



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Increasing Opportunities for Student Success: Changing the “Rules of the Game”

Nancy Shulock

Institute for Higher Education Leadership & Policy

Presented at:

CCLDI Policy Seminar:

Quality and Affordability in California’s Community Colleges

De Anza College

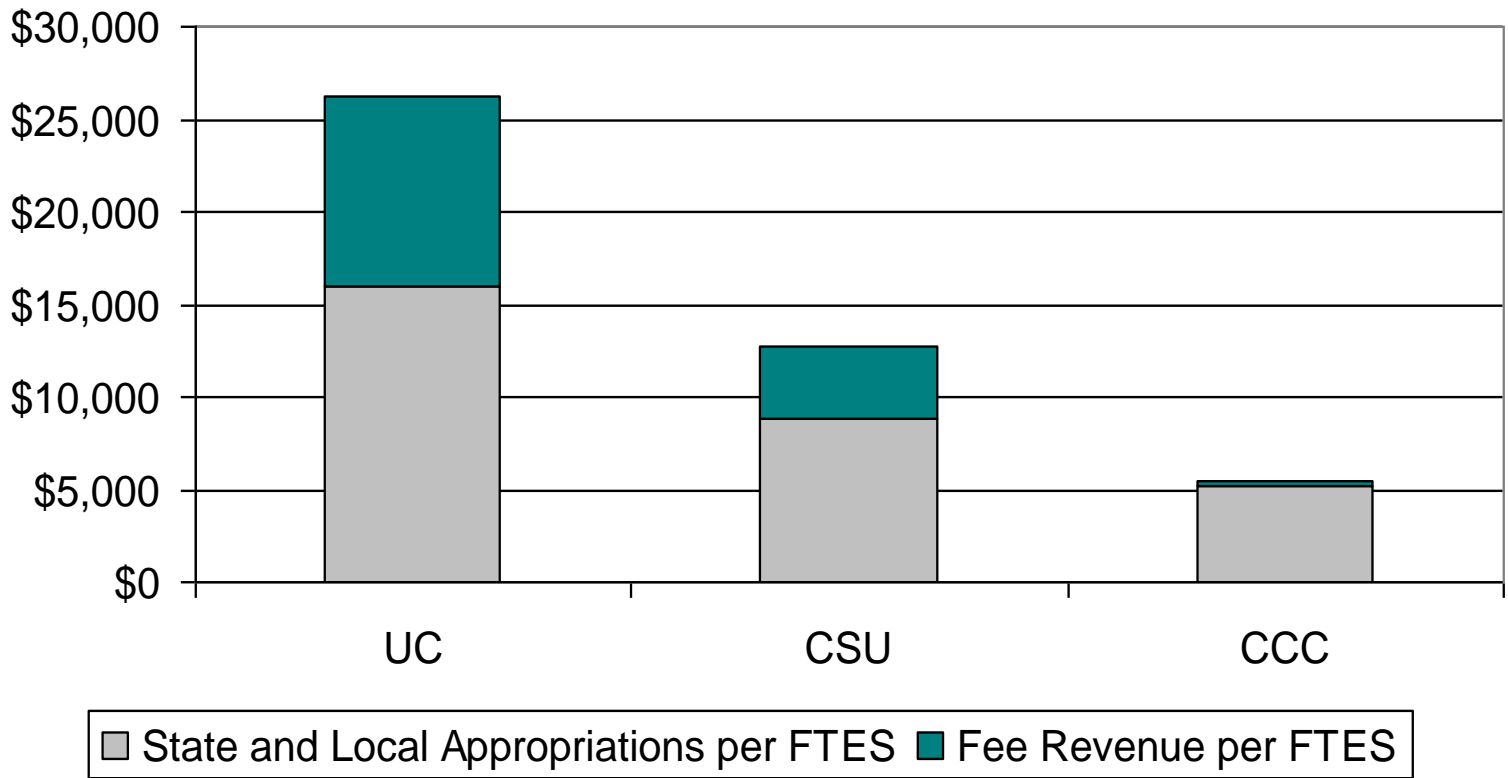
May 9, 2007

California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Funding for Higher Education, 2006-07



Source: Legislative Analyst's Office, *Analysis of the 2007-08 Budget Bill*



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# California's Performance is Lagging

- Preparation
  - 35<sup>th</sup> and 49<sup>th</sup> in high school students taking advanced math and science
  - Bottom 5<sup>th</sup> in 8th grader proficiency - *all* subjects of NAEP
- Participation
  - 40<sup>th</sup> in direct to college from high school
  - 48<sup>th</sup> in full-time college enrollment
- Completion
  - 47<sup>th</sup> in BA degrees per 100 undergraduates enrolled
  - 46<sup>th</sup> in degrees/certificates awarded per 100 students enrolled in 2-year colleges



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# California Is Becoming Less Educated Than Other States

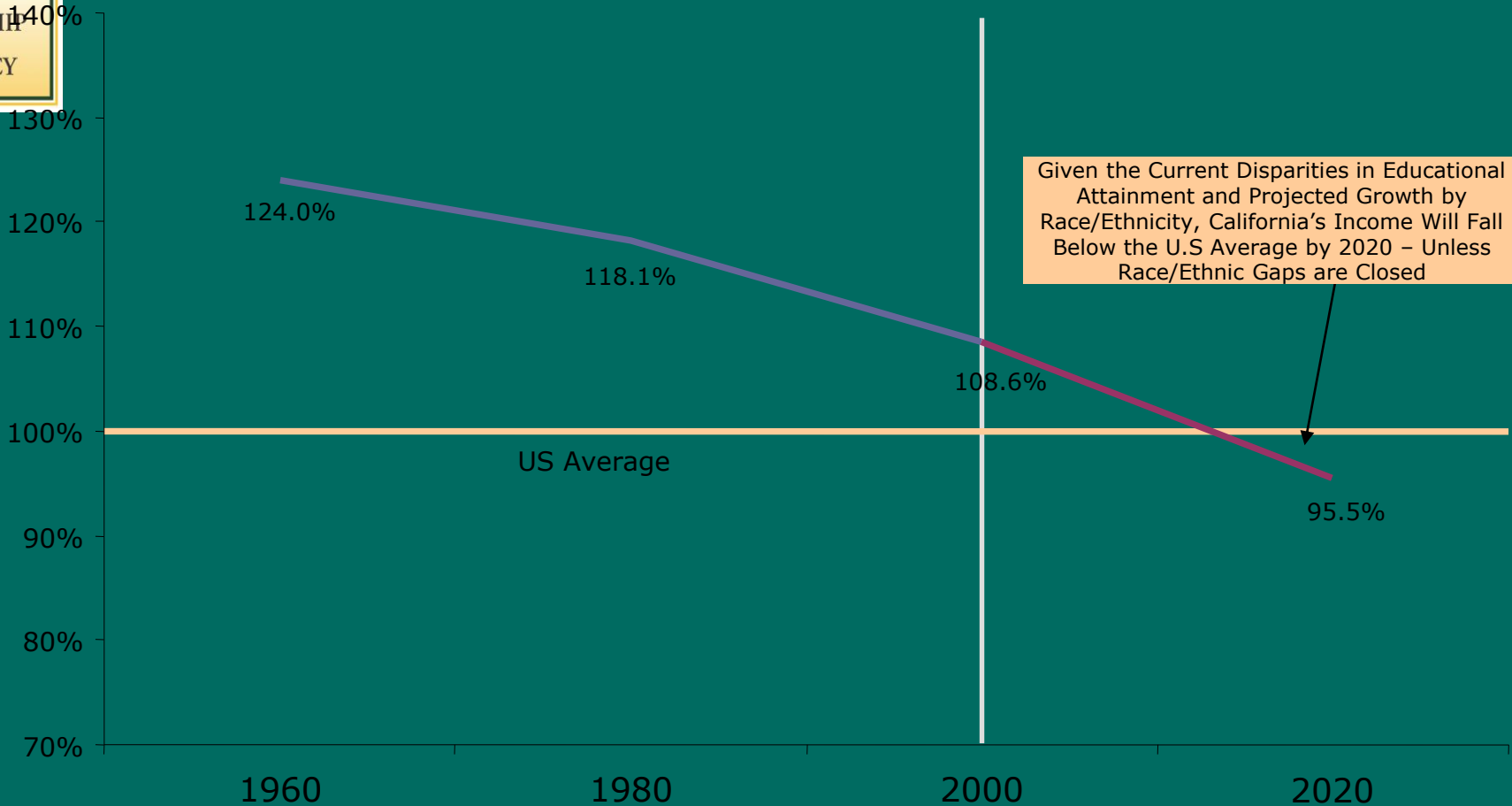
(Numbers in Table Show Rank Among States in  
Percent of Population with College Degrees)

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>



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# California's Per Capita Income will Fall Below U.S. Average if Race/Ethnic Education Gaps Remain





INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## CCC Strategic Plan – Goals and Strategies

- Removing barriers to access and student success
- Strengthening basic skills programs and services in order to increase student success
- Developing more effective methods to assess student preparedness and to place students in appropriate courses
- Increasing students' ability to attain degrees and certificates

# Defining Success



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## **Lumina: Achieving the Dream**

- “To increase student success... The initiative aims to help more students earn certificates, degrees, and transferable credits and focuses on colleges with high enrollments of low income students and students of color.

## **Community College Research Center**

- Study of 50 states policies: “success remains a problem because many students leave community college without a degree”



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Defining Success: MDRC “Opening Doors”

- MDRC is working with community colleges in several states to design and implement new types of financial aid, enhanced student services, and curricular and instructional innovations, with the goal of helping low-income students earn college credentials as the pathway to better jobs and further education.





INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Defining Success – Other States

## Texas

- To achieve Texas' bright future, enrollments in our colleges and universities must increase by the year 2015 by 630,000 students. But enrolling more people is not enough – they must graduate, too. Texas will not achieve the results it needs if students do not succeed in their higher education endeavors.



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## “Rules of the Game”

- Defined success as completion of degree or certificate, or transfer – within six years
- Two breakthroughs
  - Completions for *degree seekers only*
  - Identify the *reasons* for low completion:
    - State policies that present barriers for students to complete their programs
    - “Rules” create incentives that shape behaviors of colleges and students
- Conclusion: reduce barriers to completion



**INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY**

### No Barriers to Access:

- Minimal entrance requirements
- Low fees
- Fee waivers
- Enrollment-based funding

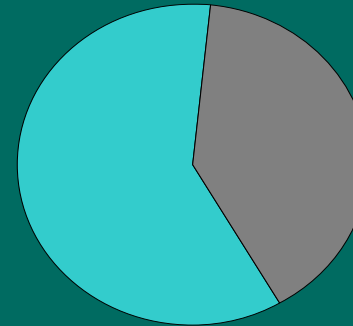
**Incoming CCC Students  
1999-2000**

520,407  
Students

### Barriers to Completion:

- Finance system that lacks incentives for student success
- Regulation of college expenditures that limits spending on student support
- Restrictions on hiring to meet student and workforce needs
- Fee and aid policies that leave colleges and students with inadequate resources
- Institutionalized reluctance to provide needed guidance to students

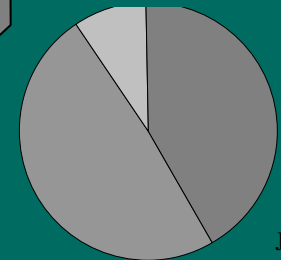
Degree-  
Seekers, 60%



Non-Degree-  
Seekers, 40%

206,373  
Students

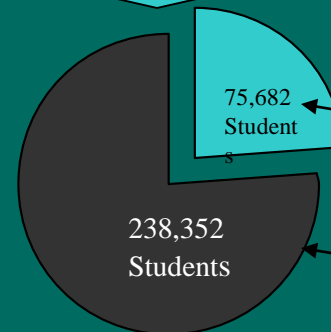
Basic  
Skills, 9%



Job Skills,  
49%

Personal  
Enrichment,  
42%

314,034  
Students



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

Do Not Complete  
within 6 Years, 76%

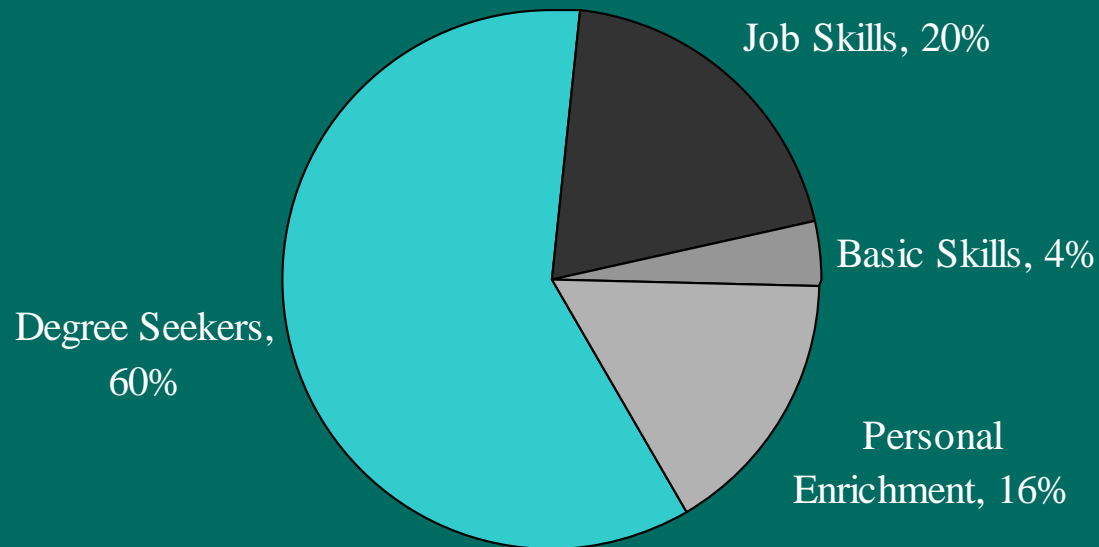
75,682  
Student

238,352  
Students



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Understanding “Multiple Missions” Helps Understand Completion Rates

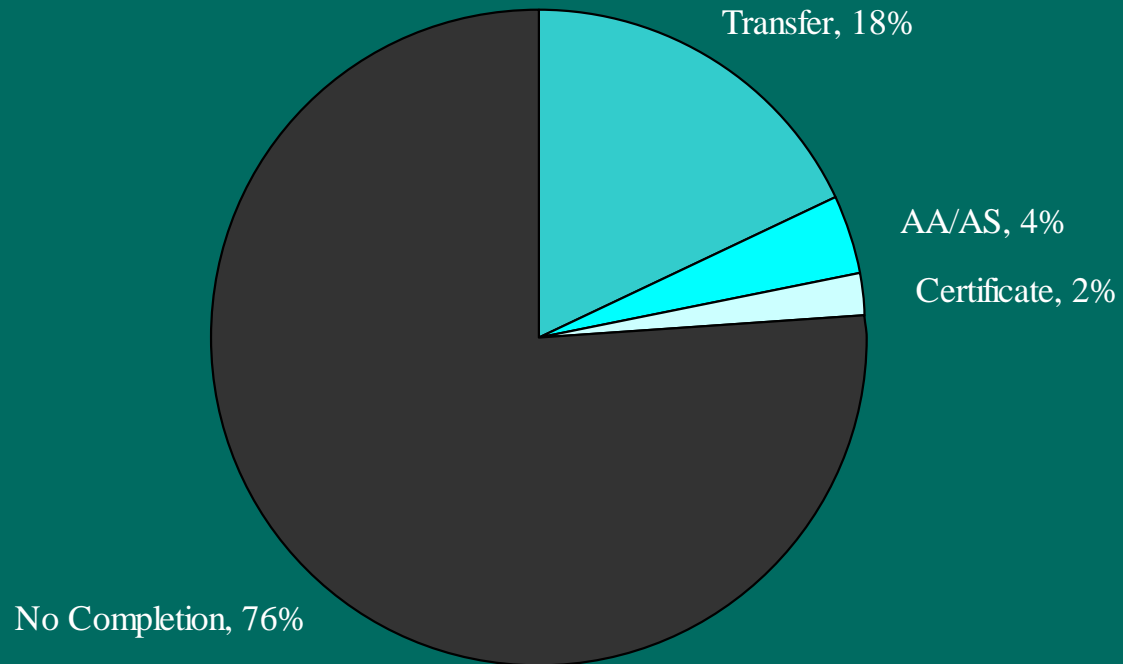


California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Highest Completion among Degree-Seekers



California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Race/Ethnicity Disparities in Completion Rates

- 33% for Asian students
- 27% for white students
- 18% for Latino students
- 15% for black students



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Older Students See Less Success

### Rates of completion:

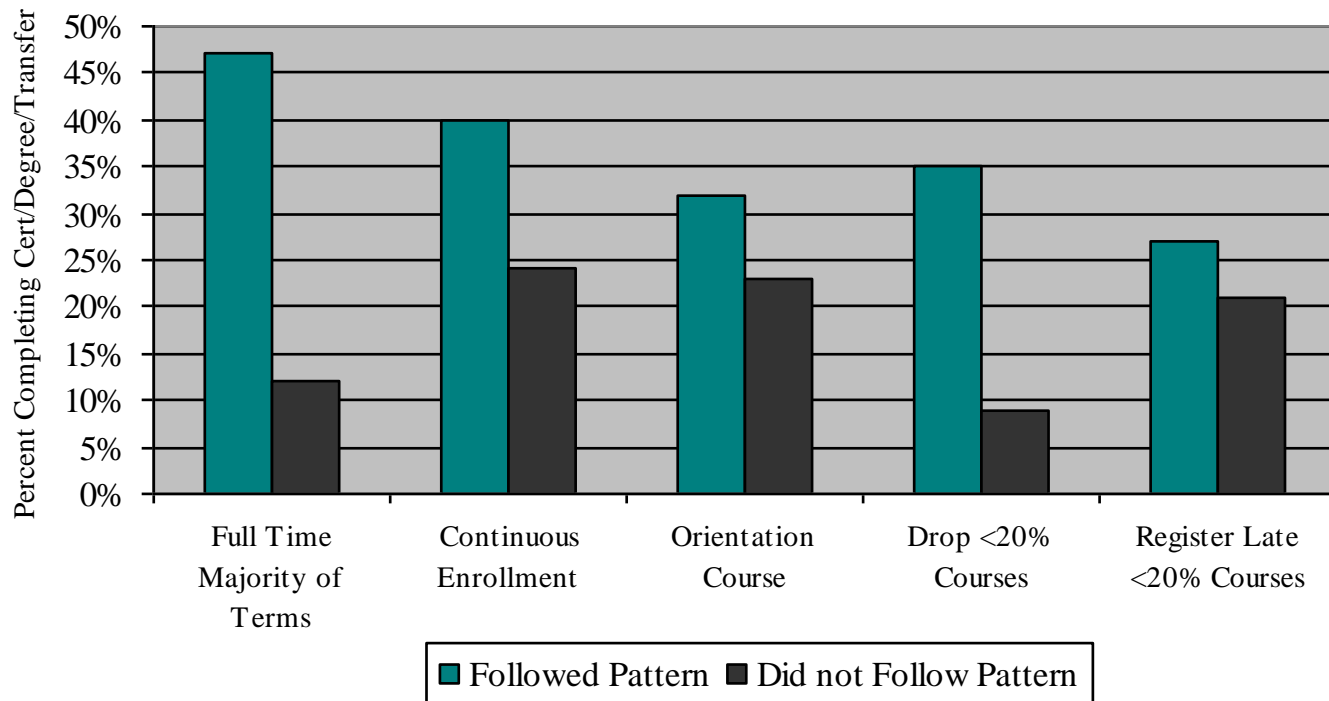
- 27% for students age 17-19 at enrollment
- 21% for students in their 20s
- 18% for students in their 30s
- 16% for students age 40 or older



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Enrollment Patterns Matter – Especially Full-Time

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







INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Who Said This?

*“We must...evaluate proposed and existing public policy that limits the flexibility and effectiveness of the colleges and, where appropriate, provide leadership in directing efforts to change such policy.”*



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Possible State Policy Reforms

- Reduce share of budget driven by 3<sup>rd</sup> week FTE
- Lessen “one size fits all” restrictions on district ability to use available resources
- Reform assessment/placement/prereq. policies
- Modify financial aid programs to address real costs of going to college
- Get more resources to the colleges
  - General Funds
  - Enrollment fees - allow districts to keep it
  - Remove prohibitions on campus-based fees



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

<b>Factors in Student Success</b>	<b>What National Research Shows Helps Students Succeed</b>	<b>What California Community Colleges do, by Regulation</b>
<b>Preparation</b>	Clear messages about college readiness	109 different messages
<b>Assessment</b>	Mandatory assessment of all degree-seeking students	Lax enforcement of assessment; many students avoid it
<b>Placement</b>	Mandatory placement into basic skills courses if needed	Mostly voluntary; some variations among campuses
<b>Basic skills coursework</b>	Early enrollment in basic skills coursework	Students delay basic skills as long as they wish; many can't get classes
<b>Prerequisites</b>	Prerequisites to ensure students are prepared to succeed in college level work	Almost no pre-requisites because process is too burdensome
<b>Institutional philosophy</b>	"institutional responsibility to help students succeed"	"student's right to fail"



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Possible Use of Incentives at College Level

- Institute incentives (bus passes, book vouchers, campus fees – if authorized, private scholarships, etc.) for students to follow successful patterns:
  - Minimize late registration, course dropping
  - Complete remediation early
  - Apply for federal financial aid (FAFSA)
  - Attend full-time; continuous
  - Maintain academic plan with advisor
  - Make forward academic progress



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## What Can You Do?

- Have honest discussions of success
- Examine data on student success – all students
- Help promote policy reforms
- Change college practices – incentives for success
- KISS – keep it [about] student success