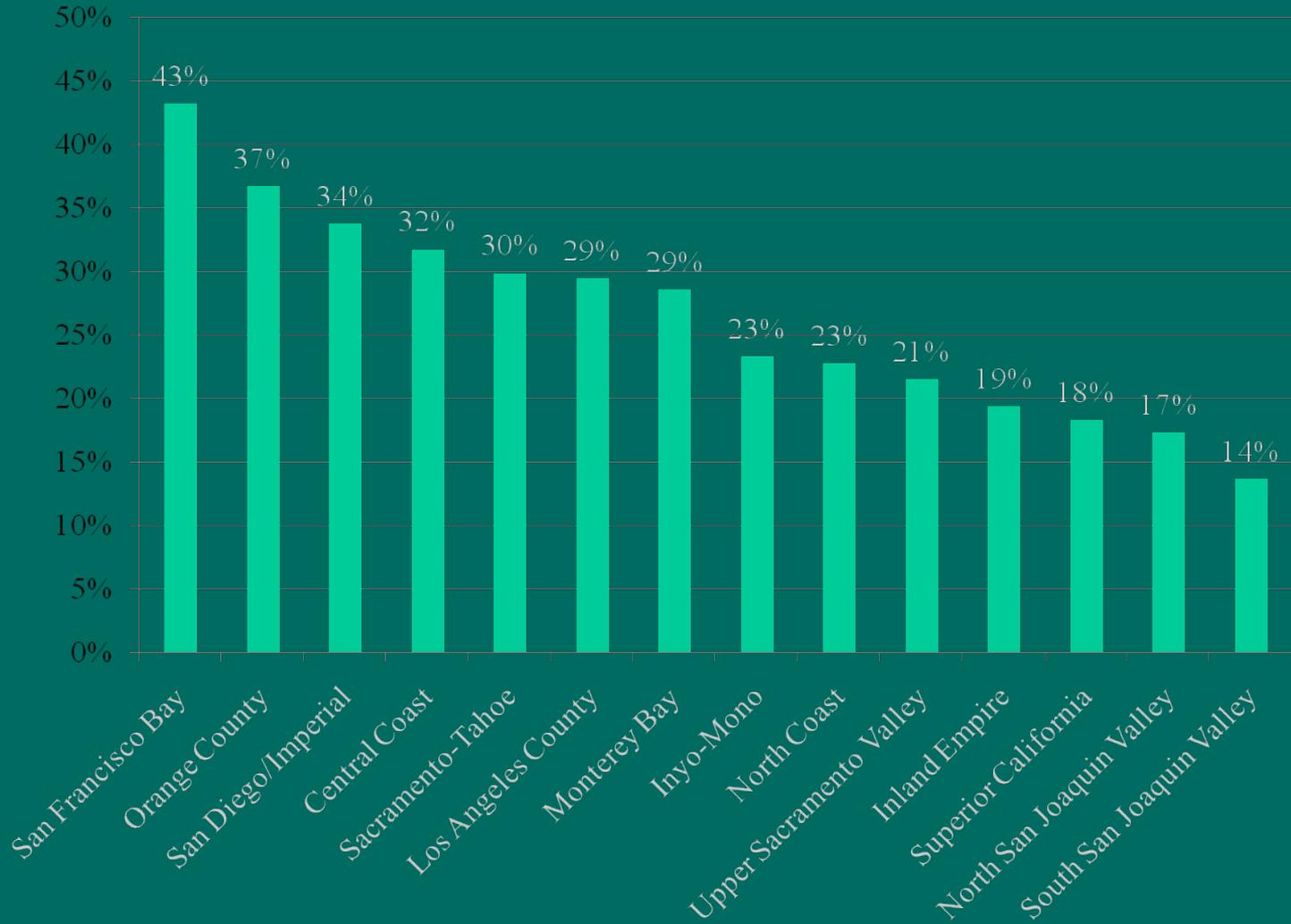
# Regional Variation: Percent of 18-24 Year Olds Enrolled in College

Region	
Upper Sacramento Valley	56%
Central Coast	52%
Orange County	49%
San Francisco Bay	47%
Monterey Bay	44%
Sacramento-Tahoe	43%
San Diego/Imperial	43%
Los Angeles County	43%
North San Joaquin Valley	34%
North Coast	33%
Inland Empire	33%
Superior California	32%
South San Joaquin Valley	26%

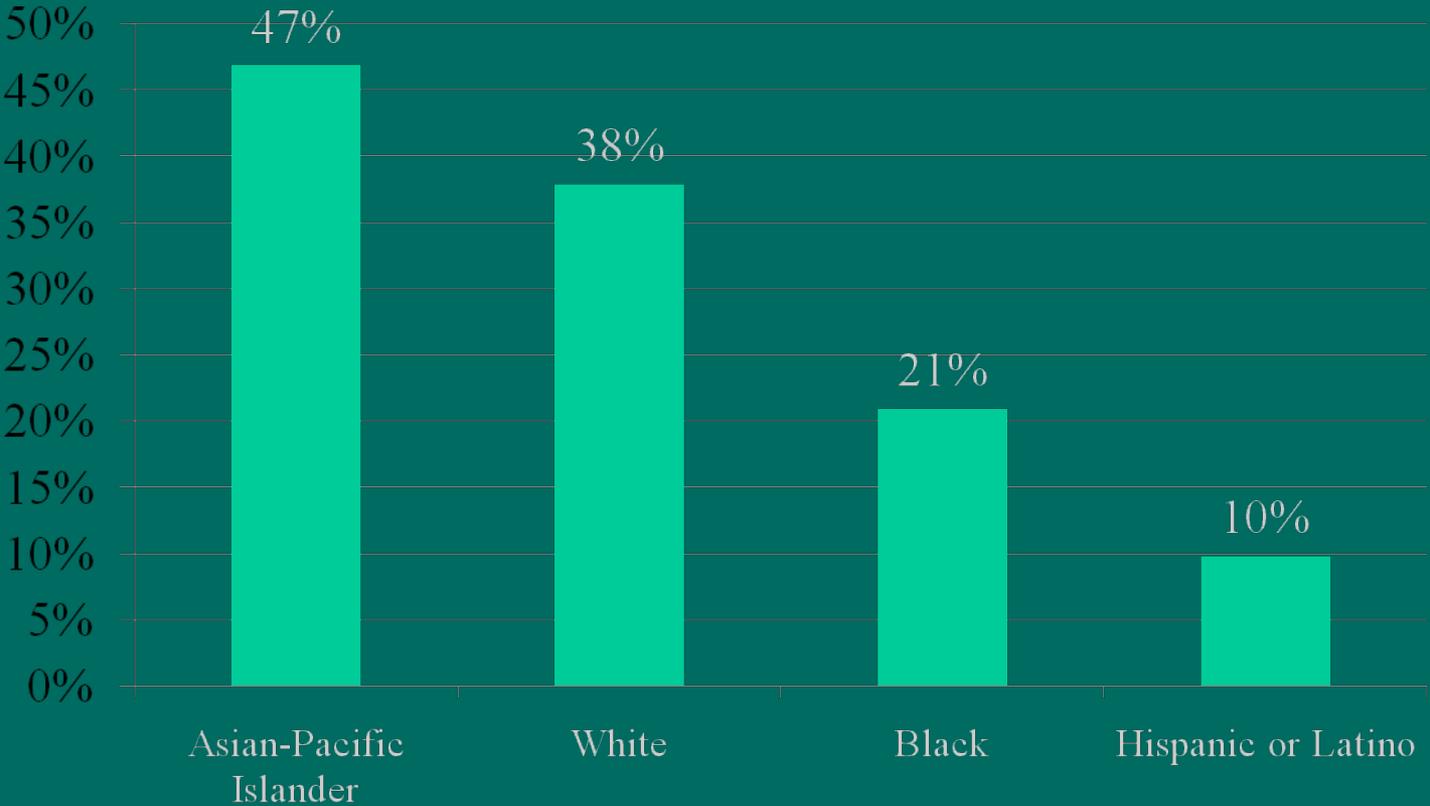
...more HS drop-outs in those populations results in large gaps in percent of young adults enrolled in college

Race/Ethnicity	Percent of 18-24 Year Olds Enrolled in College
White	45%
Black	35%
Hispanic or Latino	27%

# Regional Variation: Percent of Working-Age Adults with BA

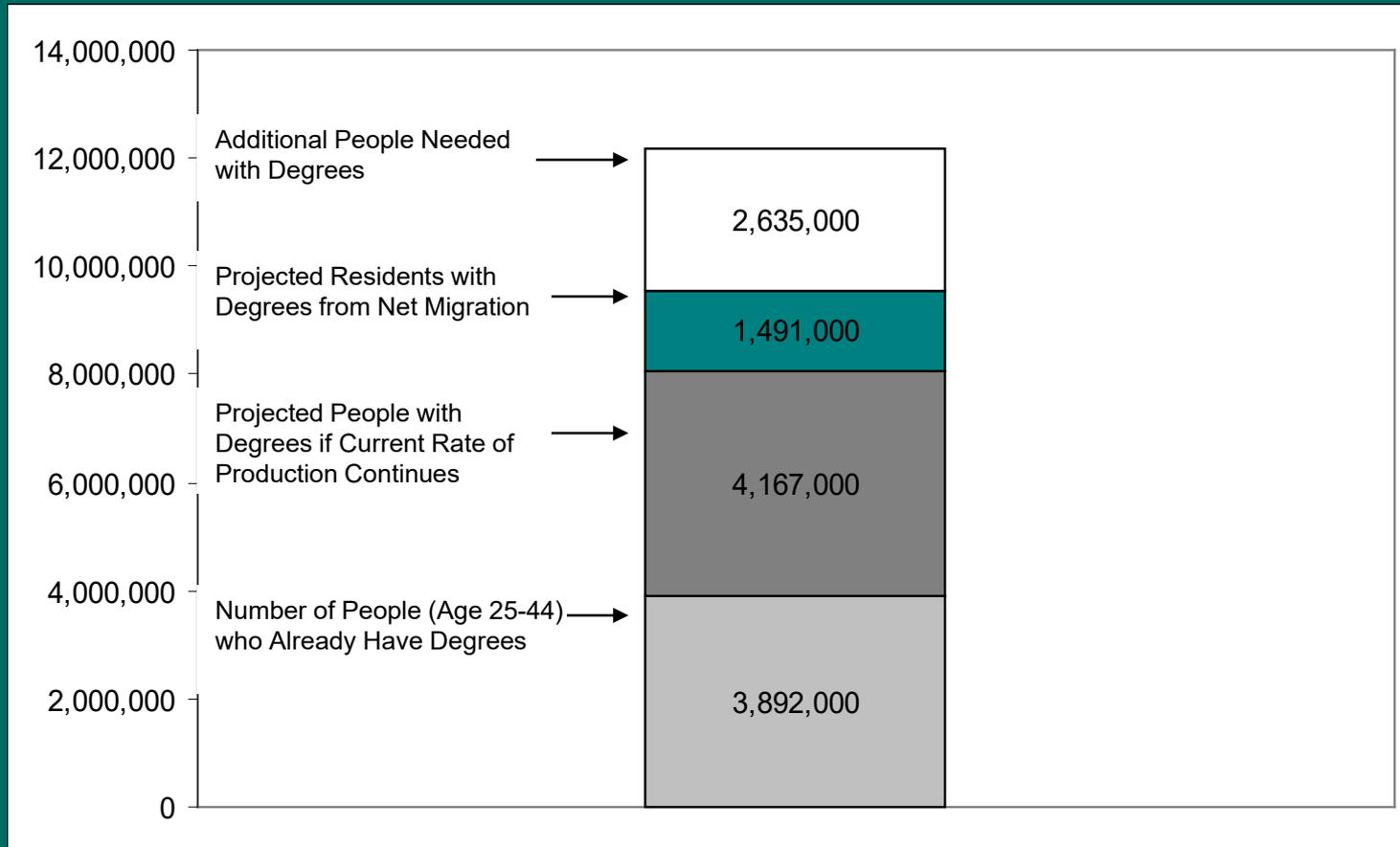


# Racial/Ethnic Gaps in Percent of Adults with a BA



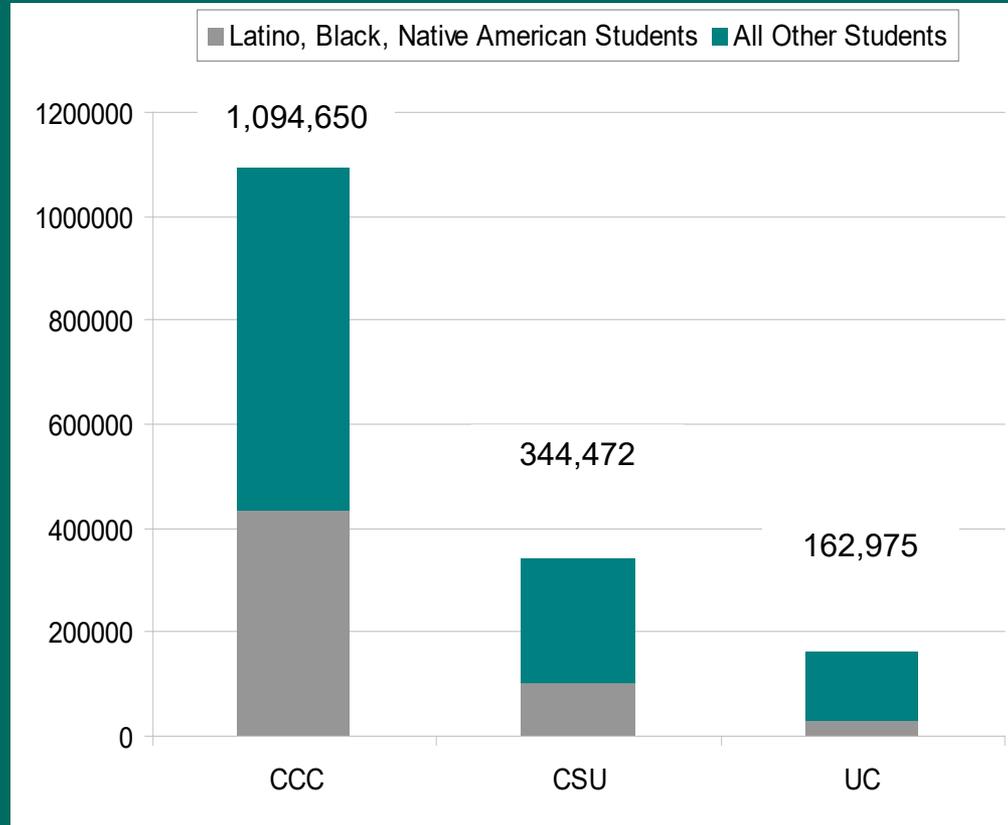
California State University, Sacramento

# For Every Two Degrees, We Need Three to be Competitive in Global Economy by 2025



Source: NCHEMS; refers to Associates and Bachelors Degrees

# Community Colleges are Key to Solving the Problem: Most Undergraduates Enroll in the Community Colleges



## National Imperative: Increase Community College Completion

- Multiple missions complicate issue
- But no dispute about need to improve outcomes
- National focus to increase degree attainment
- Growing awareness of workforce crisis
- New high profile in Obama administration
- California – even more important with Master Plan share of enrollment



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# Student Success Research

- *Rules of the Game*
  - Policies are impeding completion policy focus on
- *Beyond the Open Door*
  - We know what works
  - But policies don't support those approaches
- *Invest in Success*
  - Finance policies misaligned with priorities
  - It is possible to reward success fairly
- *It Could Happen*
  - An “achievable agenda” should be pursued with expanded stakeholder engagement

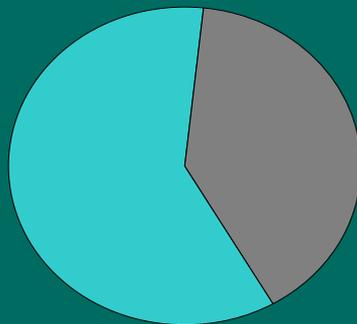
Policies to Promote Access

Incoming CCC Students  
1999-2000



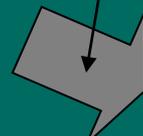
520,407  
Students

Degree-  
Seekers: 60%



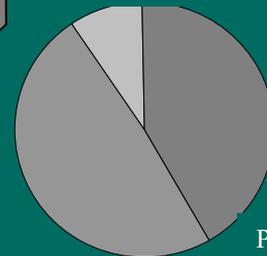
Non-Degree-  
Seekers: 40%

206,373  
Students



Basic  
Skills: 9%

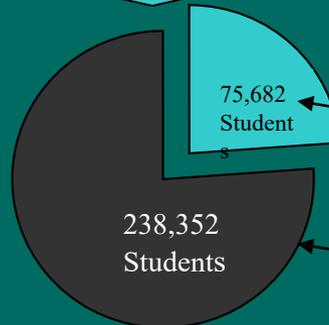
Job Skills:  
49%



Personal  
Enrichment:  
42%

314,034  
Students

Policy Barriers  
to Completion



Complete  
Certificate, Degree  
or Transfer within  
6 Years: 24%

Do Not Complete  
within 6 Years: 76%

75,682  
Student

238,352  
Students

## Completion Rates Worse for Certain Groups

- 33% for Asian students
  - 27% for white students
  - 18% for Latino students
  - 15% for black students
- 
- 27% for students age 17-19
  - 21% for students in their 20s
  - 18% for students in their 30s
  - 16% for students age 40 or older



# What Policies Impede Student Success?



- Enrollment-based **funding** (3<sup>rd</sup> week)
- Excessive **restrictions** on college use of resources
- Misguided **fee and financial aid** emphasis
- Lax approach to **guiding students**

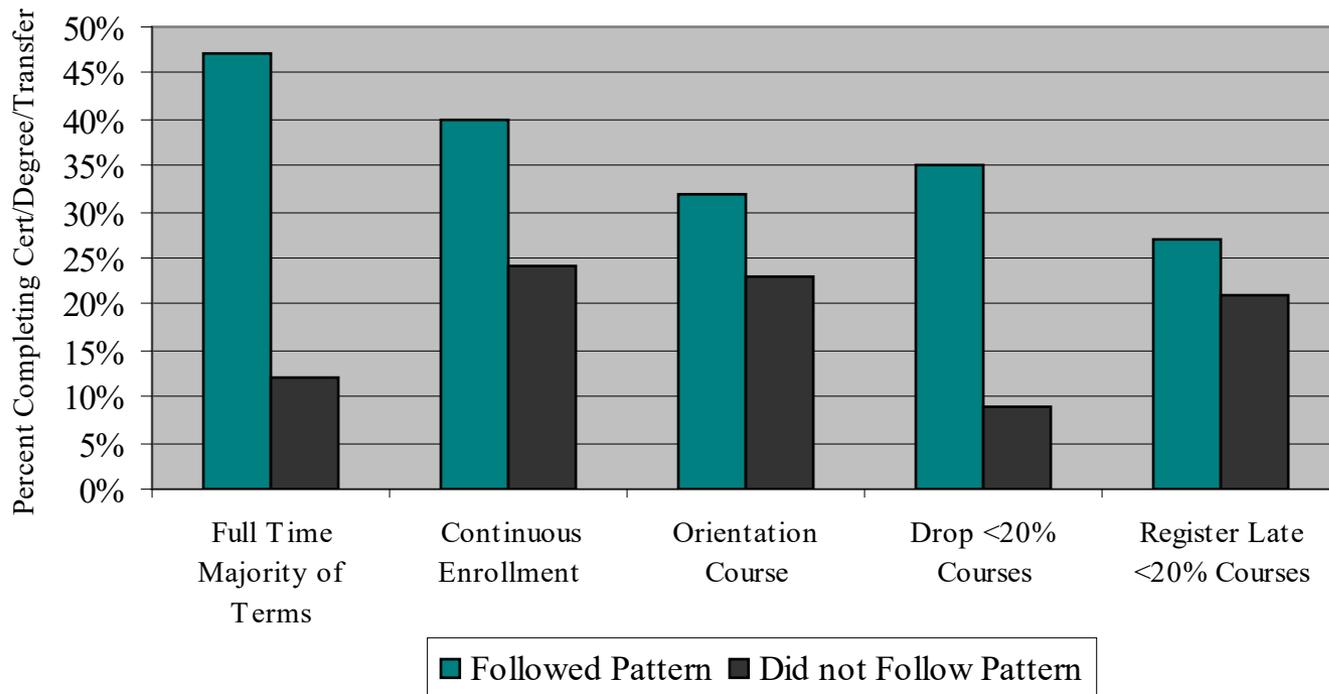


# We Know What Works, But....

- Clear messages on college readiness
- Early success/basic skills
- Less work, more school
- Clear goals and pathways
- Intensive student support

# Enrollment Patterns Matter – Especially Full-Time

**Figure 8: Certain Enrollment Patterns are Related to Higher Completion**



## *Invest in Success: Policy Audit*



### Purpose:

- Show the impact of policies on behaviors/goals
- Are we buying the right thing? (de facto priorities)

### Premise:

- Policies provide the “rules of the game” – whether or not explicit and intentional
- Policies develop incrementally - different players
- Collective impact rarely considered
- Finance policy is especially powerful

	Readiness	Access	Affordability	Completion	Workforce	Efficiency
<b>Proposition 98</b>	-	-		-	-	-
<b>Apportionments</b>	-	+/-		-	-	-
<b>Growth</b>	-	+/-		-	-	-
<b>Categoricals:</b>						
<b>Matriculation</b>	-	+/-	-	-	-	-
<b>EOPS</b>		+	+	+	+	-
<b>DSPS</b>		+		-		-
<b>PT Faculty</b>		+/-		-		-
<b>Fin Aid Admin</b>		+	+	-		+/-
<b>Expenditure restrictions:</b>						
<b>50% instruction</b>	-	+/-		-	-	-
<b>75% / 25%</b>		-		+/-	-	-
<b>60% part time</b>		-		-	-	-
<b>2 semester temporary</b>		-		-	-	-
<b>Student employment</b>			-	-		-
<b>Fees:</b>						
<b>Lack of policy</b>		-	-	-		
<b>Low fees</b>		+/-	+/-	-	-	-
<b>Waivers</b>		+	+/-	-	-	-
<b>Revenue offset</b>		-		-	-	-
<b>No fee non-credit</b>	+	+/-	+	+/-	+	-
<b>Prohibit fees</b>	-	-		-		-
<b>Financial Aid:</b>						
<b>BOG waivers</b>	-	+/-	+	-	+/-	-
<b>Cal Grant</b>	+/-	+/-	+/-	+	+/-	+/-
<b>No integration</b>		-	-	-		-

## Base Appropriations (Enrollment-Driven)

Readiness	-	Disincentive to stress readiness because it could reduce FTES
Access	+/-	Incentive to increase enrollment but not to focus on credentials
Completion	-	No incentive for course completion; incentive to allow late registration and to minimize prerequisites
Workforce	-	Disincentive to meet workforce needs in high-cost and new fields
Efficiency	-	Fear of enrollment drop fuels resistance to fees; results in high subsidy for non-needy students

## Restrictions on Spending: 50% Law

Readiness	-	Discourages time spent by faculty and staff on K-12 alignment and readiness
Access	-	Limits spending on functions supportive of access (outreach, financial aid administration, orientation)
Completion	-	Discourages investment in support services that are critical to persistence and success
Workforce	-	Disincentive for faculty to participate in curriculum development crucial for workforce education
Efficiency	-	Imposes artificial constraints on use of resources



## “Achievable Agenda”

- ✓ Increase state investment – credentials
- ✓ Let colleges keep fee revenue
- ✓ Reduce portion of college budgets that come from 3<sup>rd</sup> week FTES
- ✓ Provide enriched funding for under-prepared and low-income students
- ✓ Modify 50 percent law – instruction, academic support, student support
- ✓ Reward student progress and success *and* minimize spending rules

## *“Achievable Agenda”*



- ✓ Standardize definition of college readiness
- ✓ Mandate assessment/placement – early start to basic skills
- ✓ Advise students into academic programs
- ✓ Provide clearer pathways to certificates and degrees

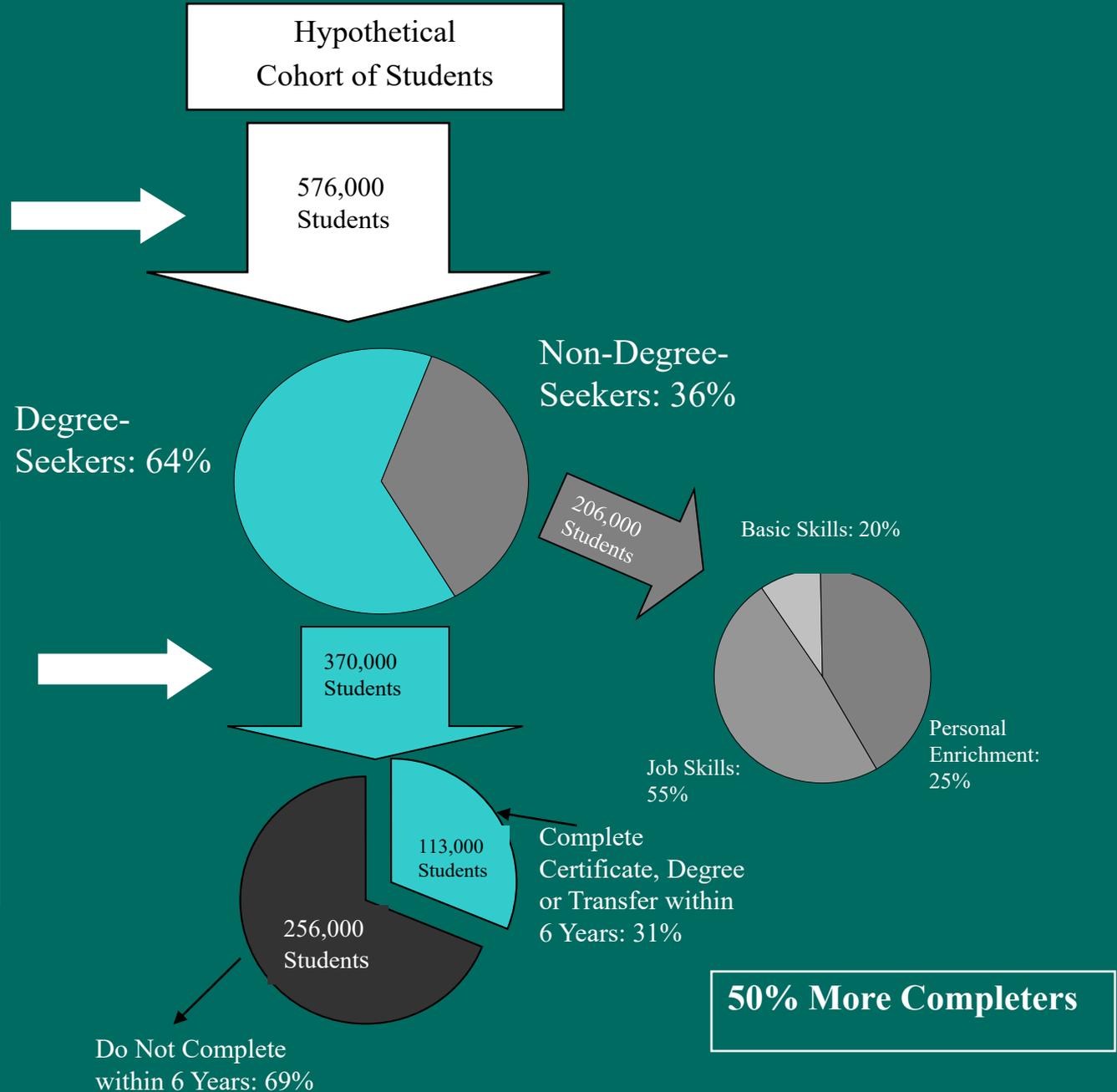


### More Students

- More high school graduates enrolling directly in college
- More adults without a college degree enrolling in college

### More Degree Seekers

- Increased state investment and system priority on degree-seeking students
- Clearer pathways to certificates and degrees





# Policy Agendas in Other States

- Bridges to Opportunity – 6 states
- Achieving the Dream – 15 states
- Making Opportunity Affordable – 11 states
- *What policy conditions can be created to make it possible, easier, and necessary for community colleges to produce significantly higher levels of student success?*

Leading states include:

Washington    Kentucky    Oregon

Ohio            Texas            Louisiana



# *Bridges to Opportunity*

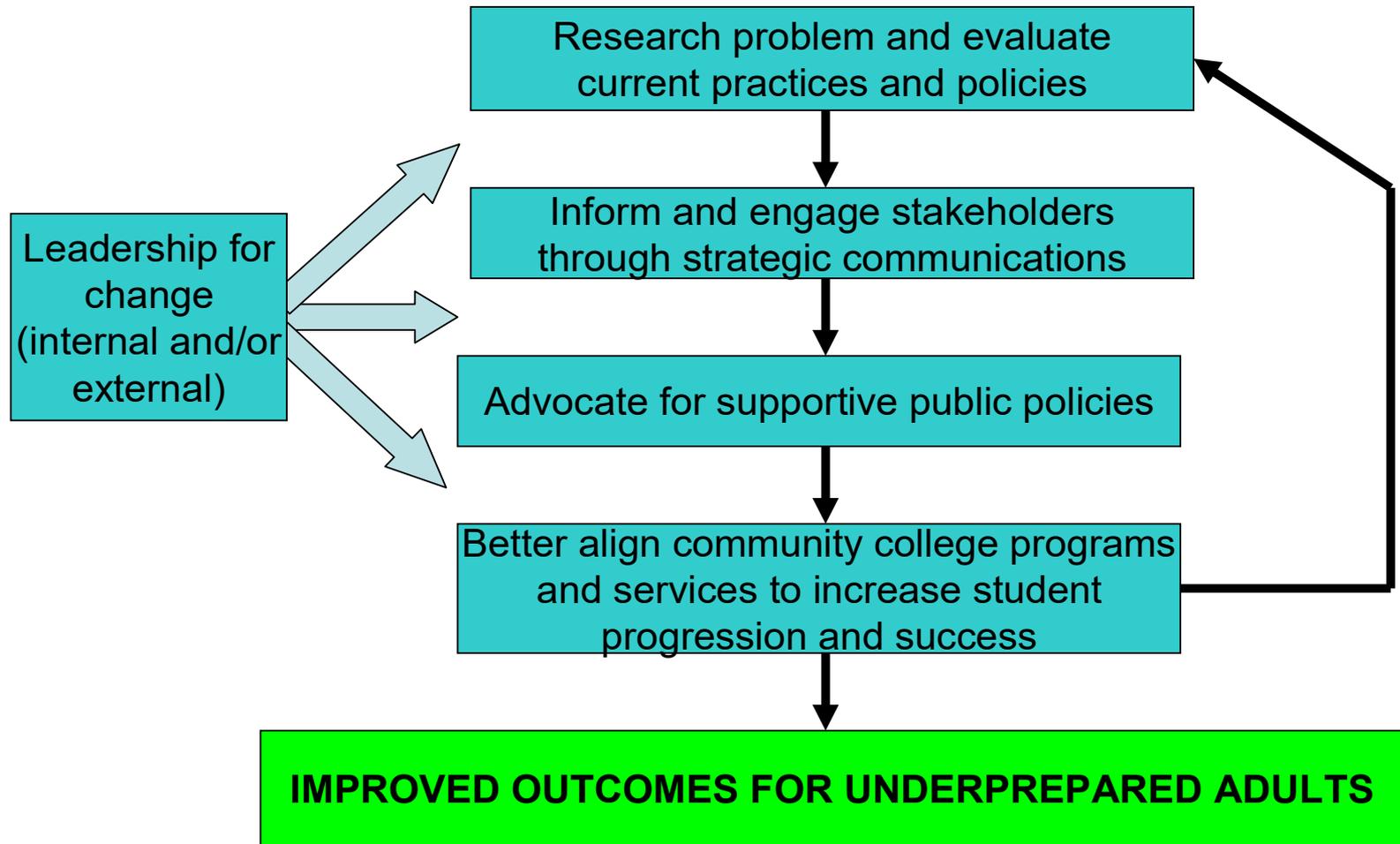
## Problem:

- Community colleges face major challenges in integrating workforce and academic missions
- A key cause: “public policies are out of touch with needs of students”

## Goals:

- Promote state-level policy innovation
- Engage policymakers and external stakeholders
- Get buy-in from institutions

# Figure 1: Bridges Theory of Change





## Texas Association of Community Colleges

- Colleges participating in ATD agree to:
  - Increase rates in key outcomes
  - Use data to drive strategies – report data publicly
  - **Advocate for policy changes**
- State policy initiatives - proposed compact:
  - Performance-based incentive funding
  - Revise state-level student success data elements
  - Review assessment and placement policies
  - Target financial aid to build academic momentum toward credentials and degrees



# Some Emerging Priority Areas for State Policy Change

- **Improving early success**
  - Mandatory assessment/early placement
  - Common cut-off scores; enforced prerequisites
  - College orientation and student success courses
- **Creating structured pathways to success**
  - For every student, a plan and a pathway
- **Funding success**
  - Increasing graduation rates and success in basic skills
  - Enhanced funding for at-risk students
- **Targeted financial aid**
  - Tied to performance and pathways



# Integrated Basic Skills and Skills Training (IBEST)

- **Genesis:** Tipping point study
  - One year college credit plus credential = income gains
- **Goal:** increase # adults who reach tipping point
- **Operation**
  - Remedial and content faculty co-teach
  - Literacy and workforce skills gains together
  - Enriched funding
- **Outcomes**
  - Earned 5 times more college credits
  - 15 times more likely to complete workforce training
  - From pilot to statewide



# Ohio - Strategic Plan and New Policies

- Long-term stakeholder engagement and policy audit  
=> major reorganization
- Goals for number of degrees – aligned with business
- Comprehensive tracking system – grads in workforce
- Increase efficiency paired with increased state support
- **Stackable certificates**
- New policy: statewide readiness/placement standards
- Old policy – standards set by each campus
  - “This inconsistency in the system is confusing for students and educators....”

HIGHER EDUCATION BEGINS HERE



KENTUCKY COMMUNITY AND TECHNICAL COLLEGE SYSTEM

- Established career pathways aligned with business
  - Retention rate: 73% v 50%
  - Credentials awarded/100 students: 44 v 11
  - Enrollment in associates degree program: 59% v 42%
- Measurable outcomes in exchange for more funding
  - Enrollment (including adult ed, workforce programs)
  - Transfers
  - Full-time faculty
  - Remediation services provided



## Oregon – Pathways to Careers

- Career counseling – “roadmaps” on college websites for 35 high demand careers
- “Bridge” courses for adult basic education - contextualize health care and manufacturing
- Career Pathways Certificates of 12-44 units in high demand careers (over 100)



## Toward Policy Reform in California

- CCC – taking the lead on assessment and placement
- Foundations and advocacy groups
- California Forward – CCC as case study of value of more strategic, outcomes-oriented investment



## Engaging Stakeholders to Enhance Student Success

- Participants (about 100)
  - CCC, Policy advocates, foundations, business, legislature, students/youth, state officials, unions
- Purpose
  - Learn about importance of CCC to education/workforce
  - Discuss selected policy issues
  - What's valuable and feasible?
  - What could be done?



## And the Winners Were....

	Hi Value Hi Feasibility	Hi Value Lo Feasibility	Lo Value Hi Feasibility	Lo Value Lo Feasibility
Early Success	44	16	0	0
Structured Pathways	23	10	1	2
Funding for Success	13	9	1	1

Of less interest:

- Increase fees and financial aid (reduce broad-based subsidy)
- Reexamine categoricals
- More flexible use of state funding



# Getting There from Here: Barriers

	Lack of Resources	Knowledge Gap	Political Resistance	Lack of Priority
Early Success	High	Low	High*	Low
Structured Pathways	High	Medium	High	High
Funding Success	High	High	High	Low



## Early Success – Key Strategies

- Support CCC with external help for policy change
- Policy changes to make better data possible
  - Who needs remediation?
  - Who completes remediation?
- Public information effort to convey value of the basic skills mission to success of other missions
- A working group (CCC, LAO, DOF, others) to develop a plan for ensuring sufficient course sections in basic skills



## More Structured Pathways – Key Strategies

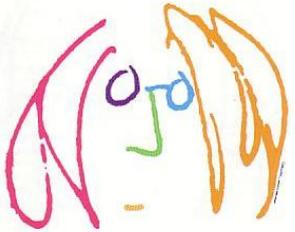
- More research - models for structured pathways and stackable credentials
- Support legislative efforts to “connect the dots” among various pieces of career and workforce education
- Support efforts to contextualize instruction for BSI
- Counsel students into programs/majors and add such an element to the central data system
- More research into other states’ statewide transfer pathways, including for high-need areas



## Funding for Success – Key Strategies

- Information about *effective and fair* ways to incorporate incentives for success
- Working group to develop design principles for incorporating performance, to include:
  - Changes to data systems to support models
  - Principles for phase-in
- Short term: add or move census date – with the clear message that this is not an effort to reduce funding

I M A G I N E  
*John Lennon*



## What if...

- (1) the more success, the more money
- (2) extra money for under-prepared

- More collaboration with high schools on readiness
- More disadvantaged students served
- More assessment and placement guidance
- More use of prerequisites
- Early alert – direct students to services
- More advice about effective enrollment choices
- More attention to clear pathways
- **More success => more \$\$**



## The Biggest Priority of All

- Better state-level planning
- A “Public Agenda” for higher education
- Begins with state needs
- Goals/strategies for how all of higher ed can meet those needs
- Leadership – final lesson from other states