



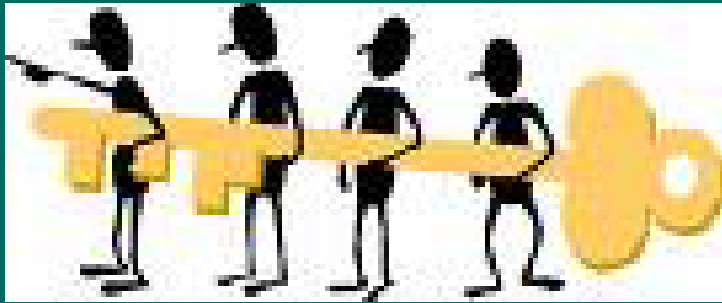
INSTITUTE
FOR HIGHER
EDUCATION
LEADERSHIP
& POLICY

Designing Policies to Increase Student Success



Nancy Shulock
Pennsylvania Achieving the Dream
Student Success Forum
Camp Hill, PA
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Key Points



- **Policy** – academic/student and finance
 - Are policies aligned with intended results?
 - Are you buying intended results?
- **Data**
 - Can you answer the key questions?
- **Politics**
 - Are external stakeholders engaged to help?



Policy – Why it Matters

- Creates the “*rules of the game*” that influence college and student choices
- Policies can support or impede desired outcomes



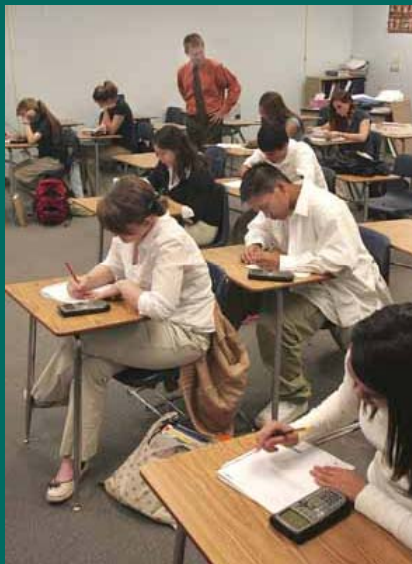
Academic/Student Support Policies – What Works

- College readiness
- Early success
- Less work, more school
- Clear goals and pathways
- Intensive student support

College Readiness – What We Know



- High school academic preparation – *strong* predictor of college success
- More remediation needed=>lower success
- Dual enrollment/early college are promising reforms
- Messages about community college standards are powerful





College Readiness – Policies

Do policies...

- Send clear messages about readiness?
- Provide incentives *for* readiness?

Relevant policies:

- P-16 alignment: curriculum and assessments
- Assessment and placement
- Financial aid
- Dual enrollment



GOAL



Early Success – What We Know

- Second semester/year retention is poor
- Building academic momentum is important
- Mandatory assessment and placement are effective
- Immediate enrollment in remediation is best
- Integrating academic content with developmental instruction shows promise

Early Success – Policies

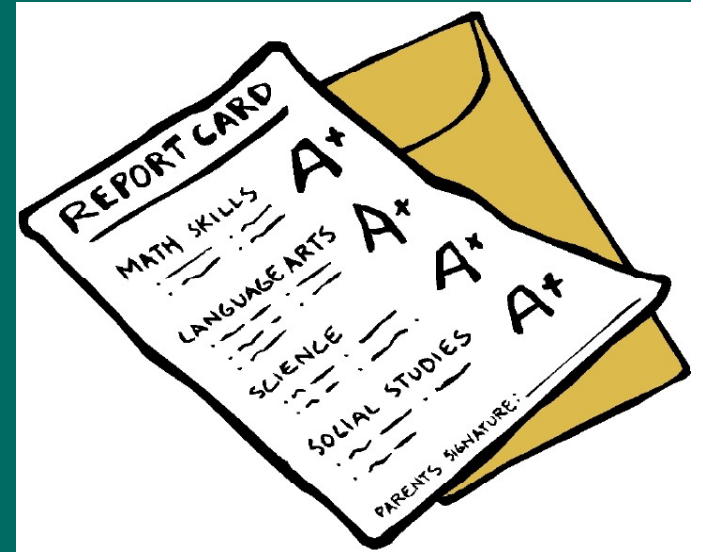


Do policies...

- Help students find the best courses to begin?
- Encourage colleges to provide best guidance to students?

Relevant policies:

- Assessment and placement
- Developmental education
- Prerequisites
- Advising/early alert





Less Work/More College – What We Know

- Full-time correlates with much higher success
- Full-time increases engagement, social integration
- Working > 15-20 hours = lower GPA, fewer credits, less persistence

Less Work/More College– Policies



Do policies...

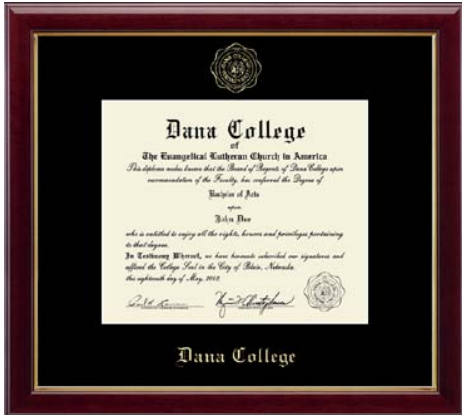
- Encourage more full-time attendance?
- Encourage engagement with campus?

Relevant policies:

- Financial aid
- Work study
- Outreach (messages)

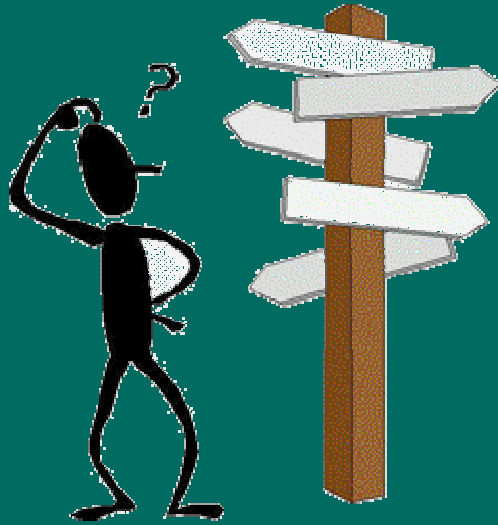


Clear Goals and Pathways – What We Know



- Market rewards credentials
- One credential can lead to another
- Credential goal and enrollment in degree program increases success
- Transfers with articulated gen. ed. and associate degrees are more successful





Clear Goals and Pathways - Policies

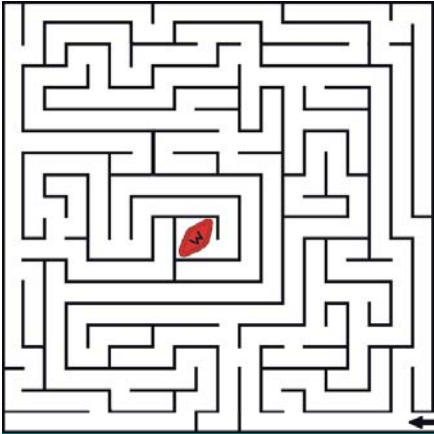
Do policies...

- Provide and promote clear pathways?
- Structure credentials?

Relevant policies:

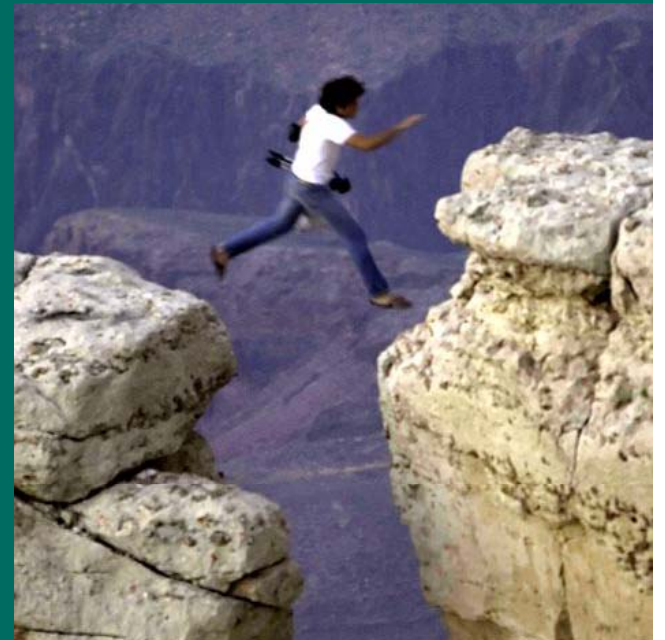
- Curricular structure
- Matriculation (program declaration)
- Transfer pathways
- Counseling





A Digression on Transfer

- Big role for state policy
- Student-centered or institution-driven
- But no easy *complete* answers





Emerging Models and Strategies

Models:

- Statewide general education pattern
- Transfer associate degree(s)
- Major pathways, short of associate degree (CA)
- More transferable career tech coursework

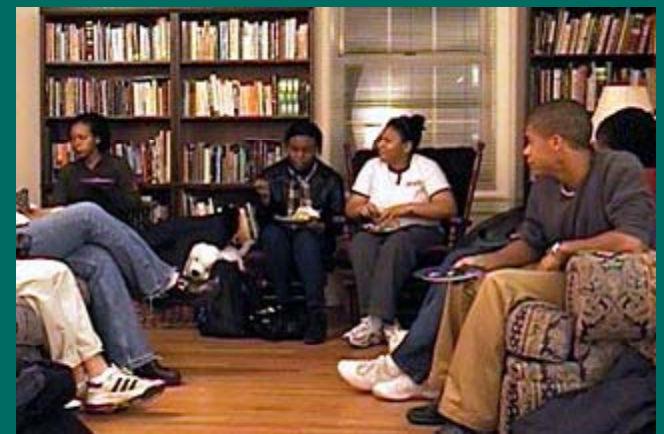
Strategies:

- Better information to students
- Analyze data on alternative pathways

Student Support Services – What We Know



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





Student Support Services - Policies

Do Policies...

- Allow for flexible use of funds for instruction and services – including integration?
- Promote collaboration across “silos”?
- Encourage adequate student support?

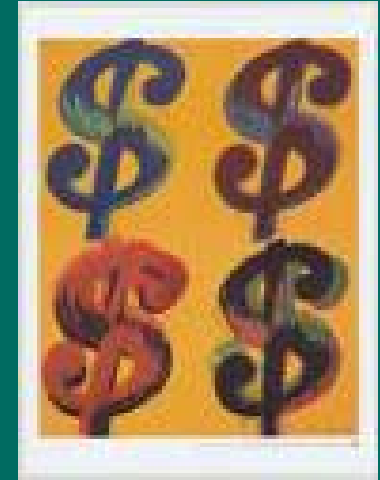
Relevant Policies:

- Orientation/student success courses
- Resource allocation – funding models and categorical funds





Finance Policies



Finance policy audit:

- Are we buying the right thing?

Premises:

- Finance policy “rules of the game” are especially powerful - *incentives*
- De facto priorities
- Collective impact of policies rarely considered

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

Base Appropriations (Enrollment-Driven)

| | | |
|------------|-----|---|
| Readiness | - | Disincentive to stress readiness because it could reduce FTES |
| Access | +/- | Incentive to increase enrollment; no incentive to favor enrollment of degree-seekers over personal enrichment |
| 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 | - | Focus on inputs does not direct funds where they would have the most impact on outcomes |

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 |



Key Finding (California): Finance Policies Undermine Priorities

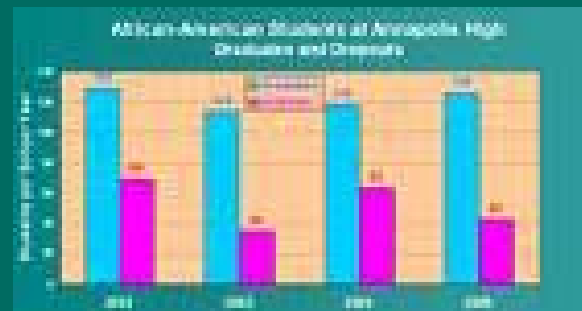
- Favor access over success
- Focus on fairness to institutions (not students)
- Yield insufficient resources for missions
- Inefficient use of resources



How Do *All* Policies Add Up (in California)?

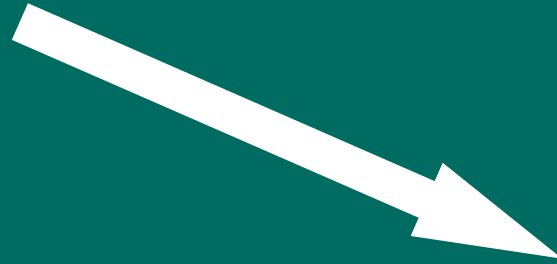
A system dedicated to student success yet:

- Underfunded
- Over-regulated
- Inefficient
- Under-performing





Key Reforms Require Changes to Funding: From FTES to Success



Examples:

- Mandatory assessment/placement
- Enforced prerequisites
- Mandatory success course
- Remove spending requirements





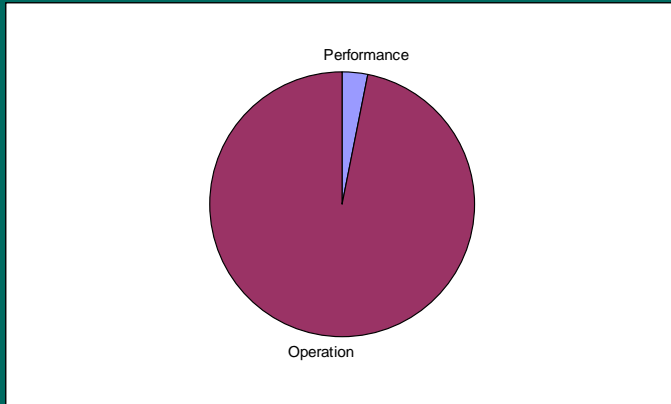
The Question that Continues to Perplex American Higher Education

*How can we best incorporate measures
of success into funding decisions?*



How Traditional Performance Budgeting Has Typically (Not) Worked

- *Make no changes in basic funding incentives*
- Create small performance pot –new money (2-3%)
- Select measures and targets (controversial; arbitrary)
- Mete out rewards/penalties after the fact
 - What to do with low performers?
- Performance problems not solved
- Performance funds get cut
- Everyone is frustrated; concept rejected



What's Wrong with this Picture?

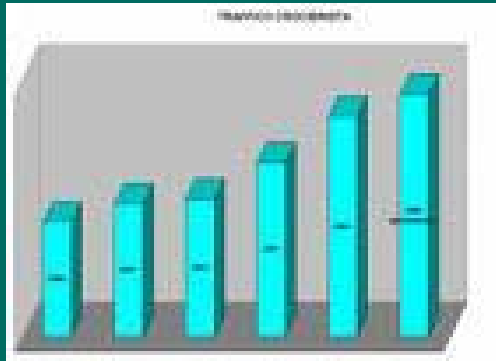
- Performance is marginalized - an “add on” to basic operations
- Set up to fail – how can 2-5% of total funding solve performance problems?



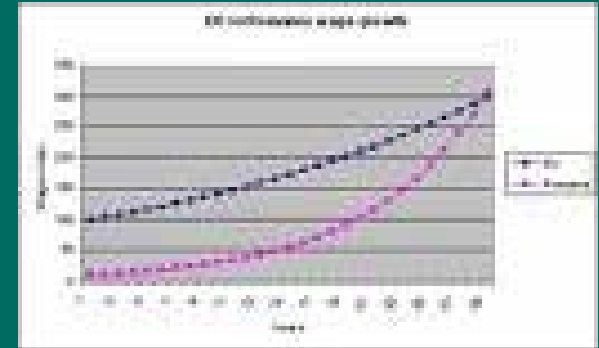
Invest in Success



- Not AFTER colleges are funded “to operate”
- Incentives for success are built into core funding
- Re-think what is “workload”
 - Enroll students for a full term
 - Serve disadvantaged students
 - Get students to threshold # units or gatekeeper course
 - Get students to complete, or advance in, remedial work
 - Get students to complete programs



Data



Can you answer the key questions?

- Public accountability
- Student success strategies



Traditional Accountability Measures

- Retention
- Graduation rate
- Degrees awarded
- Transfer rate
- Job placement rate

Key Data Issues:

- Volume or rates
- Who is counted
- Subgroups
- Policy-data connection

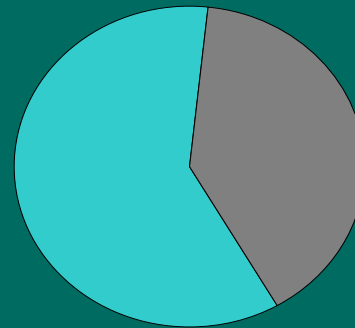
Policies to Promote Access

Incoming CCC Students
1999-2000



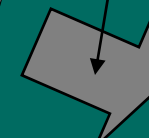
520,407
Students

Degree-Seekers: 60%



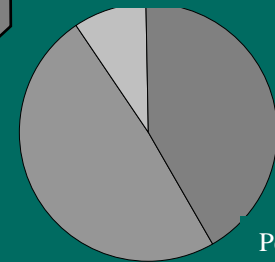
Non-Degree-Seekers: 40%

206,373
Students



Job Skills:
49%

Basic Skills: 9%

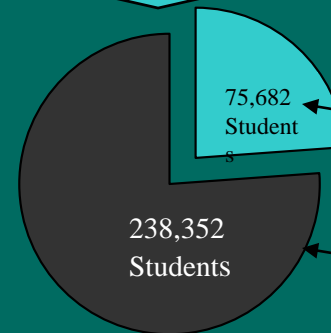


Personal Enrichment:
42%

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
Students

238,352
Students

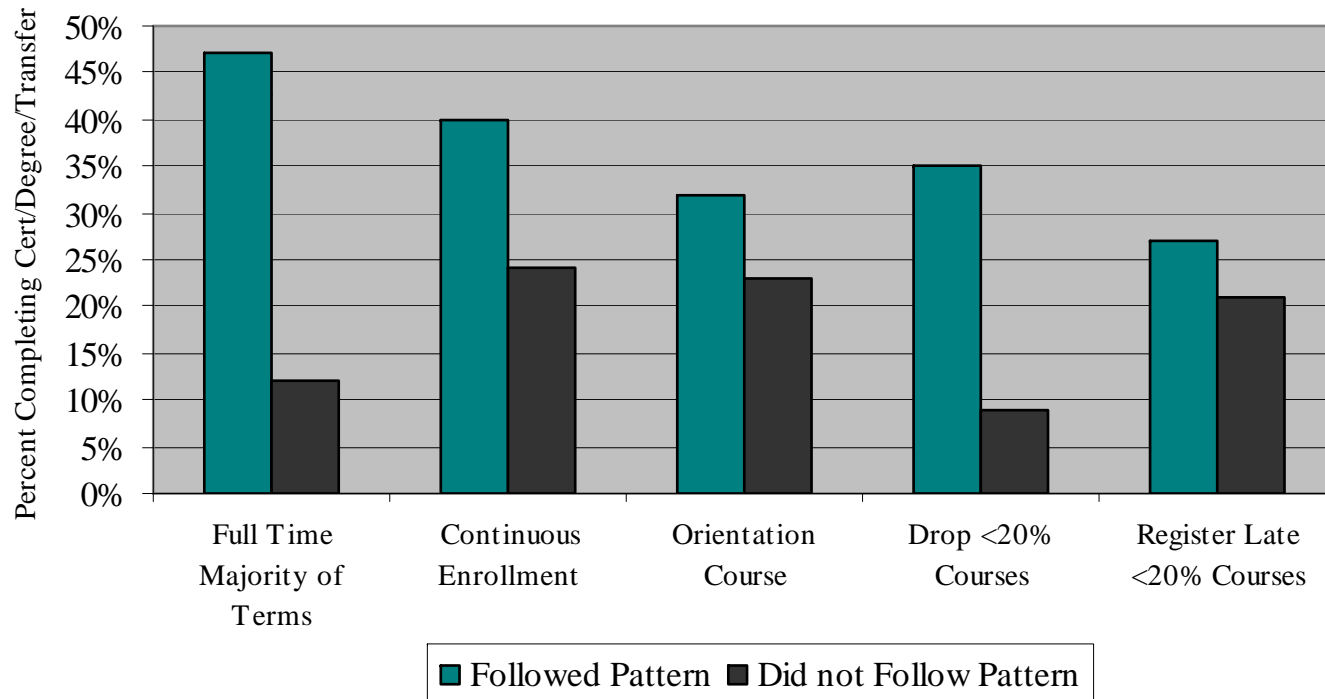
Age and Race/Ethnicity Matter

Rates of completion:

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

Enrollment Patterns Matter – Especially Full-Time

Figure 8: Certain Enrollment Patterns are Related to Higher Completion





Emerging Measures – Intermediate Outcomes

- Complete developmental ed
- Accumulate credits (momentum)
 - Over time period
 - In key areas
- Pass gatekeeper math or English



Indicators for Intermediate Outcomes

Positive – Momentum

- Complete 20-30 college credits in first year
- Earn credits in summer
- Complete college math, English in 1-2 yrs
- Sufficient/stable GPA
- Good course completion
- Start remedial in 1st term

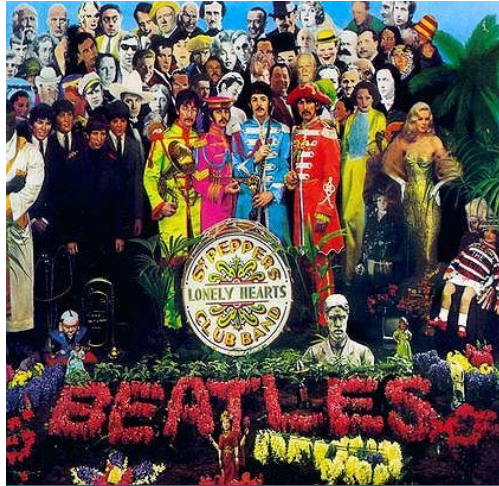
Negative – Risk Factor

- Stopping out
- Part-time enrollment
- Declining credit gain
- Declining GPA
- High course drops
- Late course registrations
- No declared major by late in 2nd year



Making Progress

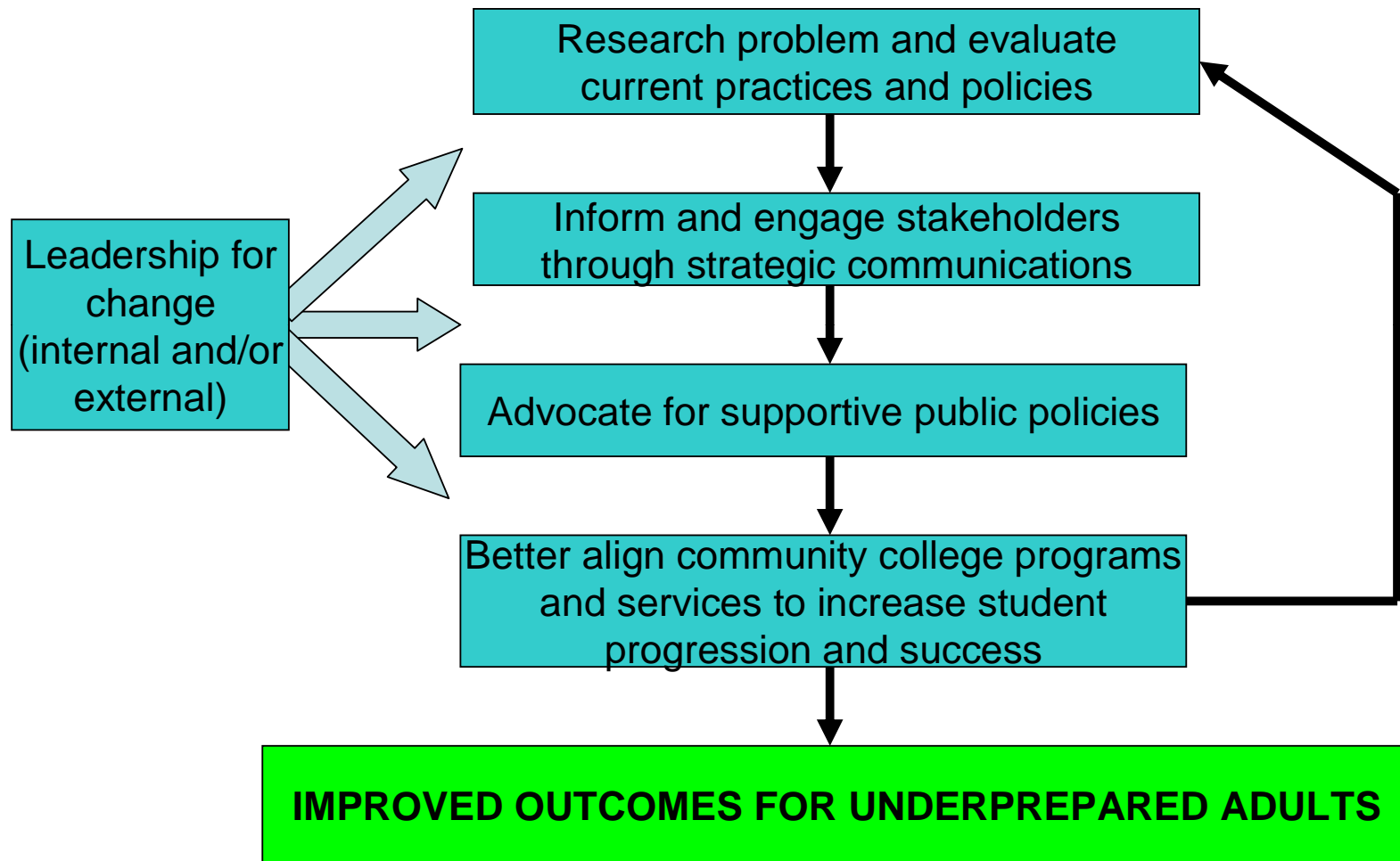
- “Momentum points” awarded for students who:
 - Earn first 15/20 college credits
 - Earn 5 college math credits
 - Pass pre-college writing/math
 - Improve on basic skills tests
- Year-to-year improvement *for each college*
- But relies on *new* money – only up to 5%



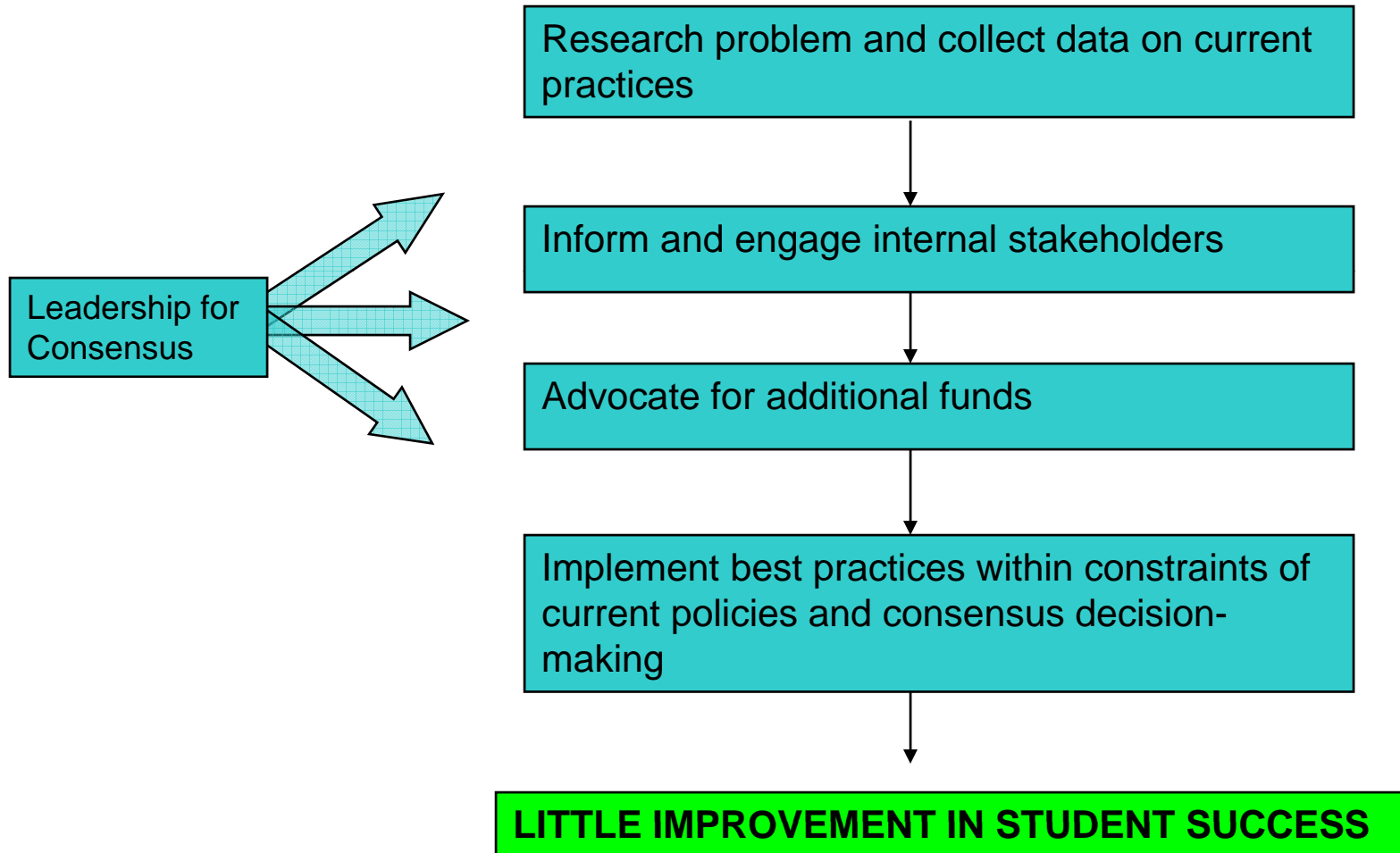
POLITICS

A Little Help From Your Friends

Figure 1: Bridges Theory of Change



“Theory” of Change - CCC





Expanding the Conversation

- Two PA Examples
 - Remedial math as gatekeeper
 - Value of college success courses
- Practice v *practice and policy*
- Who has a stake in the outcome?



Lessons We Have Learned

Policy

- Policy change can raise ceiling on success
- Current policies have many stakeholders
- Changing policies – needs external support

Data

- Helps garner external support
- Helps guide internal efforts
- Intermediate measures are hopeful

Politics

- Message of CC importance is starting to get heard
- Business is key partner
- Keep it about student success and the future of PA