



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Beyond the Open Door: Leveraging Institutional Change Through State Policy Reform



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California State University, Sacramento

# Premises, Premises



Education levels in CA must increase

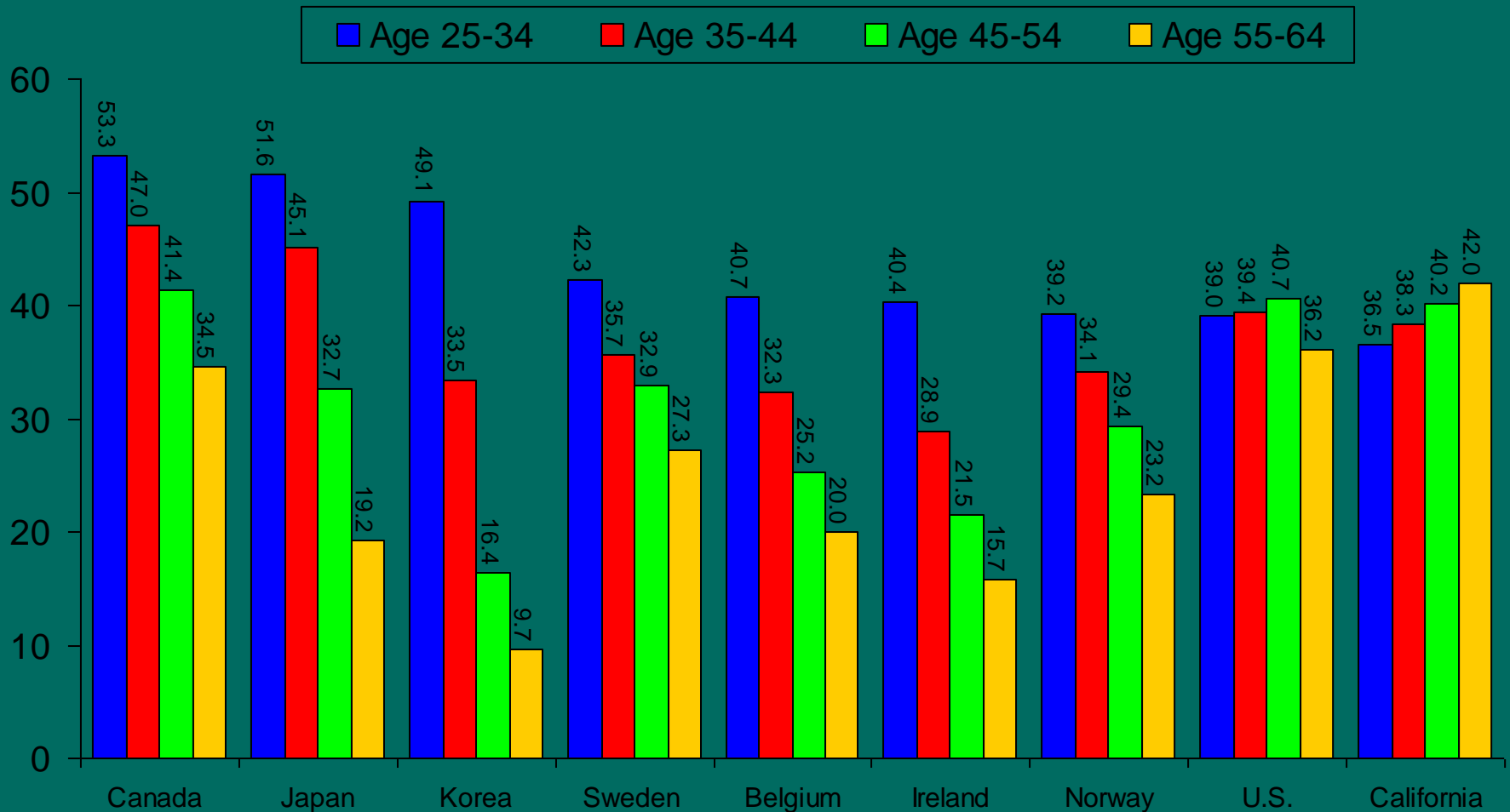


We know a lot about what works



Policy can help – or hinder – best efforts

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



# California Is Becoming Less Educated Than Other States

(Rank Among States in % with College Degrees)

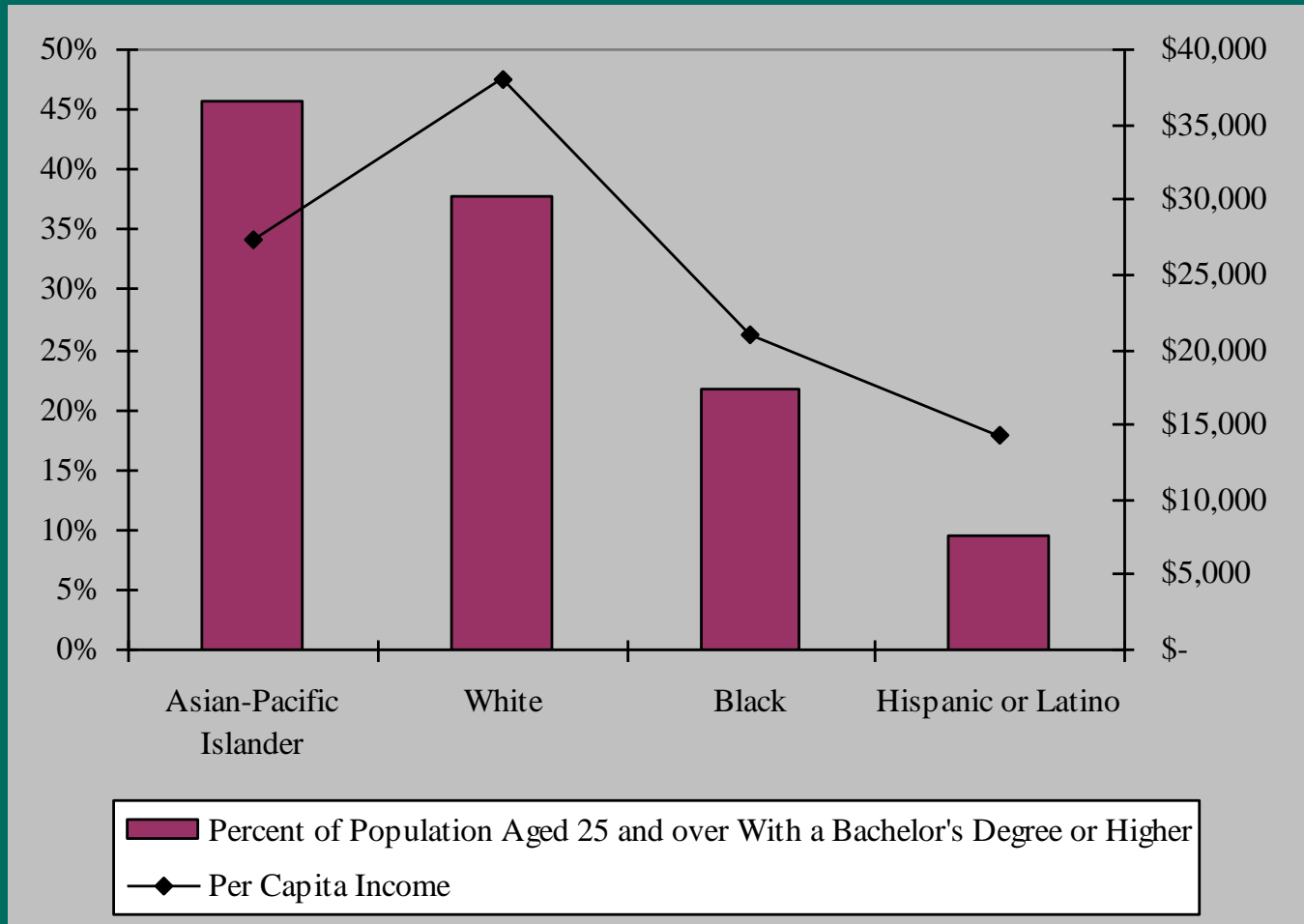
Age Group:	AA or Higher	BA or Higher
>64	2 <sup>nd</sup>	5 <sup>th</sup>
45-64	11 <sup>th</sup>	10 <sup>th</sup>
35-44	21 <sup>st</sup>	16 <sup>th</sup>
25-34	30 <sup>th</sup>	23 <sup>rd</sup>

PPIC Report – May 2007

*Can California Import Enough College Graduates to Meet Workforce Needs?*

- Projected shortage of college graduates for tomorrow's economy
- Cannot solve through importing college graduates
- Must increase California college graduates substantially to avoid a diminished economic future

# Racial/Ethnic Gaps in Educational Attainment and Per Capita Income



# Current Trends Must be Reversed

**Percent of Population Age 18-24 Enrolled in College**

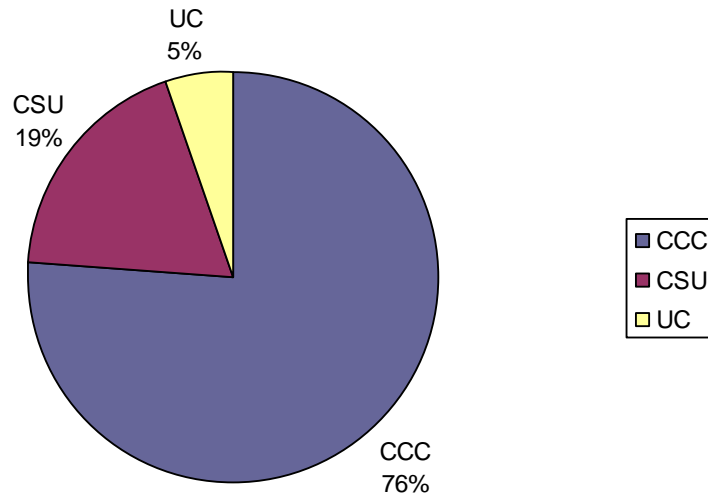
<b>Asian/ Pacific Islander</b>	<b>60%</b>
<b>White</b>	<b>43%</b>
<b>Black</b>	<b>32%</b>
<b>Latino/ Hispanic</b>	<b>22%</b>

**Disparities in CCC  
Completion Rates**

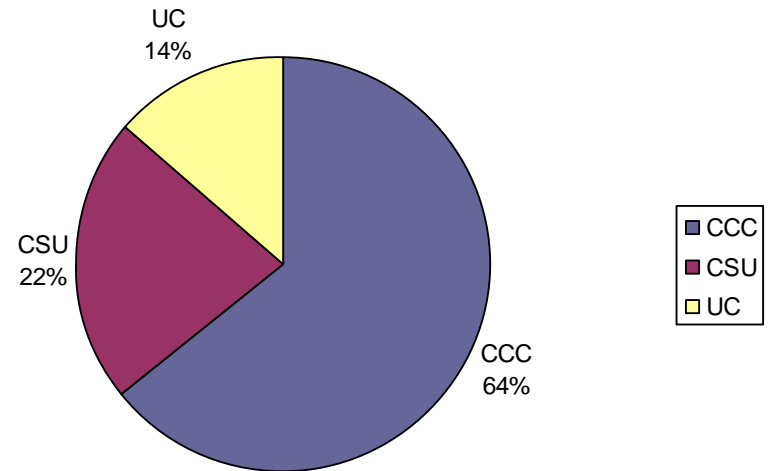
<b>Asian/ Pacific Islander</b>	<b>33%</b>
<b>White</b>	<b>27%</b>
<b>Black</b>	<b>15%</b>
<b>Latino/ Hispanic</b>	<b>18%</b>

# Distribution of Students at Three Public Segments

## Latino/African American



## All Other



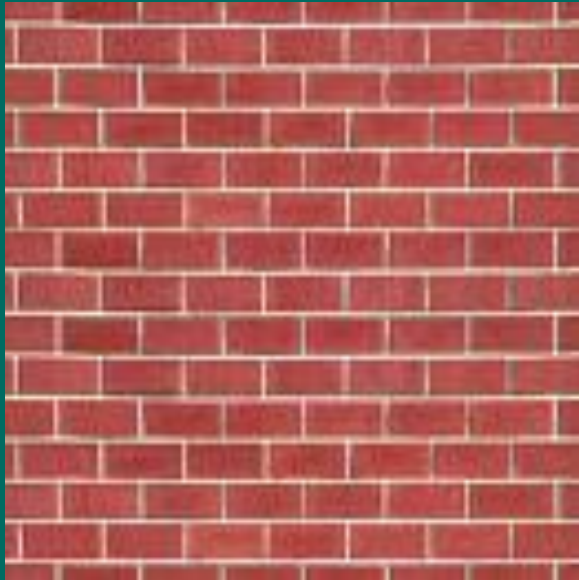




# What Works

- College readiness
- Early success/basic skills
- Less work, more school
- Clear goals and pathways
- Intensive student support
- Resources
- Data analysis

# Policy Can Impede Best College Efforts



**REMOVING BARRIERS  
TO STUDENT LEARNING**



# College Readiness – What We Know



- High school academic preparation – *strong* predictor of college success
- More remediation needed=>lower success
- Students in colleges with lower student preparation had less success
  - 19% v 28% completion
- Dual enrollment/early college are promising reforms
- Messages about the CCC are powerful (Bridge Study)





## College Readiness – Policies

- Conflicting messages about readiness
- Loudest message: ready or not...
- Financial disincentive to stress readiness
- Minimize dual enrollment



## Early Success/Basic Skills – What We Know

- Mandatory assessment and placement are effective
- Immediate enrollment in remediation is best
- Academic momentum is important



## Early Success/Basic Skills – Policies

- Assessment – not all students
- Placement – advisory only
- Delayed remediation if at all
- Minimal use of prerequisites
- No incentives for academic momentum



## Less Work/More College – What We Know

- Full-time correlates with higher success
- In CCC, *four times* higher success rates if enrolled full-time in at least half of terms
- Full-time increases engagement, social integration
- Working > 15-20 hours = lower GPA, fewer credits, less persistence



## Less Work/More College – Policies

- Affordability = low fees (not true!)
- Low use of Pell (15% v 25%)
- Low receipt of state grants (3% v 14%)
- Steer away from loans (6% v 17%)
- Eroded Cal Grant value
- No institutional aid other than fee waiver
- 80% CCC students work – avg. 32 hours



# Clear Goals and Pathways – What We Know



- Higher aspirations => higher attainment
- “Commitment” – goal of credential and enrollment in formal degree program – increases retention
- Market rewards credentials
- Earn lower credential => more success at higher credential
- More financial aid if enrolled in a degree program

# Clear Goals and Pathways - Policies



- Minimal counseling
- Minimal *program* designation
- Matriculation policies weakly enforced – e.g. academic plans
- Credentials not emphasized or structured in sequence
- No transfer AA

# Student Support Services – What We Know



- Intensive, intrusive, integrated support services
- Student engagement – faculty/peers
- Orientation courses





## Student Support Services - Policies

- Constraints on providing support services
- Pit academic affairs against student affairs in budgets
- Faculty-student interaction outside class devalued
- Define much of student services as outside the core
- Voluntary orientation courses

## Resources – What We Know



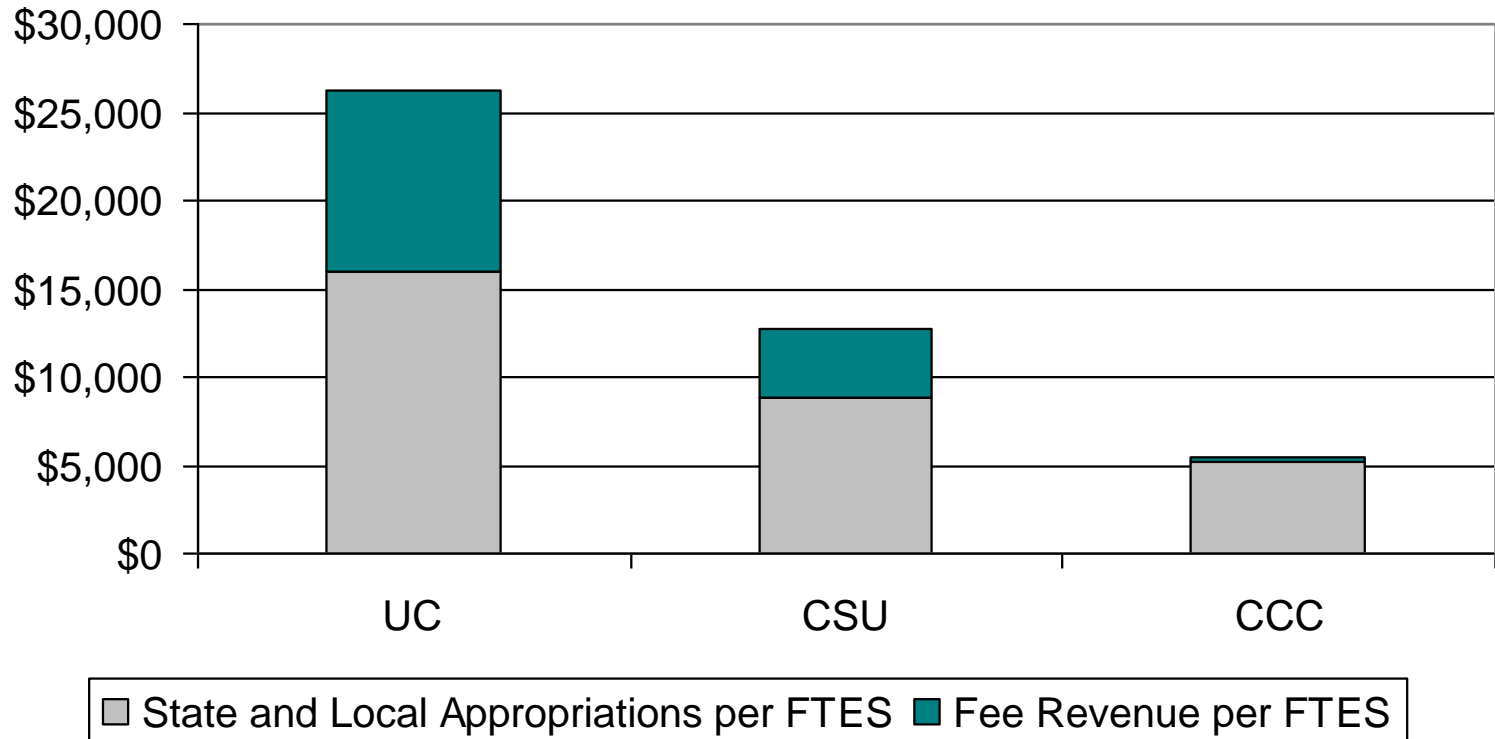
- Quality programs and services cost \$\$
- Effective remediation costs \$\$
- Rational people respond to financial incentives

## Resources – Policies

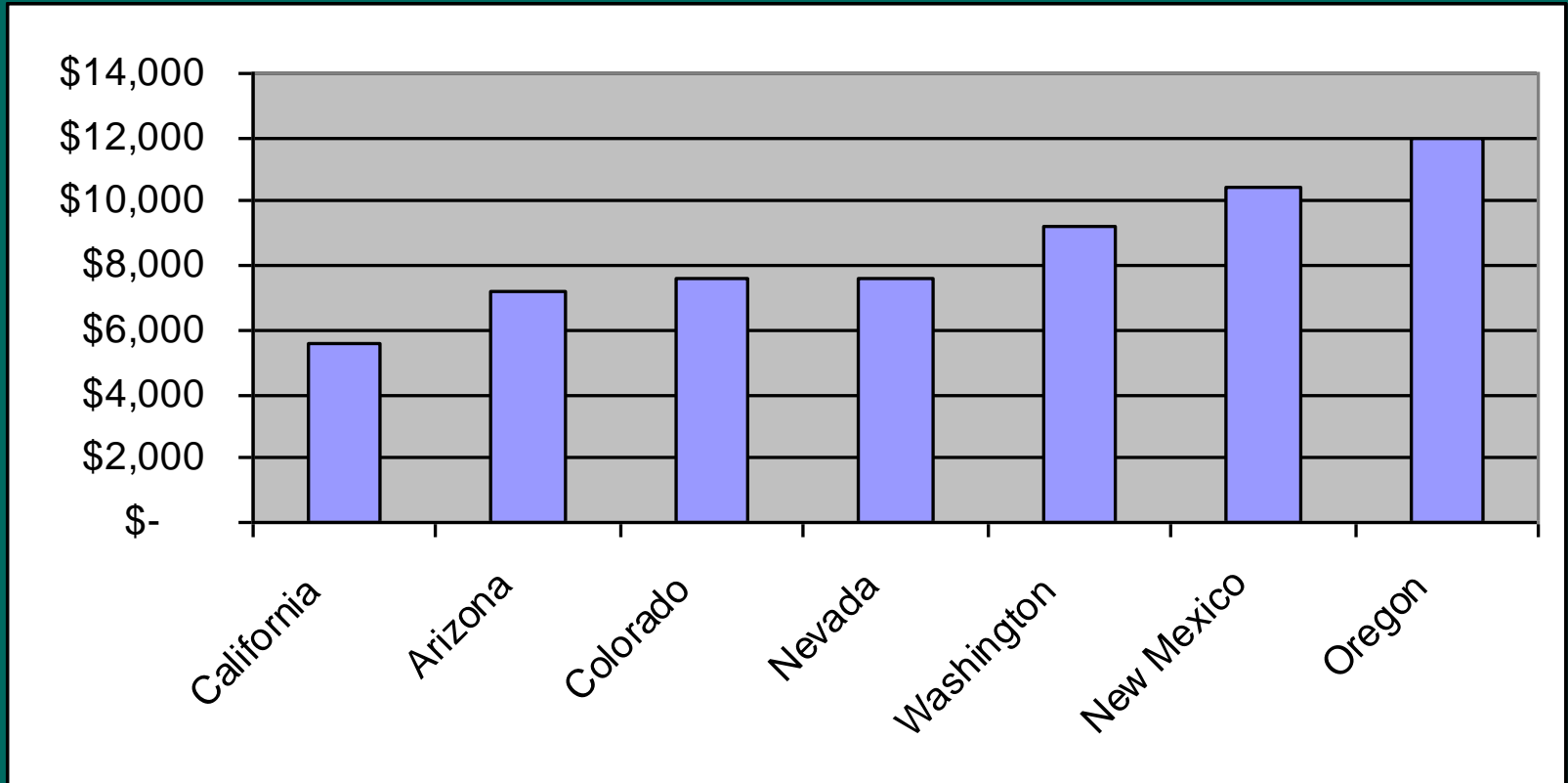


- Low funding per student
- Low fee revenue – big factor in low funding
- Colleges don't keep fee revenue
- FTES-based funding – prevents reform
- Major inefficiencies

## Funding for Higher Education, 2006-07

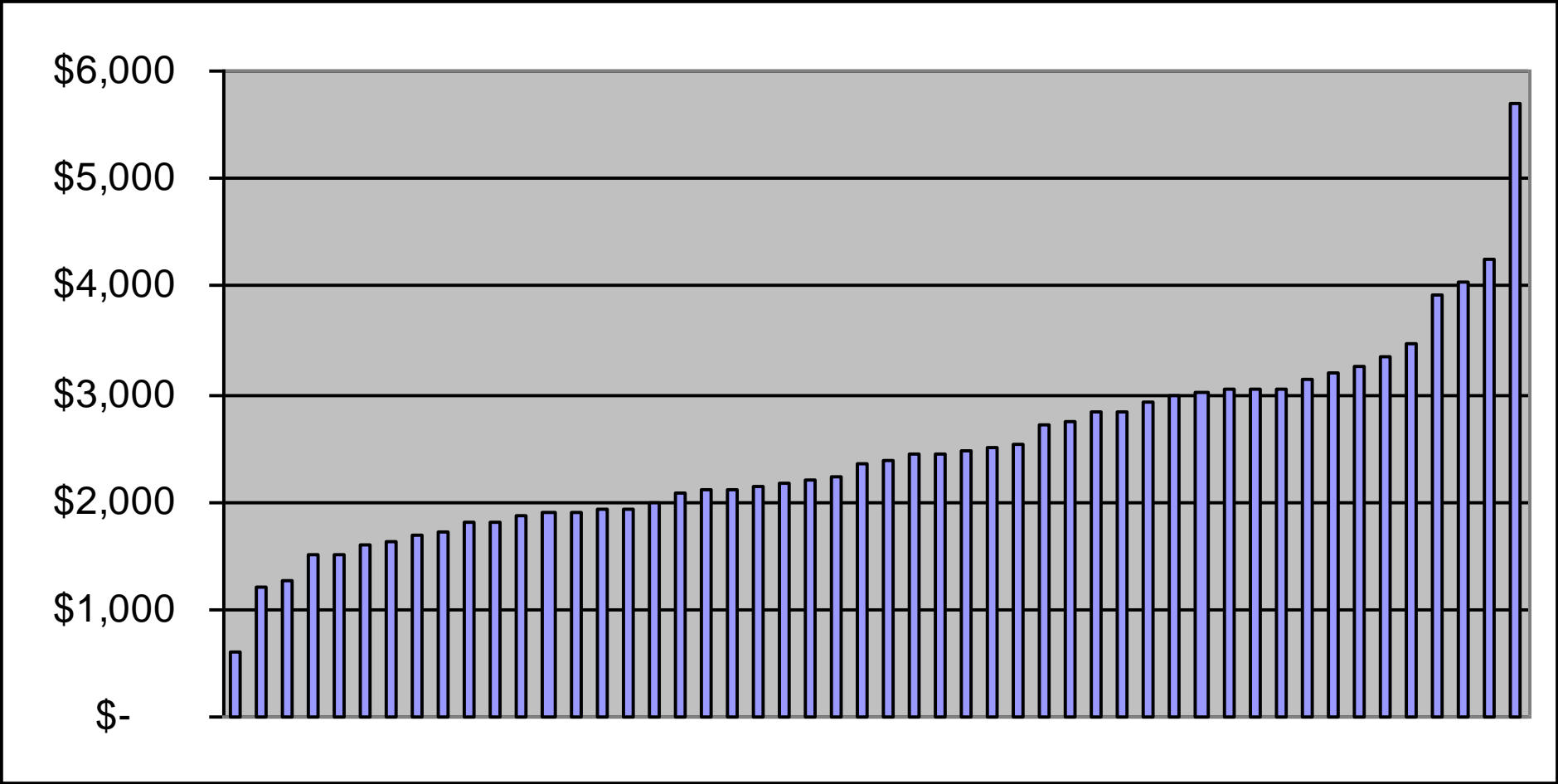


# Expenditures per FTES – Selected WICHE States

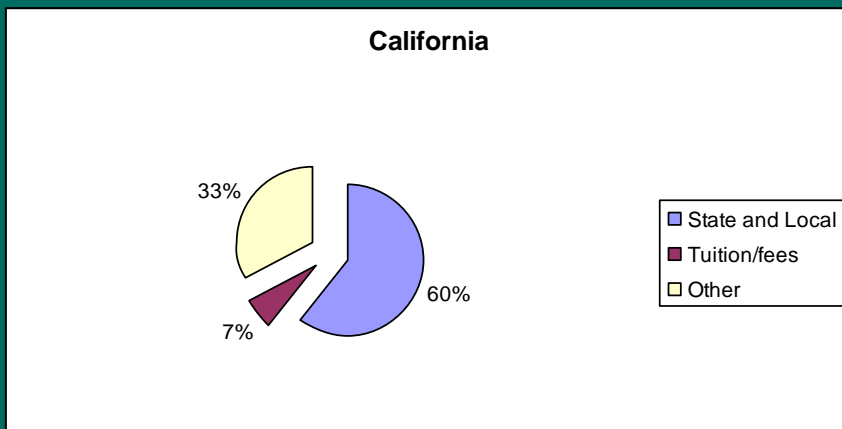
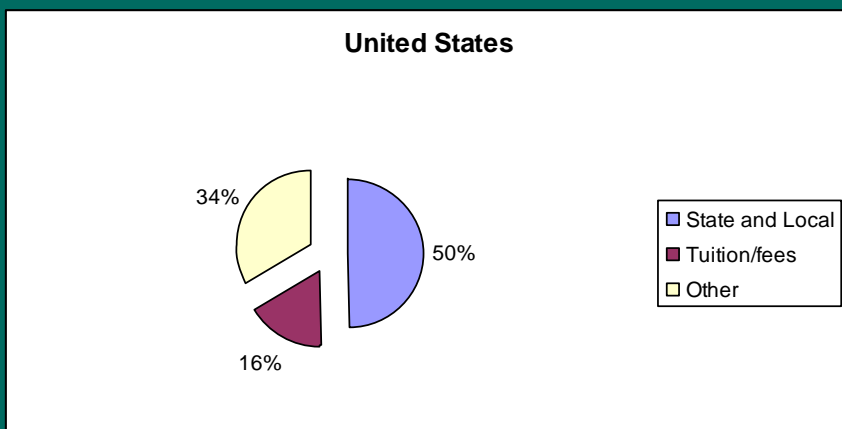




# Tuition/Fees in 50 States



# Fees are a Source of Revenue



## Median Household Income

All CA residents	\$49,739
CCC dependent students	\$49,805
CCC indep. students	\$29,013



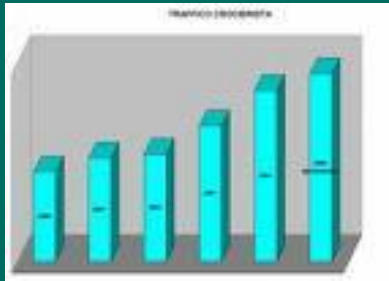
## FTES-Based Funding Prevents Reform

- Fee policy
- Categoricals and regulations
- Late registration
- Few course prerequisites
- Fee waivers without conditions



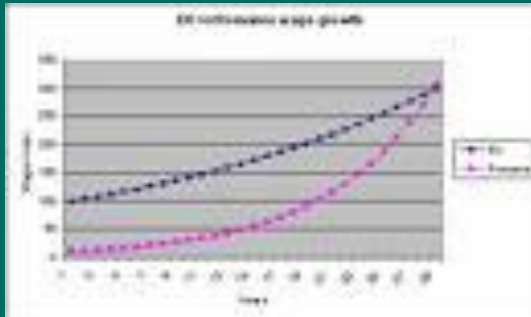
## Inefficiencies

- Regulations, categoricals, reporting
- Restrictions on local control of budgets
- District-centered, not student-centered, allocations



## Use Data – What We Know

- What we measure, we improve
- Student success higher in colleges that use data to evaluate student outcomes





## Use Data - Policy

- ARCC success measure
  - nothing on students with <12 units
  - no breakdowns by race/ethnicity
- No data on who *needs* remediation
- No consistency in “levels” of basic skills
- No ability to track orientation or learning community courses – systemwide
- No data on academic *programs*

# What is a Leader to Do?



1. Advocate for changes in POLICY
2. Keep it about the STUDENTS
3. QUESTION long-standing assumptions



## Some Policy Reform Priorities

- Assessment/Placement/Prerequisites
- Financial aid policies to
  - Encourage full-time enrollment
  - Address full costs of college
  - Encourage Pell Grants and loans
  - Encourage forward progress
- More structure to pathways/degrees
- Budget flexibility; less regulation
- Reduce share of budget from 3<sup>rd</sup> week FTE





# Is it About the Students?

- Or about FTES?
  - Late registration
  - Limited use of prerequisites
  - Lowest fees regardless of income
- Or about districts?
  - Distribution of resources
- Or about other stakeholders?
  - 75/25 rule
  - Categorical programs



## Some Assumptions to Question

- Success cannot be measured by completion
- Policies to reward completion will hurt disadvantaged students
- Prescriptive policies for students are harmful
- Fees are a barrier to access
- The state can, should, and will give us the resources we need
- We're doing as well as we can until then



Leaders can help colleges  
move faster along the track  
to success.

The future of California  
depends on its community  
colleges.



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California State University, Sacramento