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From Access to Success in California's Community Colleges: No Time To Waste



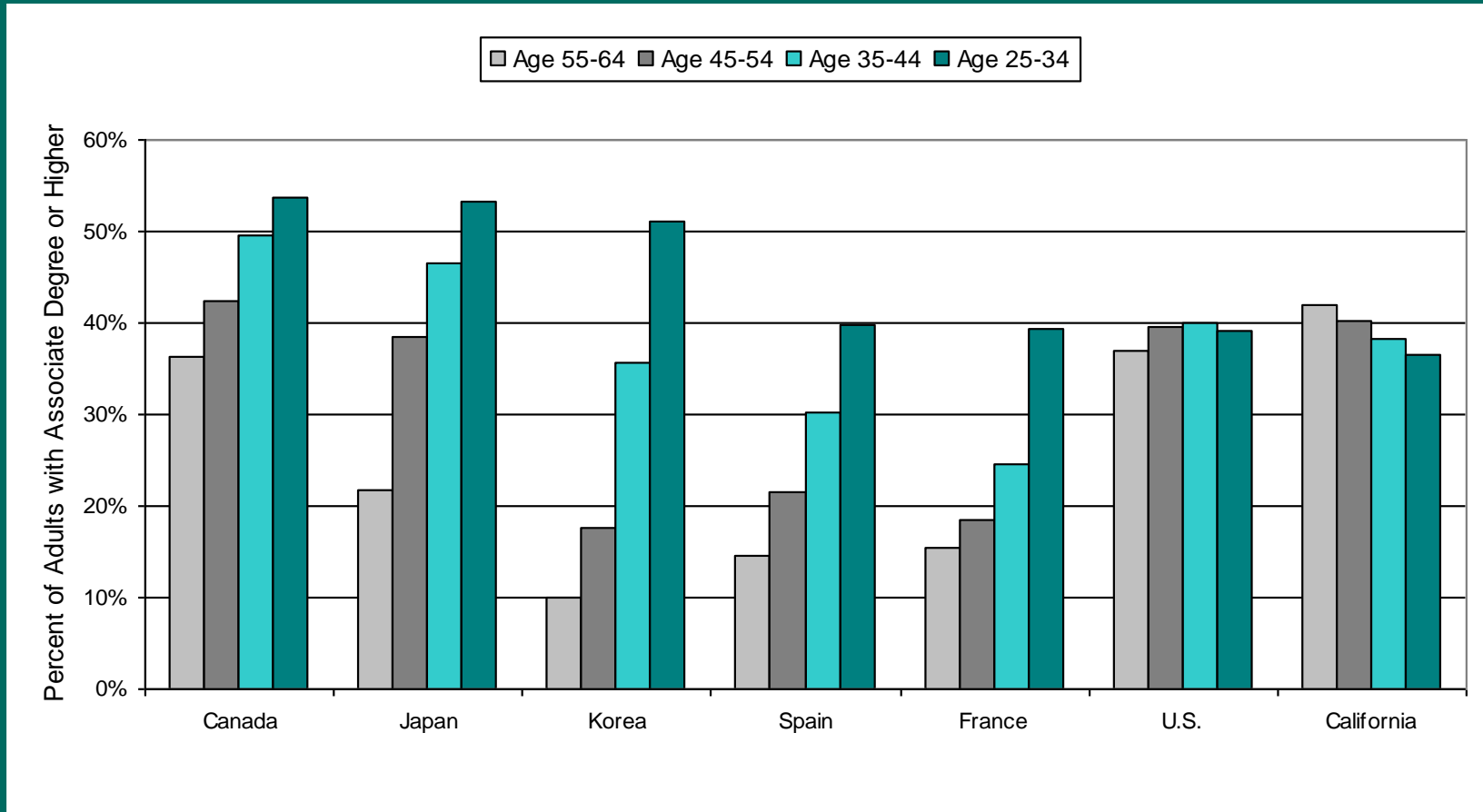
Nancy Shulock
Presented at
Center for Studies in Higher Education
UC Berkeley
February 12, 2008



Key Points

- California has a serious education problem
- Community colleges are an essential part of the solution
- Policy reforms are needed – access is not enough

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)

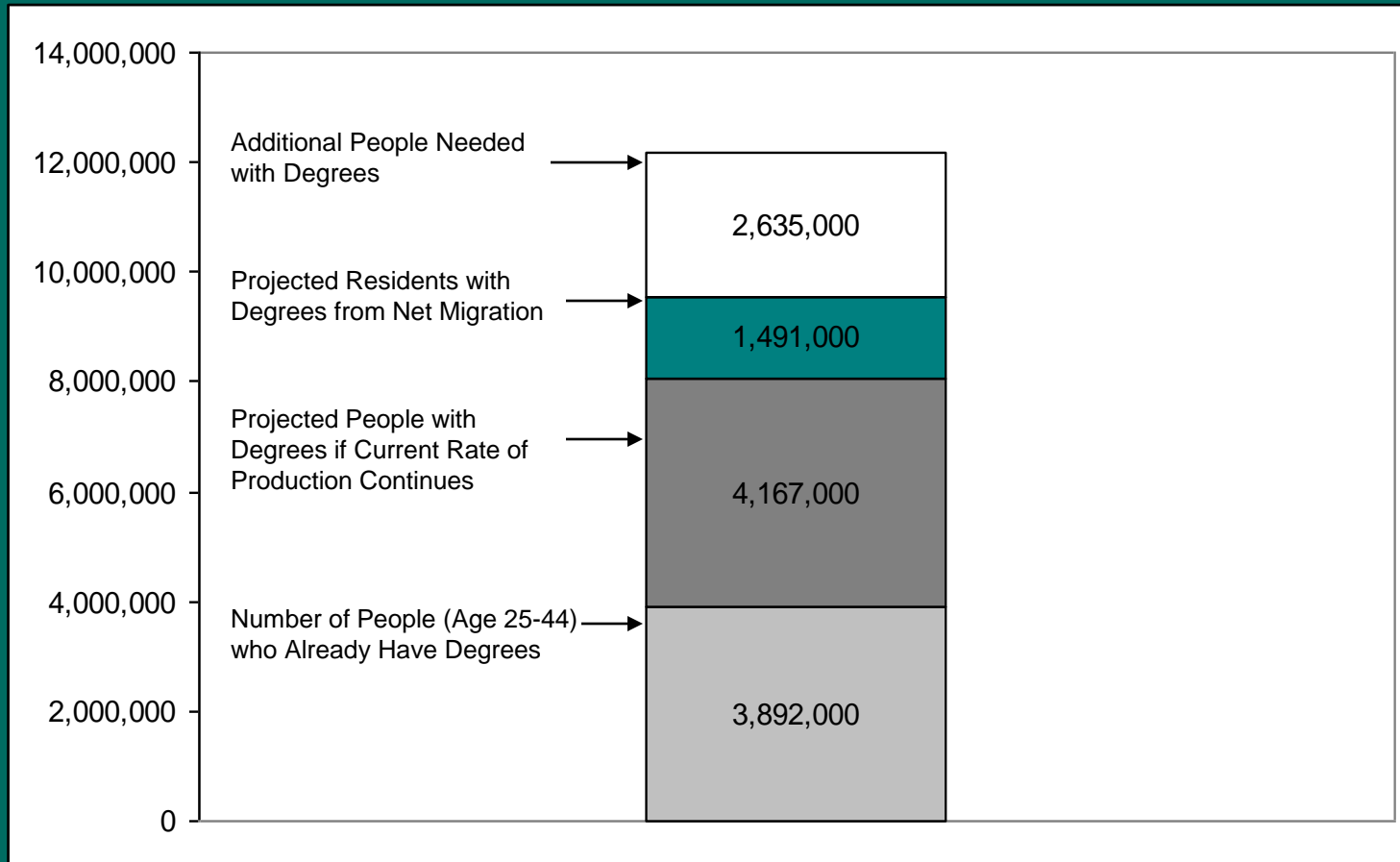
Age Group:	AA or Higher	BA or Higher
>64	2 nd	5 th
45-64	11 th	10 th
35-44	21 st	16 th
25-34	30 th	23 rd

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

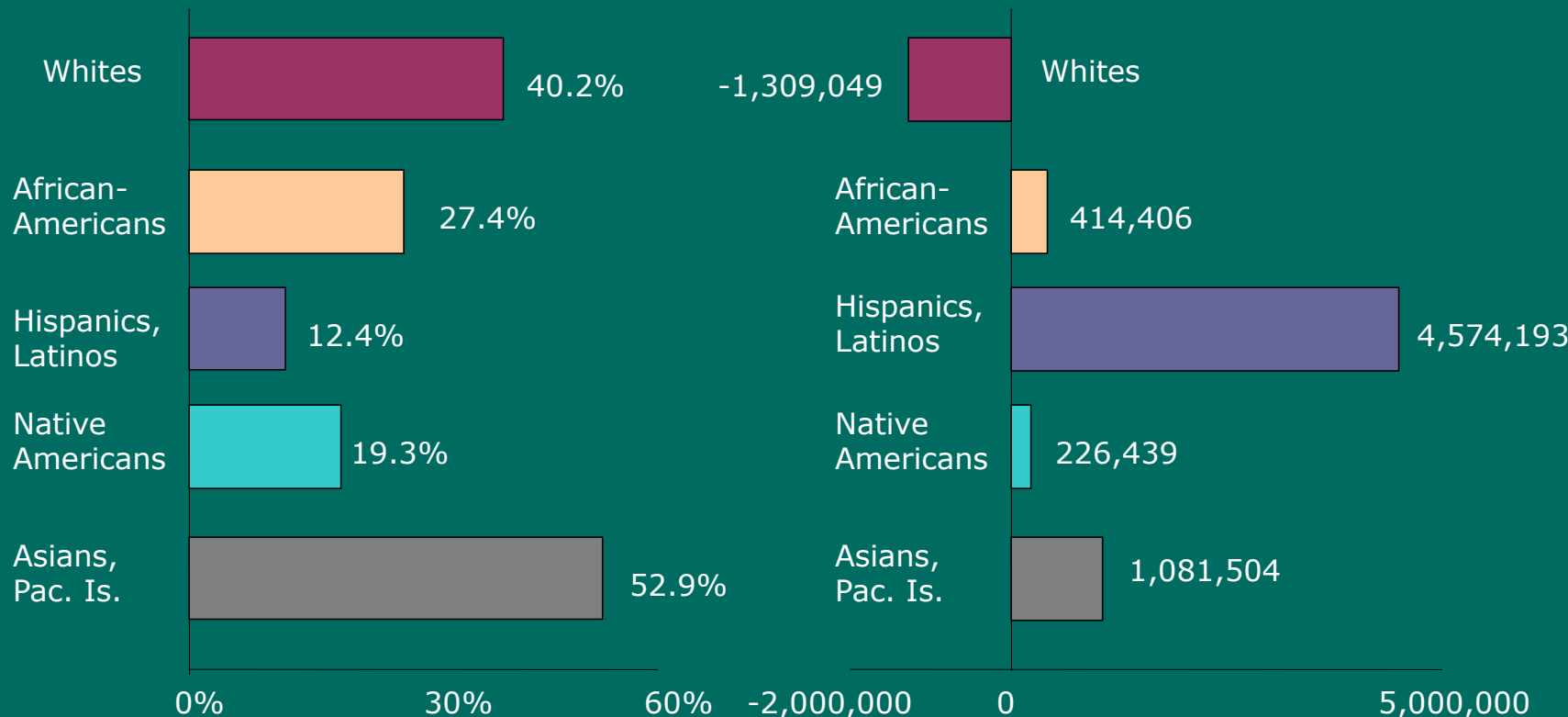
California Must Increase Degree Production to be Competitive in Global Economy



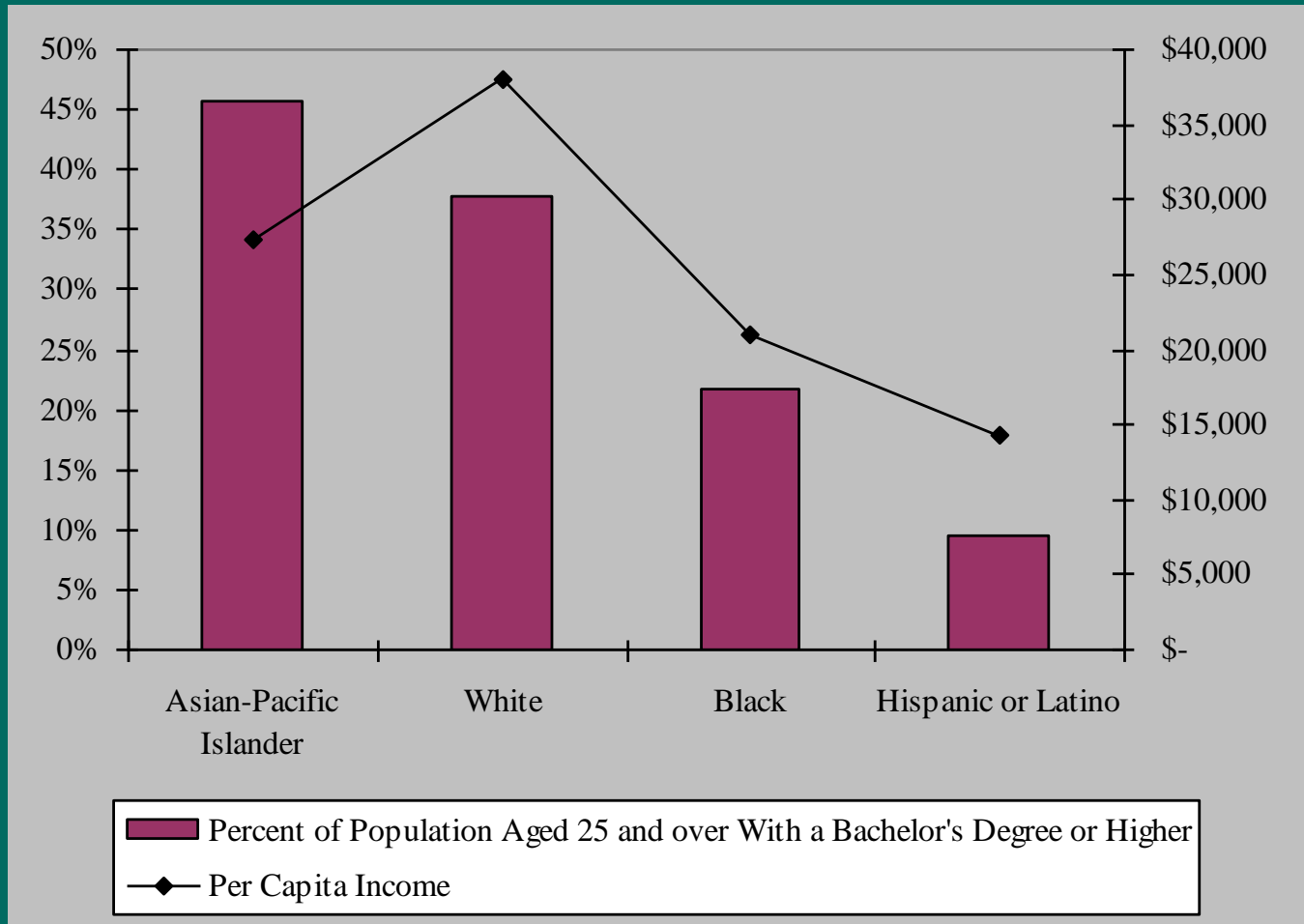
Race/Ethnic Gaps in Educational Attainment Bode Poorly for California's Workforce

Percent of Adults Ages 25 to 64 With an Associates Degree or Higher

Projected Change in the Number of 25 to 64 Year Olds from 2000 to 2020



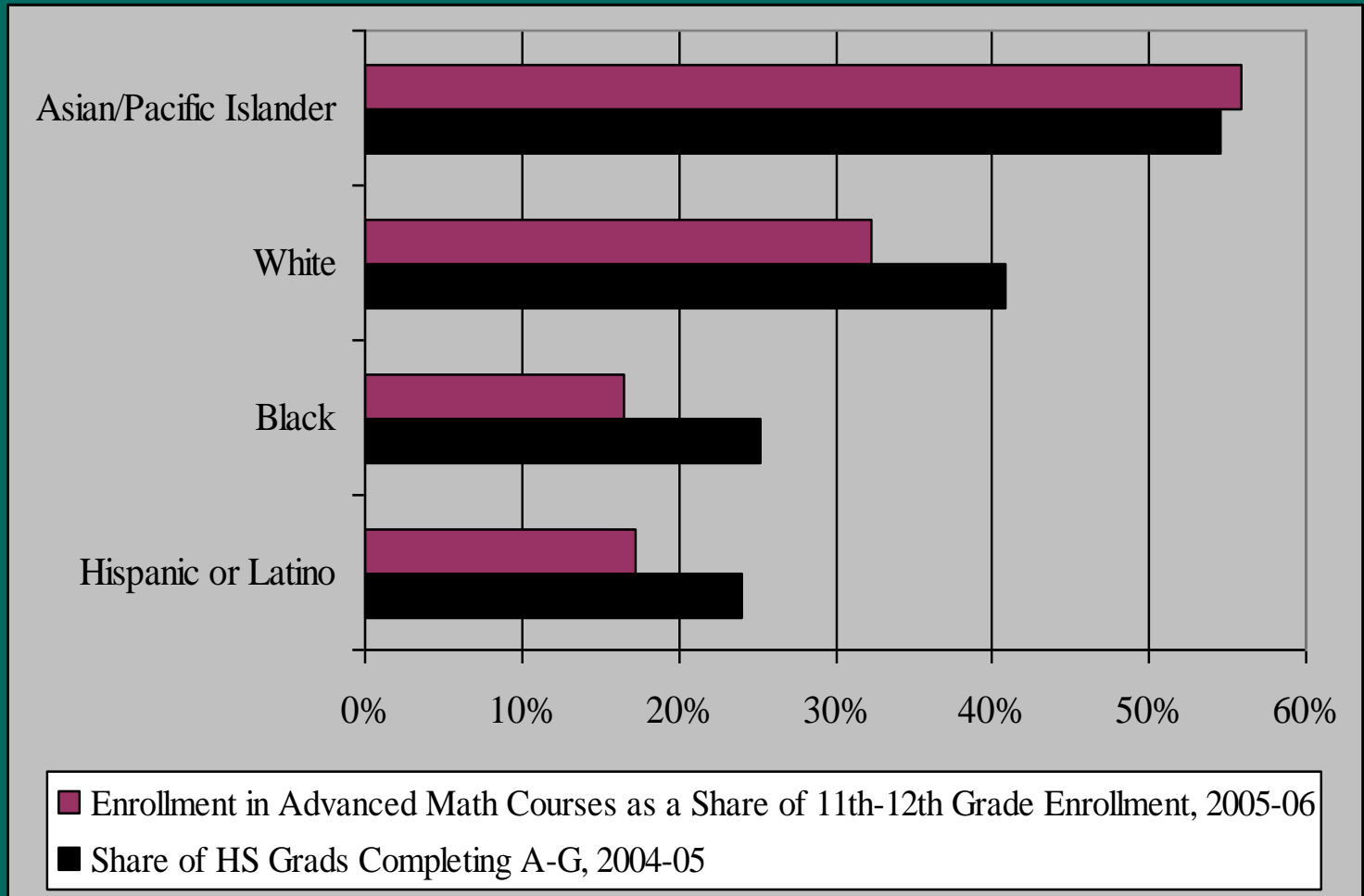
Racial/Ethnic Gaps in Educational Attainment and Per Capita Income



California's Performance is Lagging

- Preparation
 - 35th and 49th in high school students taking advanced math and science
 - Bottom 1/5 in 8th graders scoring “proficient” in *all* subject areas of the NAEP
- Participation
 - 11th in percent of 18-64 year olds enrolled in college
 - 40th in direct to college from high school
 - 48th in full-time college enrollment
- Completion
 - 47th in BA degrees per 100 undergraduates enrolled
 - 46th in degrees/certificates awarded per 100 students enrolled in 2-year colleges

Racial/Ethnic Gaps in Preparation



College Participation by Race/Ethnicity

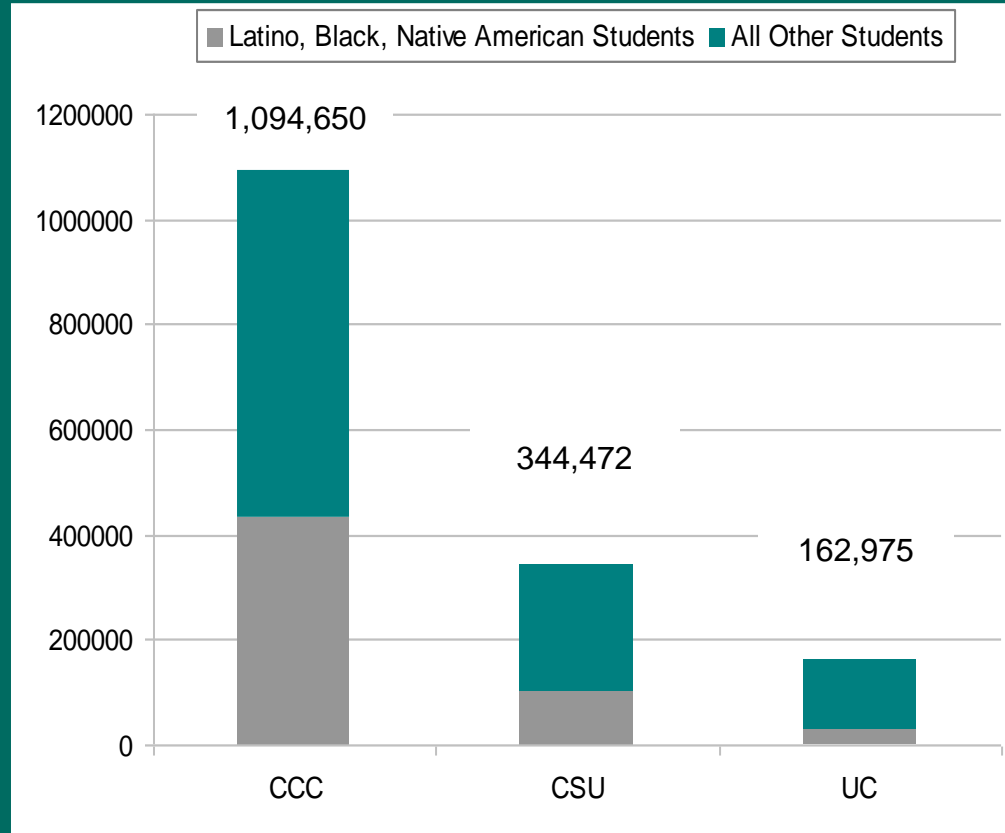
Racial/Ethnic Group	Percent of 18-24 Year Olds in College	Percent of Adults Ages 25+ in College
Asian / Pacific Islander	60%	9.1%
White	43%	5.8%
Black	32%	8.8%
Latino	22%	5.4%

Source: US Census 2000, Summary File 4, Table PCT63

Certificates and Degrees Awarded per 100 Undergraduates Enrolled, 2005



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





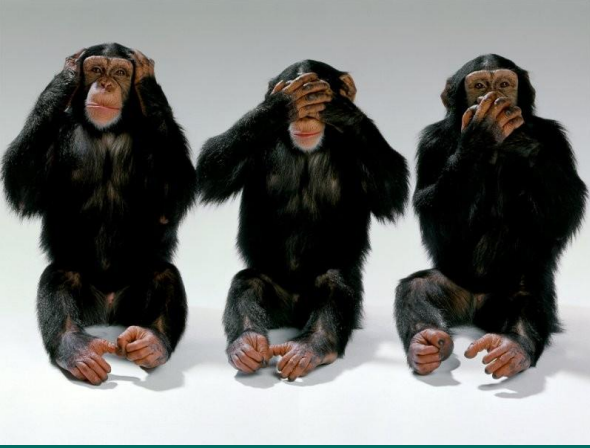
California Community College Facts

Size and Governance:

- 109 community colleges in 72 districts
- State/local governance
- Collective bargaining – local contracts
- Over 70% of public undergraduates
- Highly regulated
- Multiple missions

Finance-Related:

- Low funding per student
- Lowest fees in the nation
- High participation rates
- Low completion rates



Why It's Been So Hard to Talk About Completion

- Multiple missions of community colleges
- Data problems
- Concern about misunderstanding CCC role
- Fear of blaming institutions
- Lack of understanding of role of policy
- Exclusive focus on access



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IHELP Student Success Research – Policy Matters!

- *Rules of the Game* – February, 2007
 - Policies are impeding completion
- *Beyond the Open Door* – August, 2007
 - We know what works: student success strategies
 - Patterns that are more/less successful in the CCC
- *Invest in Success* – October, 2007
 - Finance policies are misaligned with priorities – we are not buying success
 - A new funding approach can improve outcomes
- *It Could Happen* – Forthcoming, February, 2008
 - Increased student success requires policy reform and external pressure on system to change

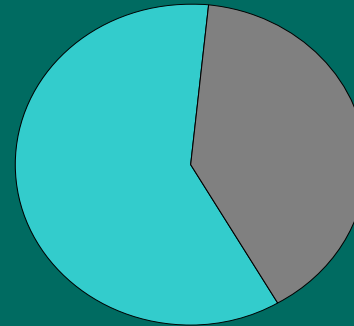
Policies to Promote Access



Incoming CCC Students
1999-2000

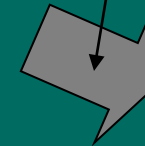
520,407
Students

Degree-Seekers, 60%



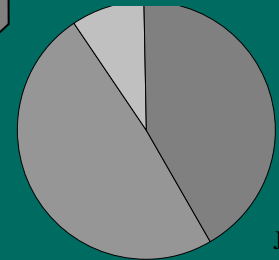
Non-Degree-Seekers, 40%

206,373
Students



Personal Enrichment, 42%

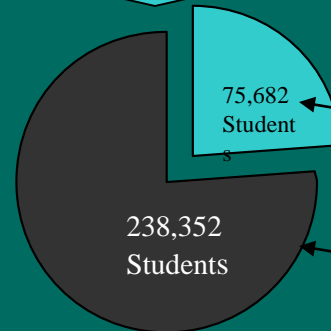
Basic Skills, 9%



Job Skills, 49%

314,034
Students

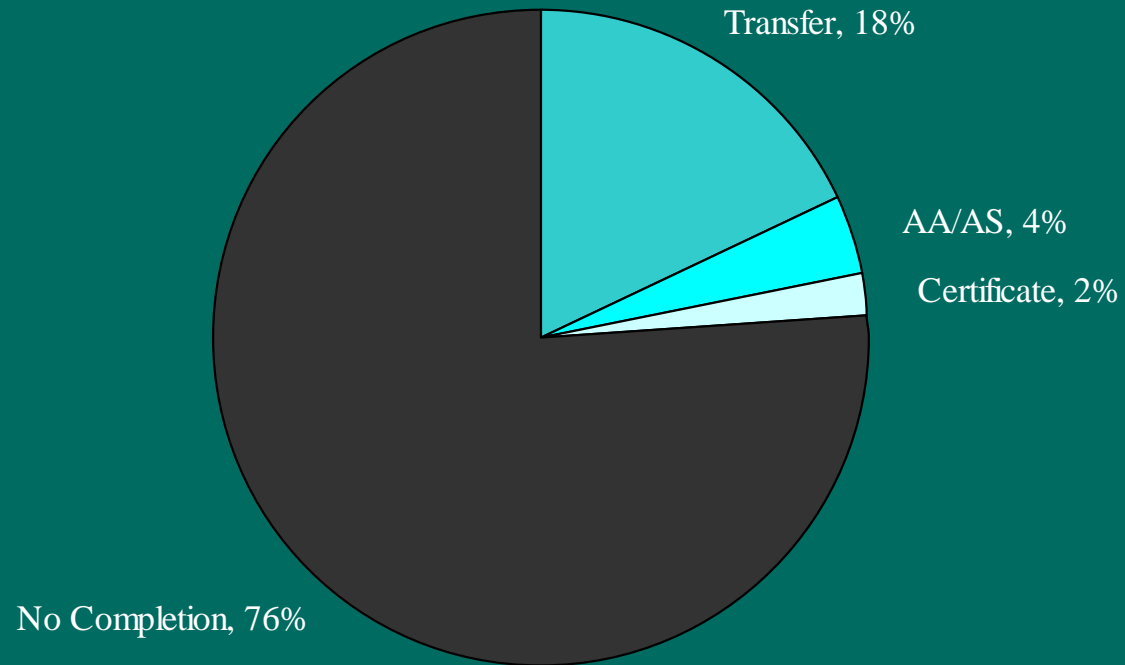
Policy Barriers to Completion



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

Do Not Complete within 6 Years, 76%

Highest Completion Among Degree-Seekers





A Closer Look at the Completion Problem

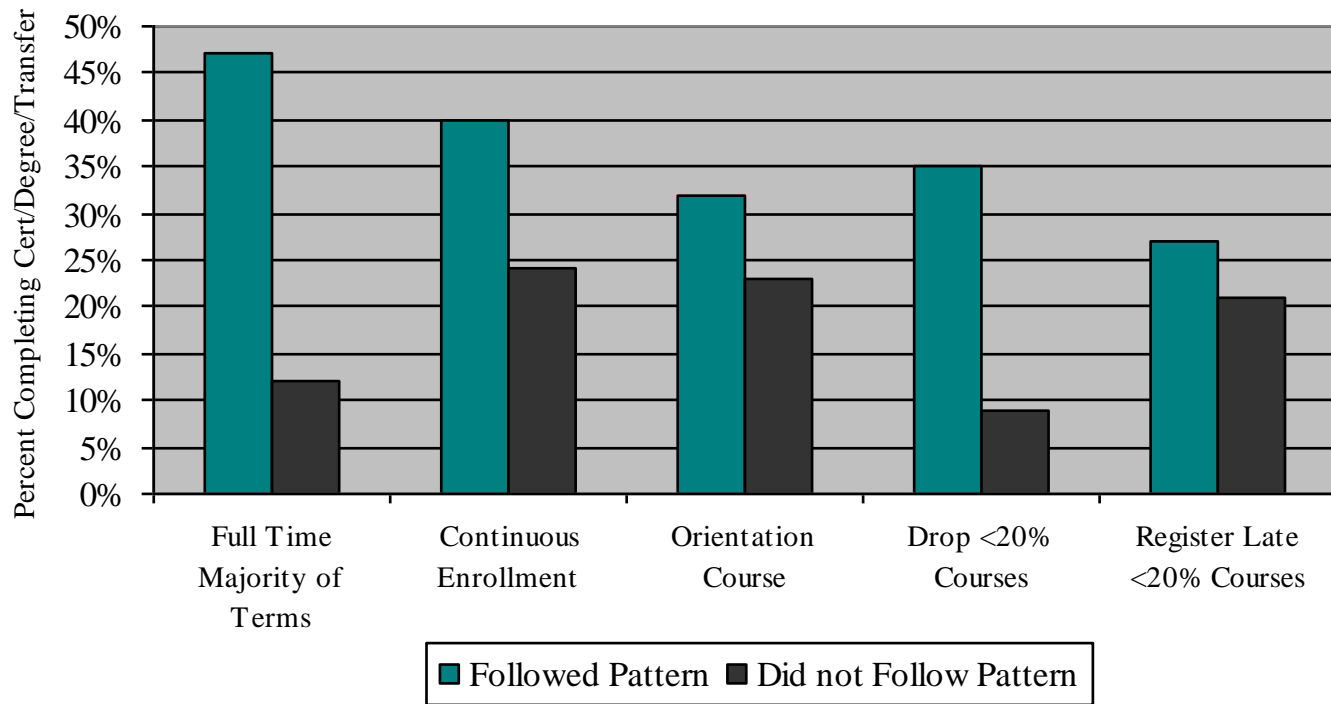
- 520,000 enrolled
- 314,000 degree-seekers
- 76,000 completed certificate, degree, or transfer within 6 years
- 24% completion rate

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

Enrollment Patterns Matter – Especially Full-Time

Figure 8: Certain Enrollment Patterns are Related to Higher Completion



	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		-	-	-		-



We Know What Works

- Increased college readiness
- Early success/basic skills
- Clear goals and pathways
- Effective enrollment patterns
- Intensive student support
- Using data to inform decisions



But Policies Inhibit Completion

- Enrollment-based funding
- Restrictions on how funds are used
- Student fees
- Financial aid
- Academic policies
- Student support policies





Enrollment-based Funding

- Colleges receive most funds based on enrollment in 3rd week of term
- Leads to “FTES chase”
- Buying enrollments but not success

Enrollment-Based Funding

Incentives:

- Minimize emphasize on college readiness
- Voluntary assessment/placement/remediation
- Few course prerequisites
- Late registration
- Postpone assignments/exams
- Minimize offering of high cost programs

Policy Reform:

- Incorporate incentives for success into funding formulas
- Incentives for high-cost/high-need programs



Restrictions on Use of Funds

- One-size-fits-all requirements in spite of huge diversity
- 50% law – minimum expenditure on direct classroom instruction
- 75/25% full-time faculty
- Limits on workload and hiring of part-time and temporary faculty
- Categorical programs – elaborate rules about *how* funds are spent, extensive documentation
- Limits on who can provide academic advising

Restrictions on Use of Funds

Incentives:

- Decisions based on compliance rather than student and community needs
- Under-invest in student support and outreach
- Under-invest in classes that students need – especially remedial courses
- Spend scarce time and money documenting and justifying inputs instead of outcomes

Policy Reform:

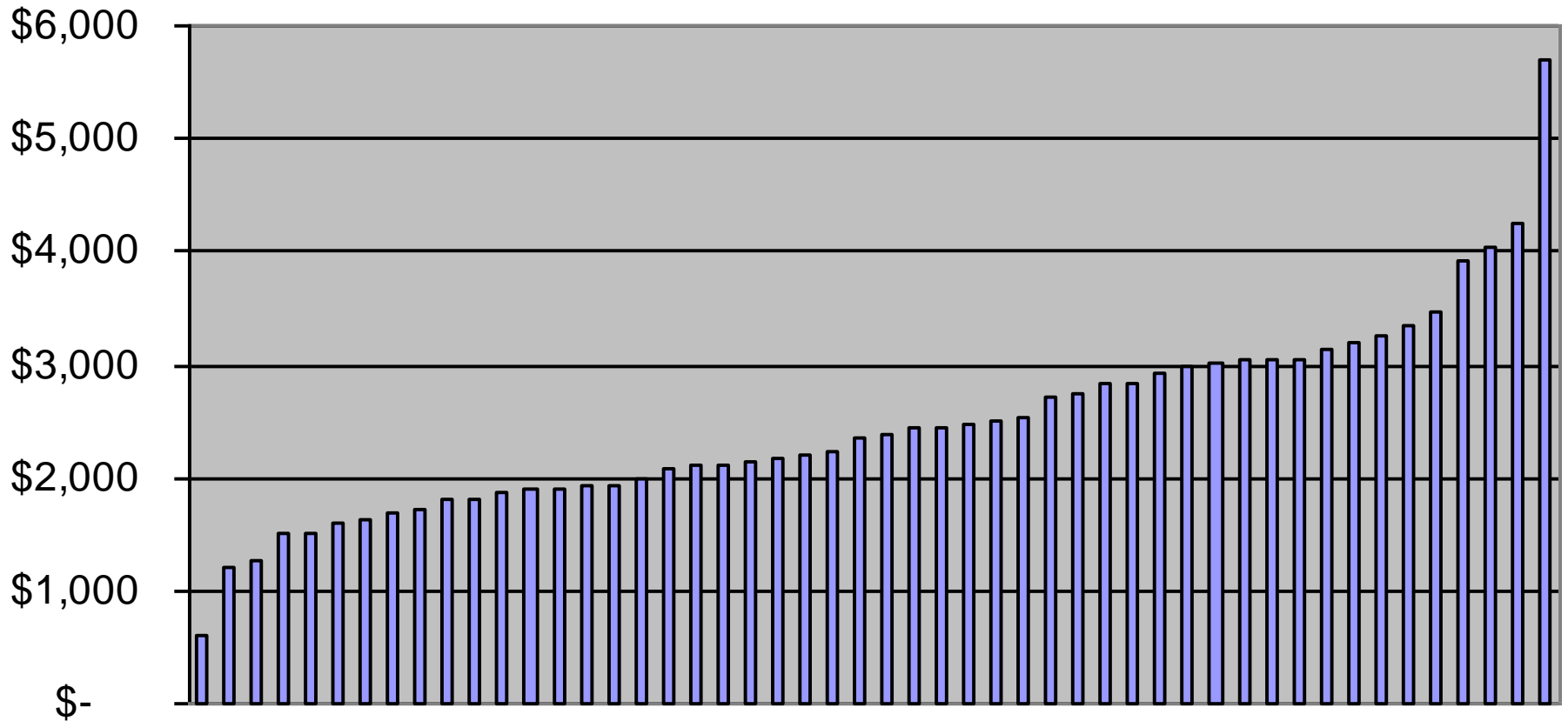
- Increase flexibility in use of resources
- Base accountability on outcomes, not inputs



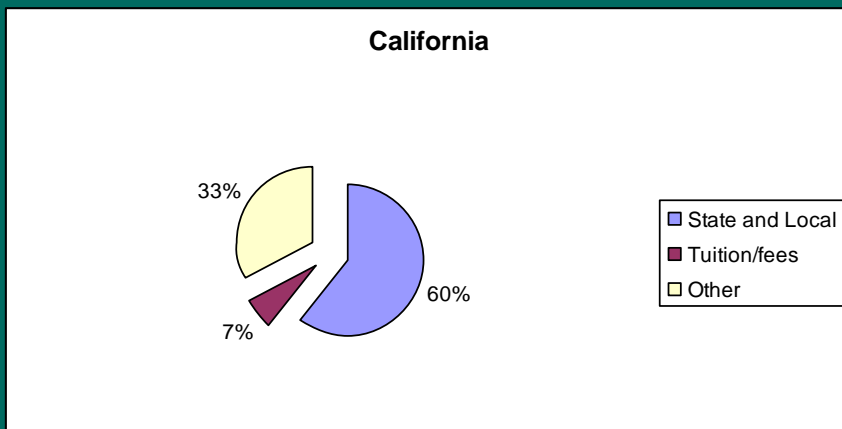
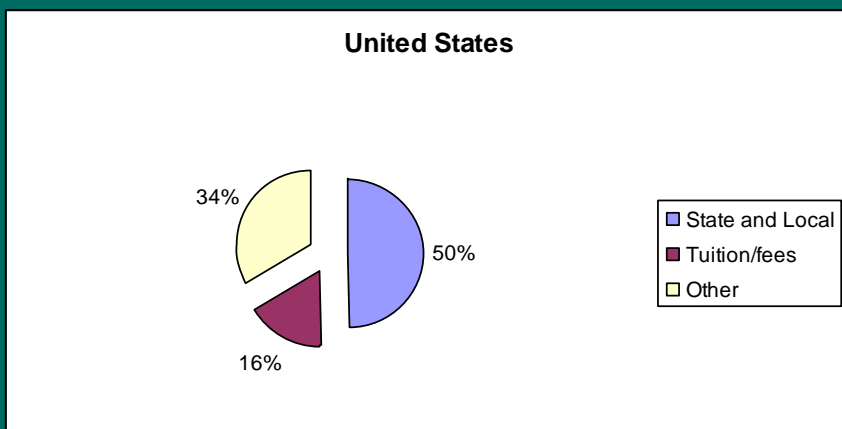
Student Fee Policy

- Lowest fees in the nation - \$20 per unit
- Waived for low and middle income – 29% of students
- Fees do not add to college resources – offset to state funds
- Campus-based fees prohibited

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

Student Fee Policy

Incentives:

- Deprive colleges of needed revenues
- Discourage careful enrollment choices by students
- College officials oppose fee increases

Policy Reform:

- Increase fees (needy students will not be affected)
- Allow colleges to keep fee revenue



Financial Aid Policy

- Low fees
- Assumption (incorrect) that affordability is addressed by low fees
 - Fees account for only 5% of costs
- Fee waiver is only institutional aid
- Minimal emphasis on federal and state aid
- No conditions for fee waiver renewal

Financial Aid Policy

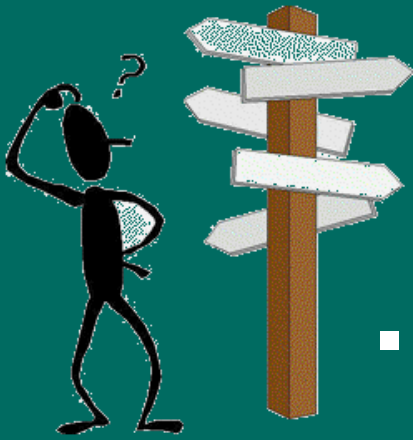
Incentives:

- Federal and state aid left on the table
- State Cal-Grant has inadequate for non-fee costs
- Students work too much – lowers success

Policy Reform:

- Increase financial aid for non-fee costs of college
- Provide financial incentives for colleges to serve Pell grant recipients
- Academic progress as condition for fee waiver renewal

Academic Policies



- Emphasis on access to college *and* courses
 - Assessment not uniform
 - Remediation not required if needed
 - Prerequisites not widely used
- Orientation courses voluntary
- No advising into majors or academic programs
- Little emphasis on structure of credentials or academic pathways
- No transfer associates degree
- No incentives for academic progress

Academic Policies

Incentives:

- Students attempt classes for which they may not be prepared
- Colleges under-invest in needed remedial course offerings

Policy Reform:

- Mandatory assessment/placement/orientation
- More prerequisites
- Enroll in academic programs
- Structured programs and pathways
- Better advisement re: academic programs



Student Support Policies

- Student support mostly funded outside the core budget – categorical programs
- Categorical funding based on enrollment, not program goals or services provided
- 50% law constrains investments
- Orientation courses voluntary
- Many policy impediments to integrating student support with instruction

Student Support Policies

Incentives:

- Under-invest in critical support services
- Divide money into “theirs” and “ours”
- Management by silo
- Discourages coordination of resources and programs – educating the whole person

Policy Reform:

- Reduce categorical programs
- Revise policies that inhibit collaboration between instruction and student services



Lessons We Have Learned

- Incentives are powerful – we get exactly what we design through policy
- Policies accumulate – not according to plan
- Finance policy is biggest barrier/opportunity
- Similarities with K-12 reform agenda
 - More money *and* different policies
 - More flexibility in use of resources
- Hard to draw attention to impact of policy



Questions and Contact Information

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