Aligning Policy with Mission to Improve Student Success:

An Example from the California Community Colleges

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Topics

1. California's performance challenge
2. Aligning state-level policy with goals
3. Case study: policy alignment for career technical education

Comparing California with Nations and Other States in the Percentage of Young Adult Degree Attainment
(Ages 25-34)

| U.S. States	%	OECD Country
	↑	Korea (65.0)
	60	
	58	
	56	Japan, Canada
Massachusetts	54	
North Dakota	52	
Minnesota · New York	50	
New Jersey	48	Ireland
New Hampshire		Norway
Connecticut · Iowa	46	New Zealand, United Kingdom
Virginia · Illinois · Maryland · South Dakota		
Pennsylvania · Nebraska · Colorado · Vermont	44	Australia, Luxembourg, Israel, Belgium
Rhode Island · Kansas		France
Montana · Wisconsin	42	UNITED STATES, Sweden
· Washington		Netherlands, Switzerland
Missouri · Hawaii	40	
Wyoming ·Maine · Delaware · Utah		Finland, Spain, Chile
Ohio · California · Oregon	38	Estonia, Denmark
Michigan · North Carolina		Poland
Indiana · Florida · South Carolina	36	Iceland
Georgia		
Alaska · Kentucky · Tennessee	34	
Arizona· Mississippi ·Texas		
Alabama · Idaho	32	
Louisiana		Slovenia, Greece
Oklahoma· Arkansas · West Virginia	30	
Nevada	28	
New Mexico		
	26	Germany, Hungary
		Portugal
	24	Slovak Rep
		Czech Rep
	22	Mexico
		Austria, Italy
	20	
		Turkey (17.4)

NCHEMS

Closing the Education Attainment Gap in California

Additional degrees to reach 60% by 2025   **3,500,000**

    Improving High School Graduation Rates to National Best   355,000

    College-going rate to National Best   230,000

    Improving College Completion of Public & Private 4-year   275,000

    Remaining Gap   2,640,000

    Improving Completion at Community Colleges to the National Best   2,535,000

*Calculations assume enrollments of first-time students are distributed in a constant manner
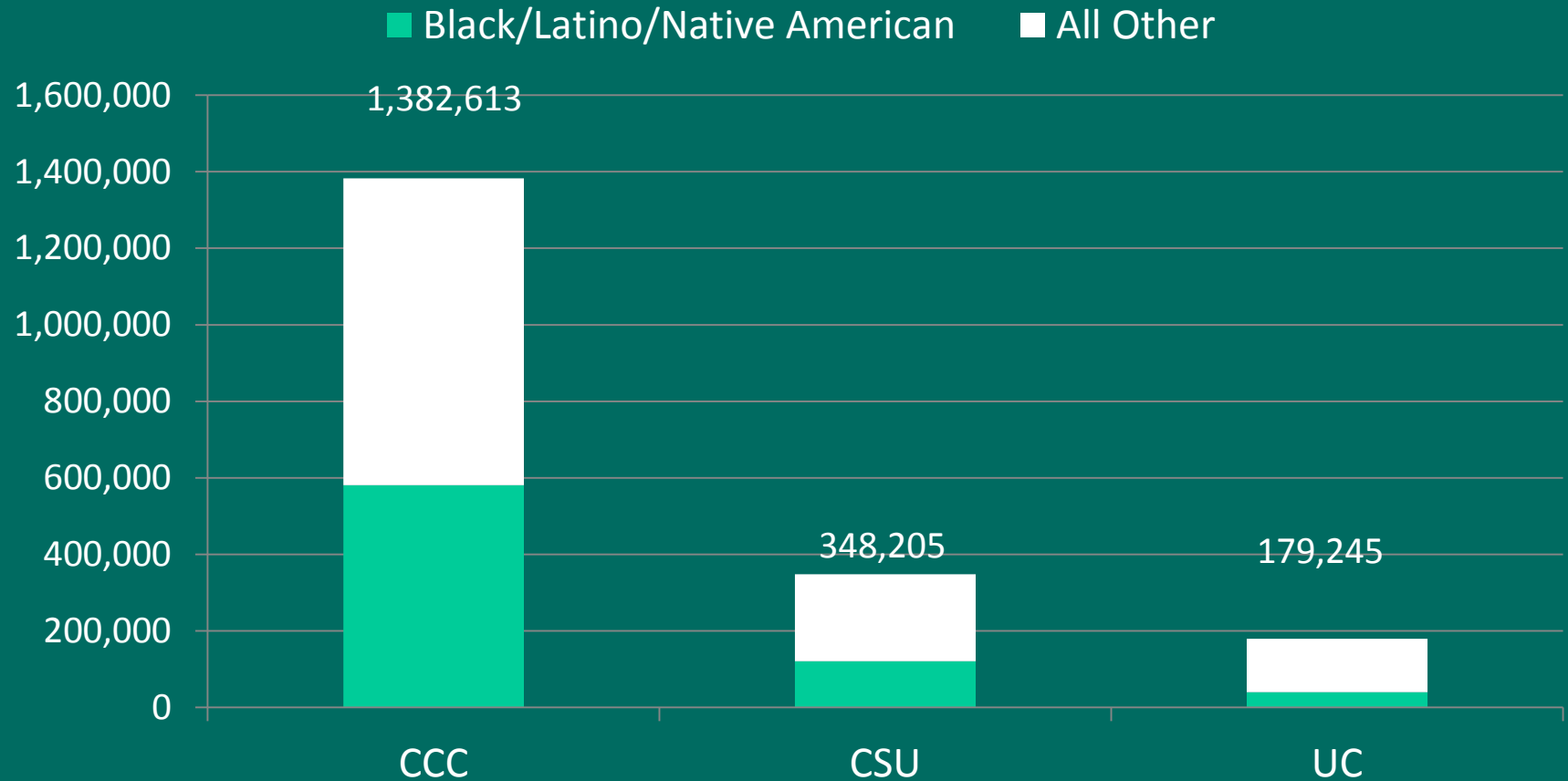
	Recent HS Grads	Age 20-39
Public Research	15%	0
Public Baccalaureates & Masters	18	.0
Private	12	16
Community Colleges	55	82

Racial/Ethnic Gaps
in Percent of Adults with a BA
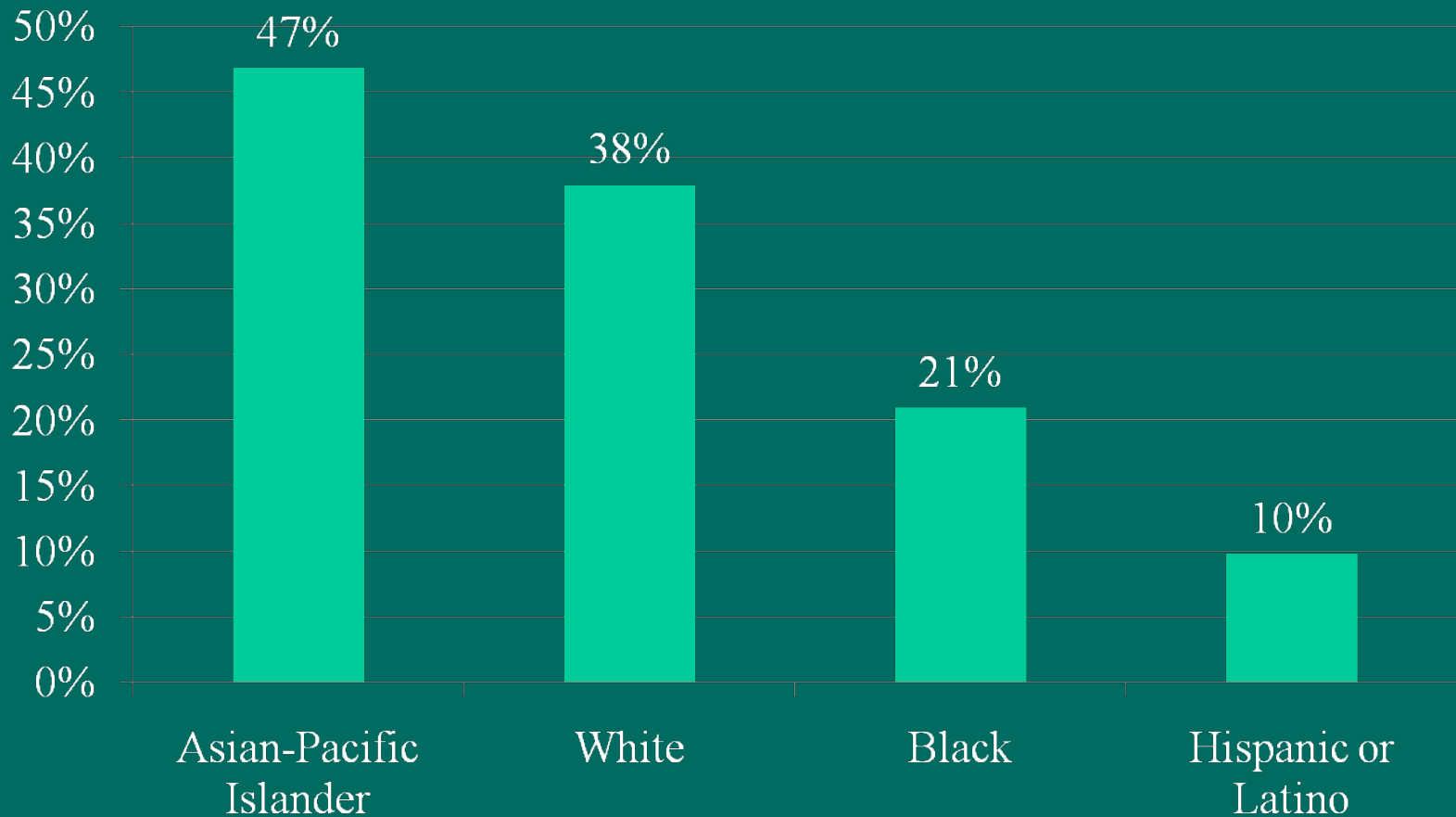
Community Colleges are Key to Improving Education Levels - Enroll Most Undergraduates and Large Portion of Latino and Black Populations

Source: California Postsecondary Education Commission online data, total undergraduate enrollment in Fall 2010

Policy

- Why it matters?
- What's happening?
- What's not happening?

Why Policy Matters

- Rules, incentives, expectations

- Replication and scale

- Student-centered consistency

Policy can work *for (or against)* colleges and students

Examples of Problematic *Incentives*

- **Undifferentiated enrollment-based funding** discourages support for higher cost instructional programs and for retention activities

- **Multiple student service categoricals** with myriad compliance requirements discourage holistic approaches to serving students

Examples of Policies that *Inhibit Scaling*

- Policy on prerequisites impedes contextualized basic skills instruction

- Lack of authority of Chancellor's Office impedes systemic change in a variety of areas (e.g., basic skills, career pathways)

Examples of Policies that
Pose Barriers of *Inconsistency*

- **Lack of skill/competency standards for CTE programs** devalues credentials because employers don't know what they mean

- **Variable policies on concurrent enrollment and dual credit** give students inequitable access to college courses and college credit

Opportunities for Policy Alignment:
We Know What Works
(from research)

- College/career readiness

- Early momentum

- Clear goals and pathways

- Intensive/integrated student support

- Align resources with goals

- Data-driven decisions

Policies - College and Career Readiness

- What's happening
  - Common Core State Standards – aligned assessments
  - Toward more common assessment in CCC
  - K-12 accountability to include college/career readiness (new law: SB1458)
- What's not happening
  - Common core and assessments do not address "career readiness," or "habits of mind" attributes of college/career readiness
  - Concurrent enrollment – no systemwide coherence

Policies - Early Momentum

- What's happening
  - More students directed to assessment
  - Priority registration for degree-seekers
  - Financial aid info to encourage full-time enrollment
  - Easier adoption of prerequisites
  - Require FAFSA for fee waiver
- What's not happening
  - Support for *systemic* basic skills reforms, e.g., acceleration, modules
  - Requiring first term remediation, if needed
  - Address basic skills for CTE
  - Fee structures to discourage low-unit and sporadic enrollment patterns

Policies - Clear Goals and Pathways

- What's happening
  - Education plans, registration priority, declaration of course of study
  - Associate degrees for transfer
- What's not happening
  - Programmatic focus to "education plan"
  - Associate degree pathways for non-transfer
  - Consistent certificate pathways
  - Pathways from non-credit to credit
  - Stable/equitable funding for career pathways
  - Program-centric planning and accountability

Policies - Integrated Support Services

- What's happening
  - New "Student Success and Support Program"
- What's not happening
  - Addressing student services as core function
  - Streamlining categorical programs
  - Remove arbitrary constraints on student services expenditures (50% law)
  - More flexibility in who can provide "counseling"

Policies - Align Resources with Goals

- What's happening
  - Focus on core missions through enrollment priority
  - CTE – regional priorities by industry sector
  - Incentivize successful *student* behaviors
    - Assessment, orientation, ed plans
    - Discourage excess units
    - Penalize excessive academic probation
    - BOG fee waiver requires academic progress
- What's not happening
  - Integrate student success into core funding – get beyond categorical "restoration" approaches
  - Incentives for *colleges* to engage in successful behaviors
  - Fee policy to increase federal and other revenues

Policies – Data

- What's happening
  - New college scorecards
  - Broader definition of "degree seeking"
  - Breakdowns by race/ethnicity and others
  - Remedial progress rate
  - CTE completion rate
- What's not happening
  - No data on who *needs* remediation
  - No data on academic *programs*

Case Study of Opportunity for Policy Alignment
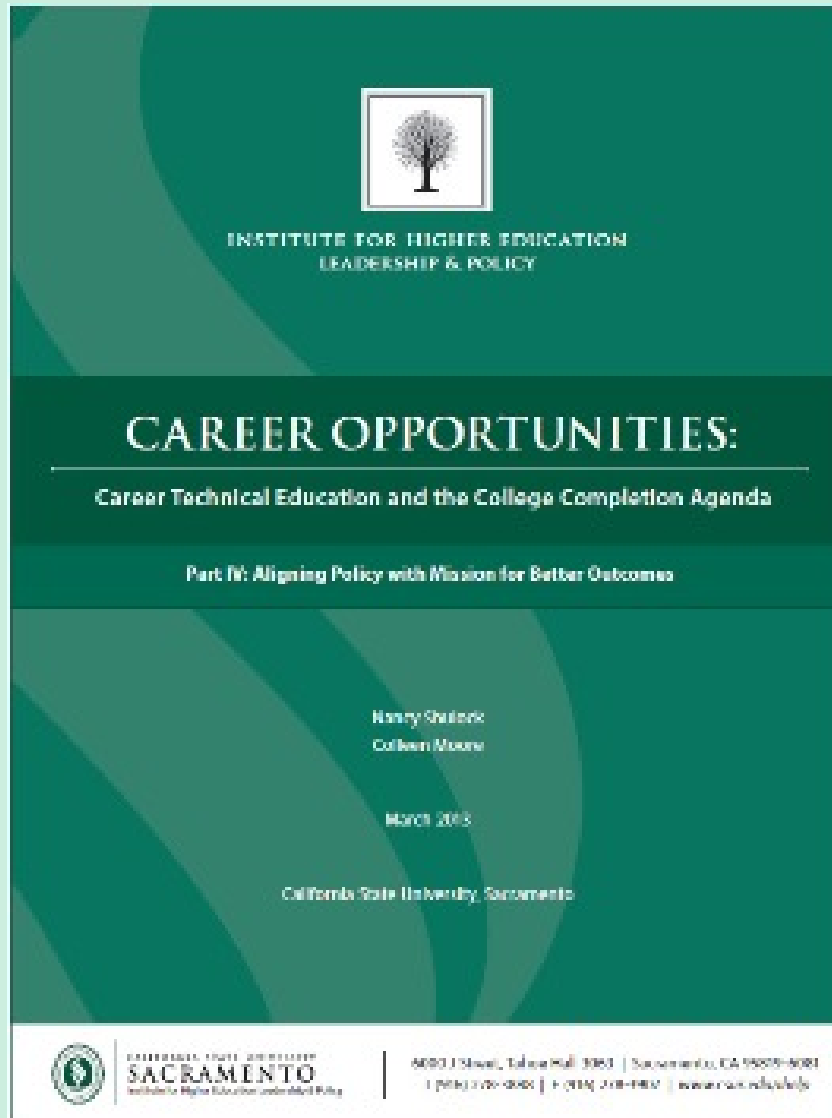
Few Students Earn Vocational Credentials

Milestone Attainment within 6 Years among Degree Seekers
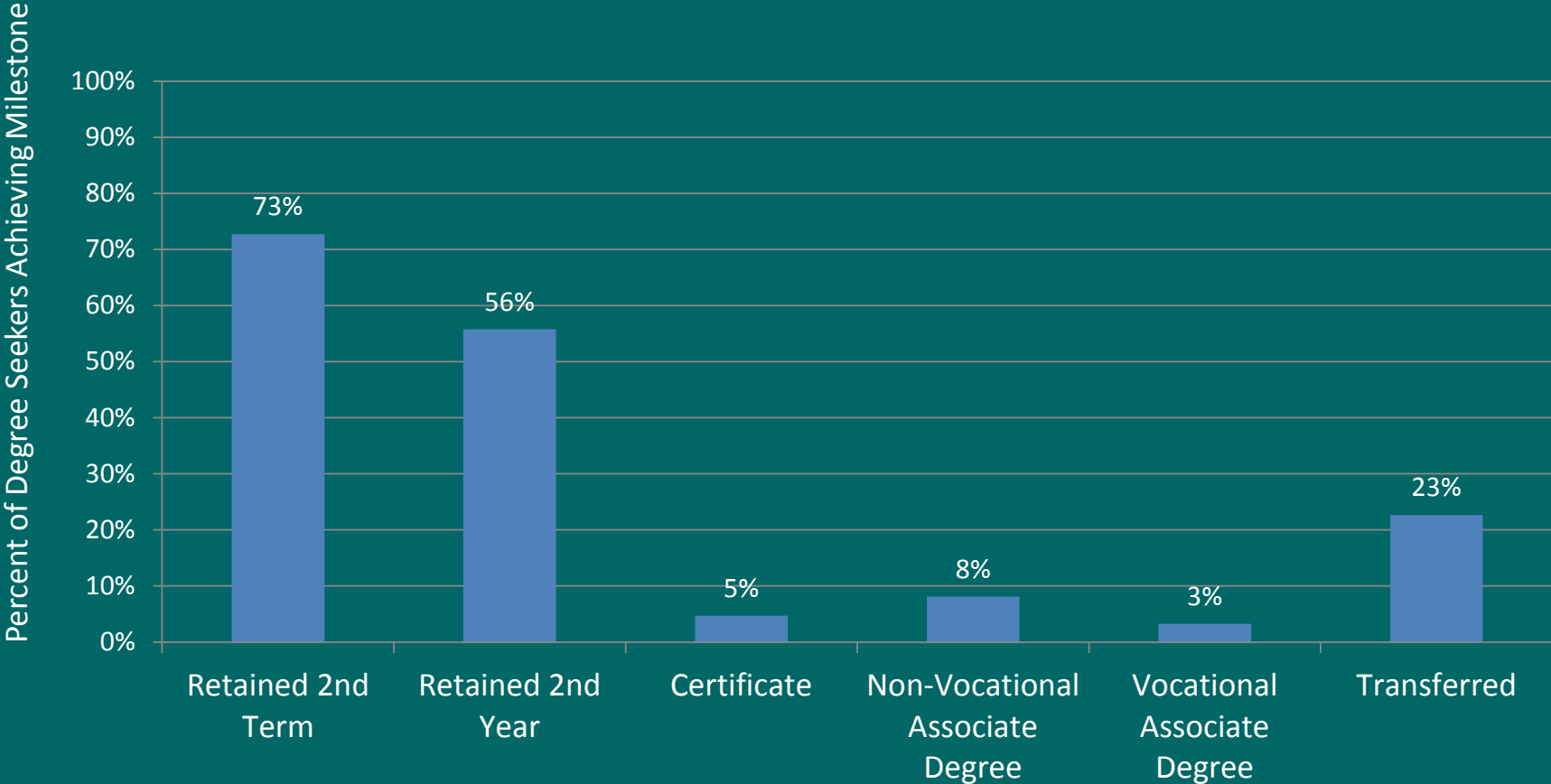
Context/Culture:

- Historic importance of transfer

- Comparatively low stature and priority of CTE/workforce

- Low value accorded to CTE *credentials*

Hypothesis:

- Policies (statutes and regulations) developed for transfer mission

- Do not provide best support for CTE mission

Identifying Policy Barriers and Opportunities: Community College CTE Mission

Governing Policies

State-level governance

- Institutional types and missions
- Degrees and credential types
- Transferability of credit
- State planning, coordination, oversight

Finance

- Funding formulas
- Tuition/fees
- Financial aid
- Eligibility for non-state funds

Accountability

- Institutional reporting requirements
- Postsecondary data systems
- Linkages with other sector data systems (K-12, EDD, labor markets)

Educational Policies

- High School – CTE curricular articulation
- Credit award for high school CTE (2+2/tech prep)
- Concurrent enrollment
- Career counseling in high school
- Adult education and not-for-credit articulation
- Competency-based; prior learning credit

- Program offerings (program approval/discontinuation)
- Intake process (recruitment, career counseling)
- Declaration of major program of study
- Education plans
- Developmental ed – proficiency requirements, assessment, placement
- Developmental ed delivery

- Credential program structure
- Program scheduling and delivery
- Articulation of shorter to longer credentials
- Faculty policies (hiring, qualifications, workload, compensation, professional development)
- Student support – eligibility for special programs

- Degree audit
- Competency standards
- Student learning outcomes
- Industry advisory boards
- Internships, coop ed
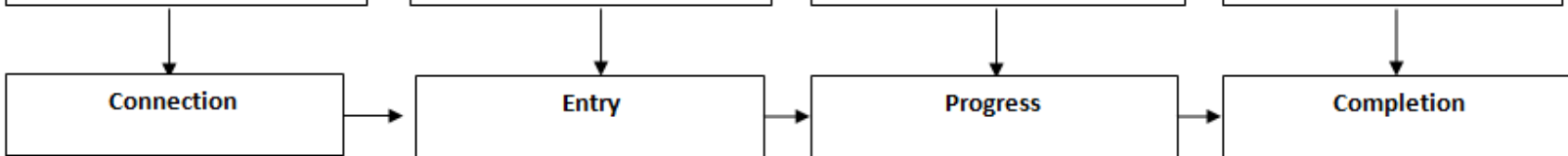- Labor market outcomes data
- Employer surveys

Student Progress

Connection	Entry	Progress	Completion

Framework for Policy Reform to Strengthen CTE

Barriers to Satisfying 7 Criteria for Effective CTE Mission, by Theme:

A. The CTE mission is marginalized from the academic core of the institution

B. There is an insufficient focus on programs and their outcomes

C. Individual colleges are expected to do too much in isolation, creating excessive workload and variability in policy and practice that do not benefit students

Policy Change:

Education Code Title 5

Vision for Student Success (per the 7 criteria for effective CTE mission):

1. K-14 articulation

2. CTE advising

3. Program offerings

4. Pathways

5. Learning outcomes

6. Labor market value

7. Resource support

Examples of Policy Barriers: Program Offerings/Pathways

- Evidence of problem
  - Too many programs that don't serve students well
    - 7% of fields enroll *half* of students
    - 6% of fields produce *more than half* of credentials
  - Low completion rates
- Current policies
  - Program approval/review/discontinuation lack rigor with respect to labor market analysis and outcomes data
  - Each college expected to do LMI analysis, planning

Examples of Policy Barriers: Labor Market Value

- Evidence of problem
  - Considerable variation across similar programs in credits required and content
  - Credentials reportedly not valued by employers
- Current policies
  - Each college sets curriculum and learning outcomes
  - No systemwide frameworks geared to industry standards
  - No proficiency requirements for certificates
  - Ineffective structure to industry advisory committees
  - No applied associate degree
  - No non-transfer associate degree pathways

Examples of Policy Barriers: Resource Allocation

- Evidence of problem
  - Difficulty maintaining high cost/high need programs
  - Uneven capacity across the system
- Current policies
  - Enrollment-based funding; constant for all programs
  - Low tuition; major restrictions on course fees
  - Excessive reliance on competitive grants for CTE pathways, equipment
  - Faculty workload compensation does not address key factors for CTE faculty

What's Happening with CTE?

Major systemwide efforts to:

- Improve regional collaboration

- Tailor program offerings by region/sector

- Strengthen sector collaboration across state (e.g., for curriculum, industry credentials)

- Work with legislative staff and advocates to find better financing models

- Identify legislative agenda for policy alignment

IHELP Contact Information

Reports and presentations at:

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Selected reports on policy alignment and student success:

Metrics, Dollars, and Systems Change: Learning from Washington State's Student Achievement Initiative to Design Effective Postsecondary Performance Funding Policies, March 2013

Career Opportunities (four parts), 2012-2013

Sense of Direction, 2011

Dollars and Sense: Analysis of Spending and Revenue Patterns to Inform Fiscal Planning for California Higher Education, September, 2011

Crafting a Student-Centered Transfer Process in CA, August 2009

It Could Happen, February 2008

Invest in Success, October 2007

Beyond the Open Door, August 2007

Rules of the Game, February 2007