Highlights and Previews of
Two Forthcoming Reports from
Institute for Higher Education Leadership & Policy
(IHELP) at Sacramento State

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CSU Provosts Meeting

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From Community College to University:

Expectations for California's New Transfer Degrees

By Colleen Moore and Nancy Shulock

Institute for Higher Education Leadership & Policy

Student Transfer Achievement Reform
Goals of SB 1440, SB 440

- Clearer pathways to reduce units

- Incentivize associate degree

- Increase transfer

- Transfer degree "becomes the preferred transfer pathway for all students across the state"

Assess Progress in Implementation – On Track to Achieve Goals?

- LAO and Campaign reports (2012)
  - Not happening quickly enough
  - Too much variation across campuses

- IHELP Methods
  - Over 70 interviews (6 CSUs; 6 CCCs; system; leg.)
  - Survey of student leaders in the CCC (N = 84)
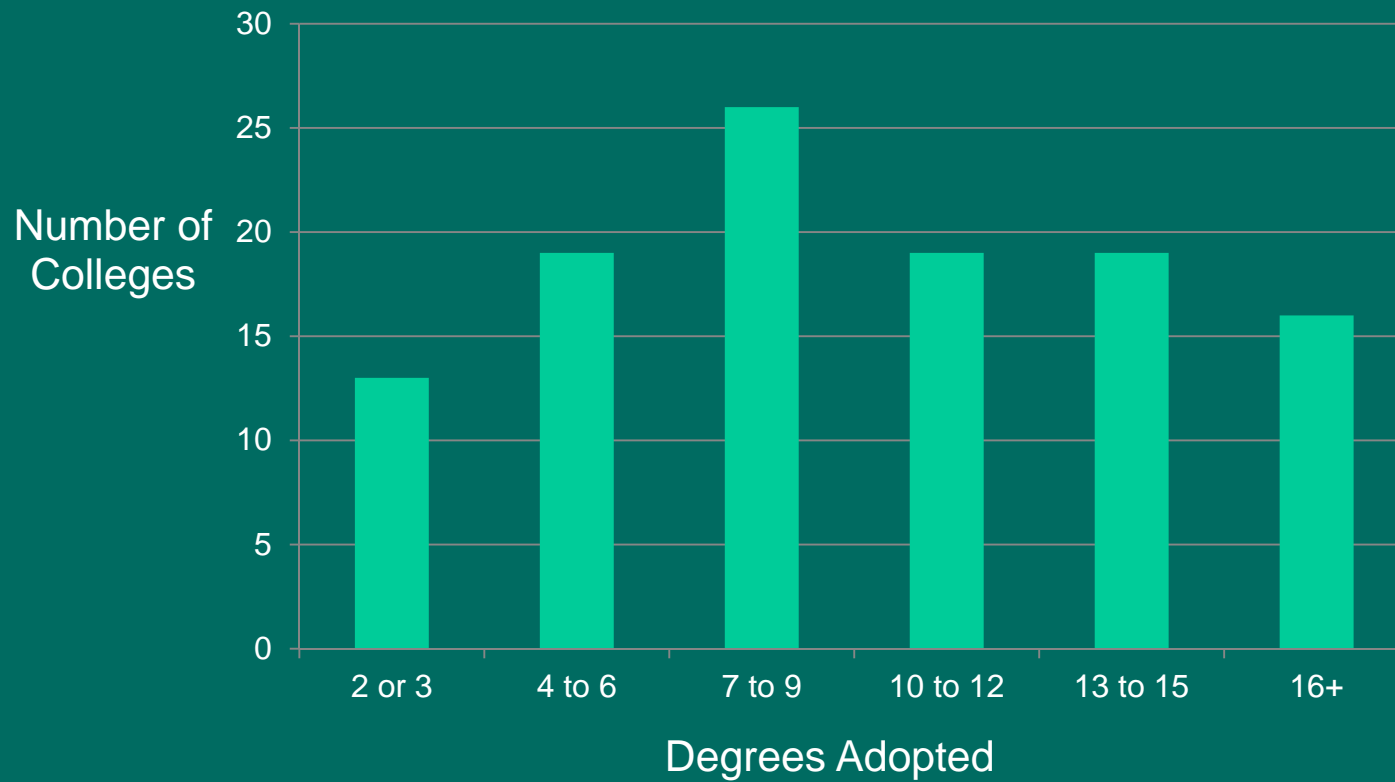 - Review of public data

Outline of Report

- Progress in implementation since LAO report
- Perceptions of administrators, faculty, staff
- Perceptions of students
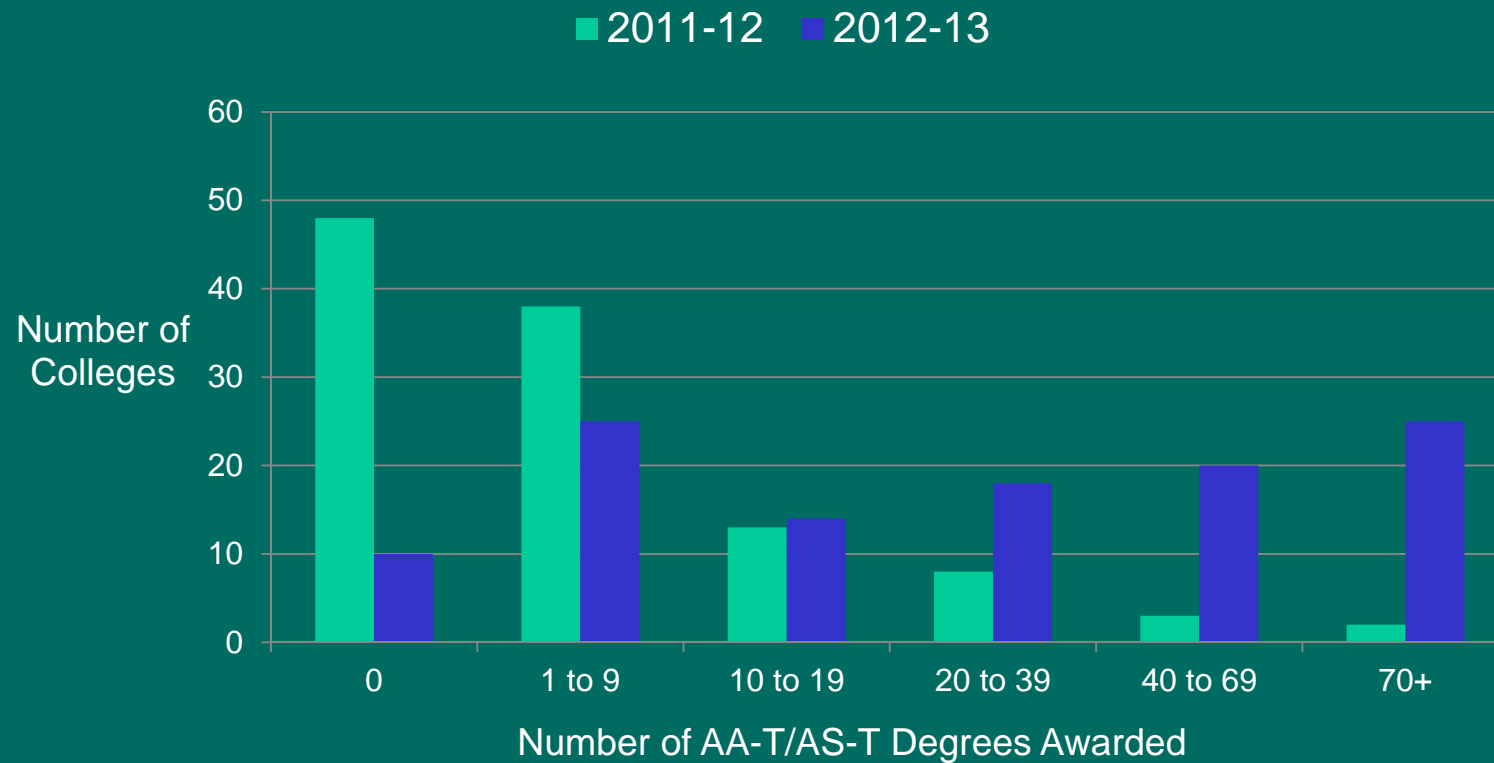- Assessment of the pathways
- Conclusions
- Recommendations

Significant Progress in CCC, But Some Colleges Still Offer Only a Few Degrees
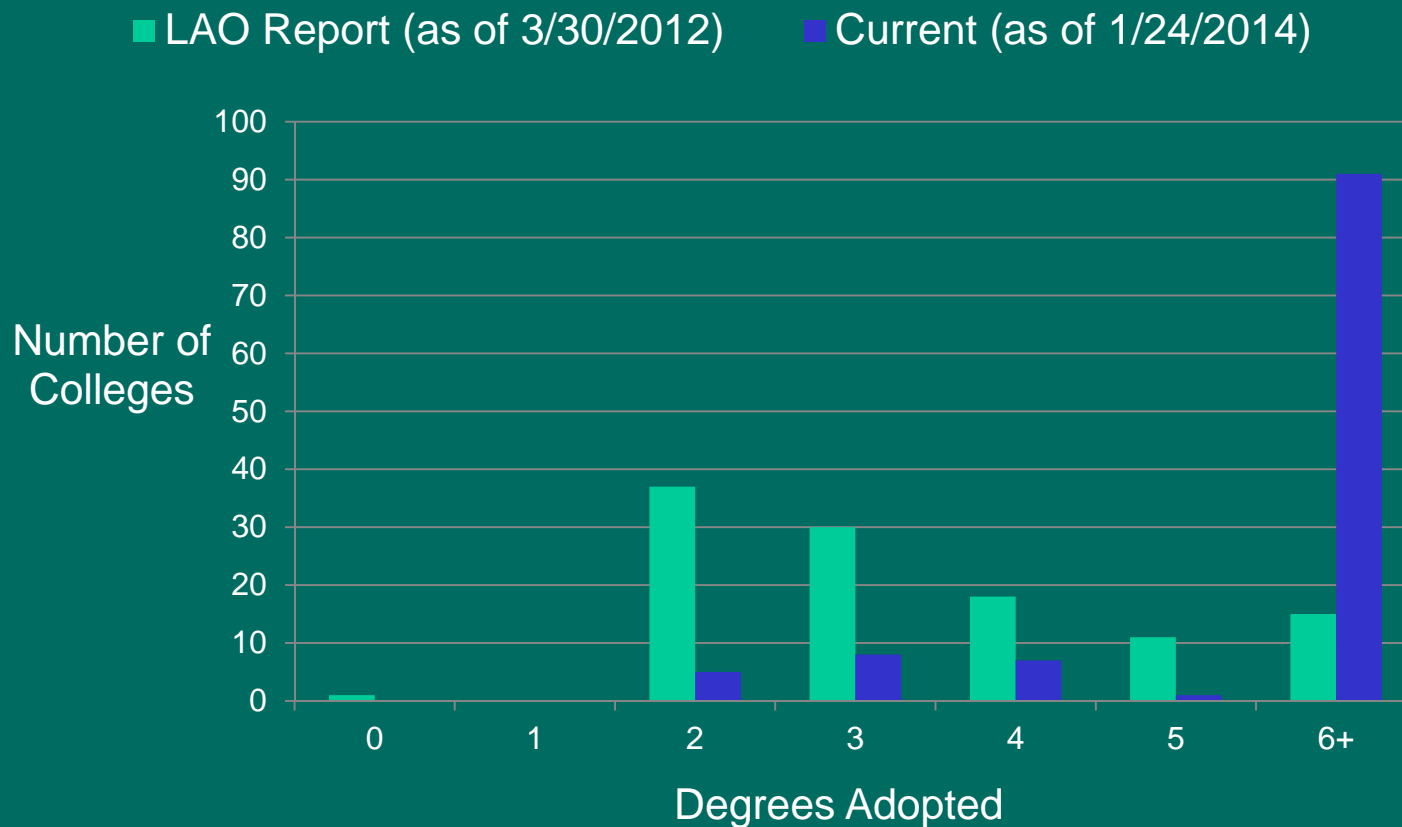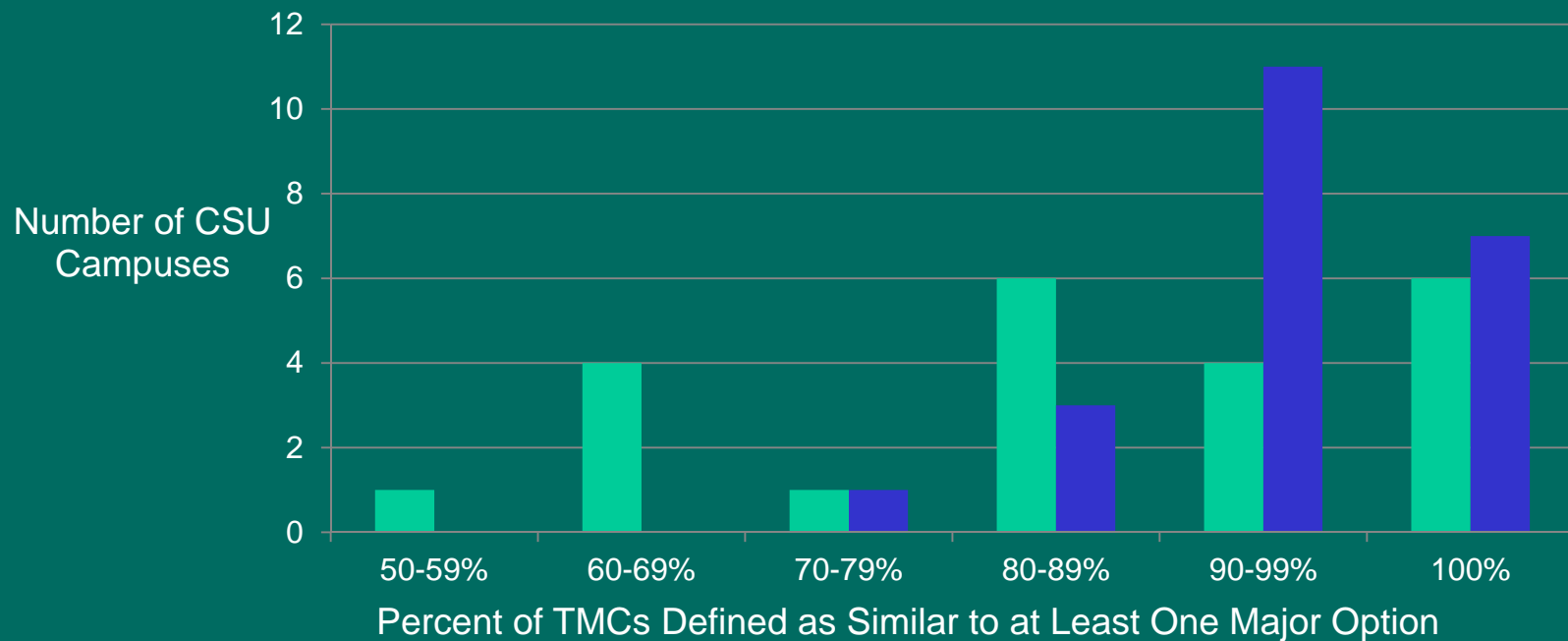
A Different Scale Better Demonstrates the Progress

Most Community Colleges are Not Yet Awarding Many Degrees to Students

Significant Progress in CSU, But Student Choices Still Limited at Some Campuses

Perceptions of Faculty, Staff, Students

- Improvement, but benefits apply to a subset of students
- Initial resistance, but momentum building
- Challenging implementation context
  - Complex campus processes
  - Fiscal challenges
  - Lack of infrastructure across the two systems
- Students not well informed
  - Over 1/3 of student leaders had not heard of the degrees; most don't understand them
  - Think college efforts to inform ineffective
  - Interest among students is high

Degree Pathways Similar to Historical Transfer Activity at CCC, But there are Gaps

Historical transfer activity in disciplines with AA-T/AS-T degrees

College	Number of degrees offered	Share of transfers to CSU in disciplines with transfer degrees	Share of BAs awarded to transfers in those disciplines
Fullerton	18	69%	73%
Butte	17	46%	48%
Orange Coast	16	62%	70%
Long Beach City	11	40%	50%
Riverside City	9	16%	24%
Evergreen Valley	4	9%	13%
LA Mission	3	8%	7%

Degree Pathways Similar to Historical Transfer Activity at CSU, But there are Gaps

Transfer activity in disciplines related to the TMCs

CSU Campus	% BAs awarded in disciplines related to TMCs	Number of TMCs with related major offered	Number of TMCs accepted as "similar"	% BAs awarded in disciplines with TMC as "similar"
Stanislaus	84%	23	23	84%
East Bay	77%	24	24	77%
San Diego	74%	23	21	71%
San Francisco	70%	25	24	68%
Monterey Bay	74%	20	18	66%
Pomona	61%	22	18	58%
San Luis Obispo	40%	19	14	27%

Conclusions Related to Achieving Goals

- Goal 1: Create clearer pathways
  - Will lead to clearer pathways
  - Less clear on reducing units, increasing capacity
- Goal 2: Increase associate degree completion
  - Will increase transfers earning associate degree
  - But incentives may not be sufficient
- Goal 3: Increase number of transfers
  - Potential, but impeded by capacity, infrastructure
- Goal 4: Make this the preferred path to transfer
  - Limited by profile of CCC students, no UC

Ideal Transfer Pathway via AA-T/AS-T

Enter CCC

Begin GE Coursework

Begin Lower Division Major Coursework

Apply to Transfer

Complete coursework within 60 Credits and earn AA-T/AS-T

Enroll in CSU

Complete Upper Division Coursework within 60 Credits

Incoming Students with Transfer Goal

CSU Grads with 120 Credits

Points of Departure from the Ideal Pathway

Major Not Decided Early (accumulate units in courses that won't count toward TMC)

CSU as Transfer Destination Not Decided Early (accumulate units taking courses for UC or other university)

Preferred CSU Campus or Major /Concentration Not "Similar" or Impacted (accumulate units taking courses to meet local requirements of preferred/impacted program)

Change Made by Student that Eliminates 60-Unit Guarantee (accumulate units due to change in major or concentration, adding minor, or other special program like study abroad)

Recommendations

- CSU coordinate review of "similar" designations at each campus, and of priority admission mechanism
- CCC coordinate efforts to help colleges share curricula and resources to offer more degrees
- Legislature consider "clean up" legislation to allow more flexibility for some majors
- Legislature provide funding to expand and coordinate efforts to increase student awareness
- CCC and CSU consider course registration priority
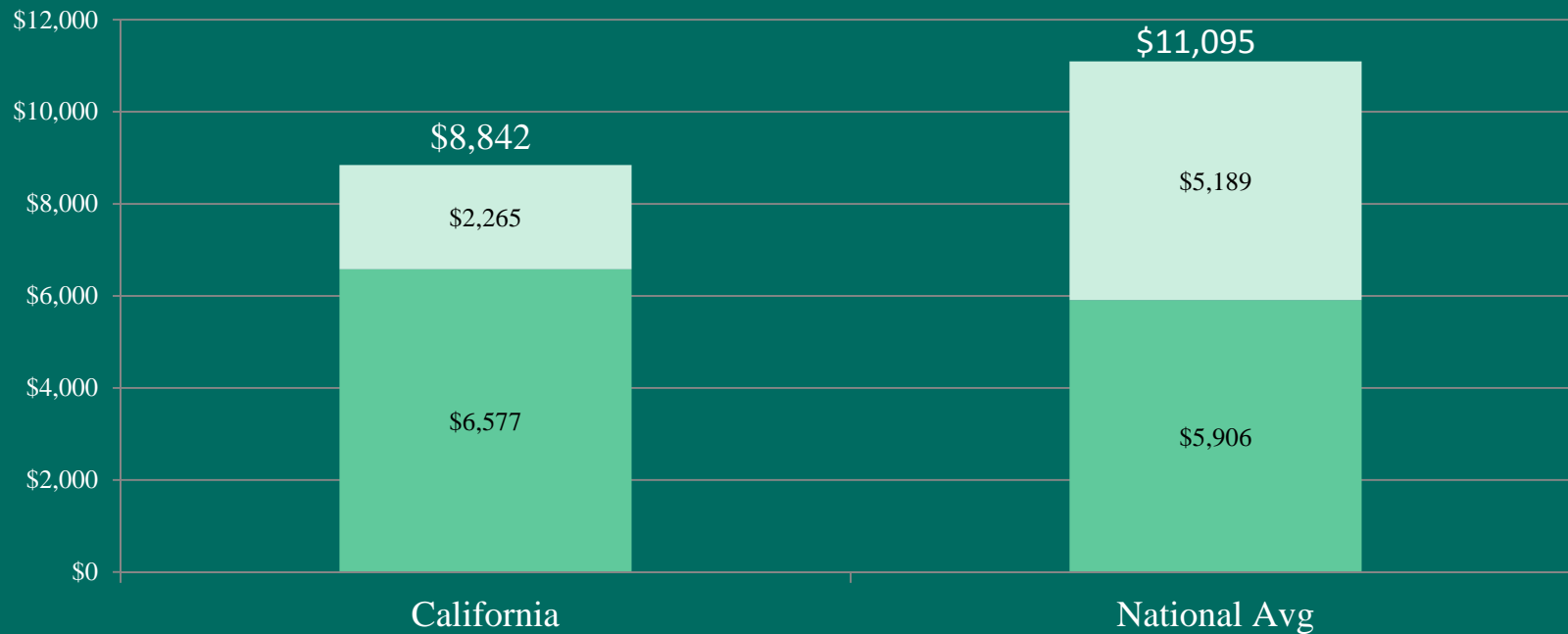- Intensify efforts to extend to UC

Meeting Public Needs Through
California Higher Education

1. Some excerpts from Senate hearing testimony
   Cost, affordability, efficiency

2. A Preview of a Model Public Agenda

Spending (Cost)

Lower Tuition Collections Account
for Lower Total Revenues for California

■ State Appropriations per FTES   ■ Tuition Revenue per FTES

Source: State Higher Education Executive Officers, *State Higher Education Finance FY 2012*

Spending (Costs)

- Decline in higher education share of General Fund
  - 17% in 1960s/1970s => 12% in 2013-14
- State appropriations
  - per FTES – 11% above national average
  - per capita – rank #13 among states
  - per $1,000 of personal income – rank #19 among states
- Wide variation in spending per student (E&R)
  - Spending per FTES in UC > CSU > CCC
  - Above national average for UC and CSU
  - Below national average for CCC
  - Biggest variation across sectors of any state

Affordability

Living Expenses Make Up Biggest Share of Student Budgets

Average Undergraduate Student Expenses, 2013-14

Legend:
- Tuition and Fees
- Books and Supplies
- Living Expenses[a]

Y-axis: $35,000 / 30,000 / 25,000 / 20,000 / 15,000 / 10,000 / 5,000

X-axis categories: UC, CSU, CCC
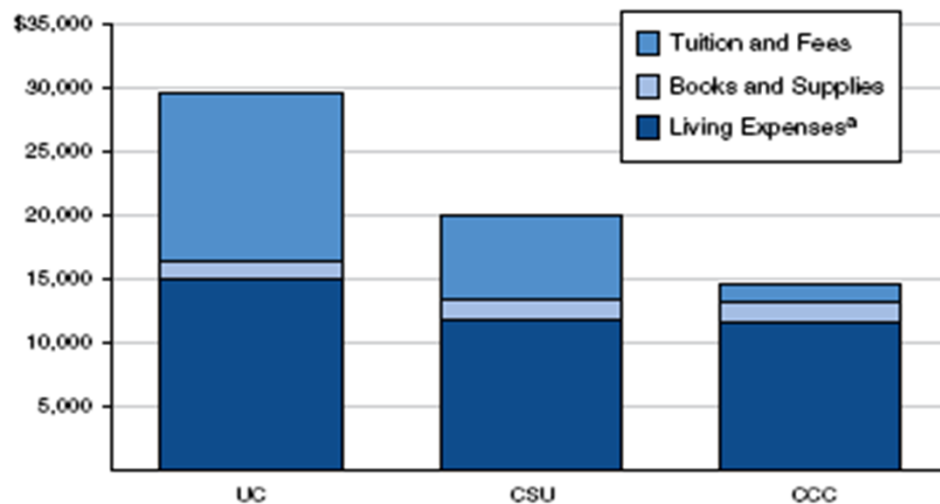
[a] Includes housing, food, transportation and personal expenses.

- Policy needs to address non-tuition costs too
- CCC surprisingly unaffordable
- Student share of costs has doubled in last 10 years
- Shares vary by segment (student share of "core funding" per LAO)
  - UC: 45%
  - CSU: 41%
  - CCC: 6%
- "Boom and bust" cycle impedes stability and planning

Efficiency

Cost per degree (reflects spending levels per student, completion rates, time/credits-to-degree)

- UC: above national average
- CSU: below national average
- CCC: above national average but most transfer students do not earn associate degrees

Some Things We Don't Know but Should to Understand and Meet Public Needs

- Cost of quality education (spending = cost?)

- Spending on undergraduates (by segment)

- Are differences in spending, by segment, justified

- What is a reasonable, fair student share of cost?

- Should the share vary by segment? By program? By type of degree?

- Cost to produce degree (UC, CSU, transfer)

- Cost-effective ways to increase degrees and certificates where they are needed (region, field)

Public Needs Approach Applied to
California Higher Education

A *Model* Public Agenda

A Preview

Purpose and Methods

- Purpose: start a conversation - no policy leadership entity to coordinate public agenda

Methods and Sources for this Model Public Agenda

1. Reviewed performance data for California and other states

2. Conducted interviews with experts on state policy leadership and planning

3. Studied other states' public agendas

4. Reviewed published reports on California postsecondary education (see *Resources* at end of document)

5. Analyzed selected scenarios for setting sample goals and targets.

The time appears to be ripe for a new Master Plan, one that would: (1) replace emphasis on the distinguishing characteristics of the three public segments with concern for regional cooperation and organization, and (2) include K-12 education within its scope as a full partner.

(National Center, 1998)

The Governor and Legislature should encourage the drafters to think responsibly about how higher education is structured and…re-examine the rationale for how the three-tier system is currently organized and to explore greater campus-level specialization in all segments.

(Little Hoover Commission, 2013)

The magnitude of this underperformance is such that it will not be successfully addressed by modest injections of funding or by tweaks in current educational policy and practice.

(Committee on Economic Development, 2013)

All of the problems that have led to the current crises can be solved, but doing so will require new vision and strong leadership both by policymakers in Sacramento and by higher education officials.

(Public Policy Institute of California, 2010)

Emerging Consensus for Transformative Changes

- CA approach to structuring and financing higher ed is out of sync with needs of students and state

- Master Plan is not *only* under-funded

- Imposes an unagile, state-centered structure on a dynamic, multi-region state

- Needs that fall outside, between, or outgrow capacities of segments not well addressed

Some Key Performance Shortfalls
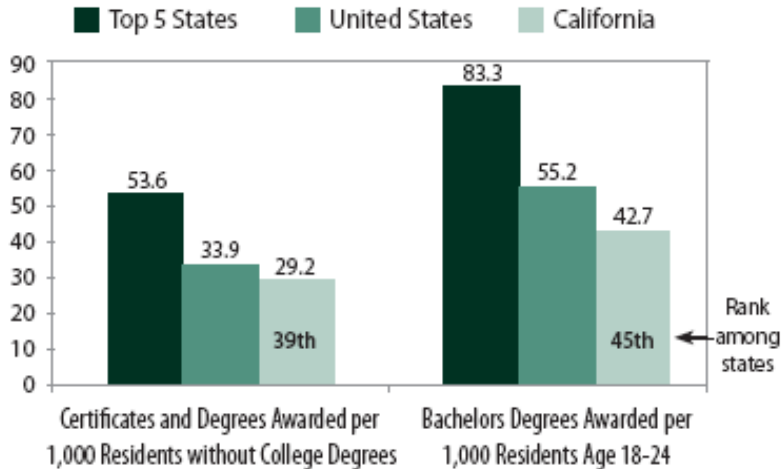
Educational Attainment Problem
(Rank Among States in % with College Degrees, 2011)

Age Group:	AA or Higher	BA or Higher
>64	4th	6th
45-64	17th	16th
35-44	30th	18th
25-34	29th	25th

Source: NCHEMS Information Center for Higher Education Policymaking and Analysis, based on U.S. Census Bureau's American Community Survey
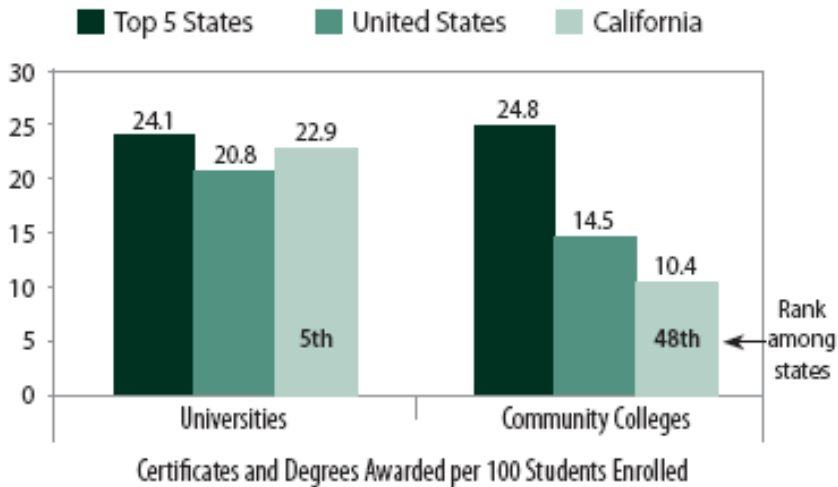
Baccalaureate Capacity Problem

Figure 3
California Ranks Low among States in Degrees Awarded per Capita

Top 5 States | United States | California

Certificates and Degrees Awarded per 1,000 Residents without College Degrees: Top 5 States 53.6, United States 33.9, California 29.2 (39th)

Bachelors Degrees Awarded per 1,000 Residents Age 18-24: Top 5 States 83.3, United States 55.2, California 42.7 (45th)

Rank among states

Source: NCHEMS Information Center for Higher Education Policymaking and Analysis, 2009 (certificates/degrees) and National Science Foundation Science and Engineering Indicators 2014 (bachelors degrees)
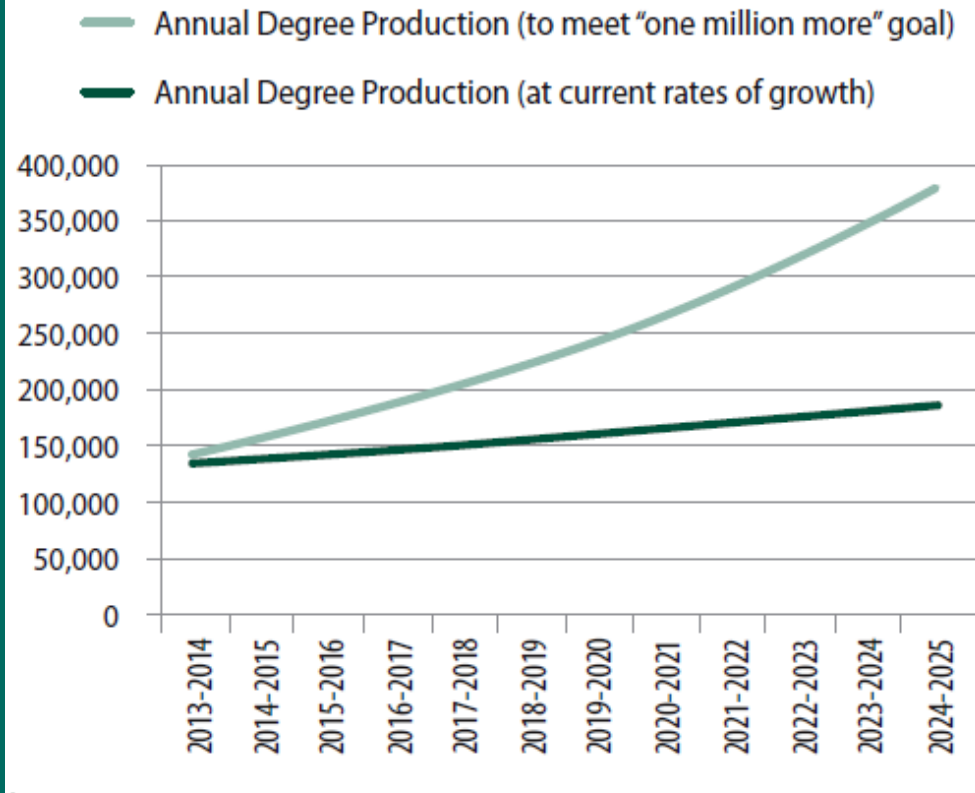

Figure 4
California Lags in Certificates and Degrees Awarded per Enrollments in Community Colleges, Not in Universities

Top 5 States | United States | California

Universities: Top 5 States 24.1, United States 20.8, California 22.9 (5th)

Community Colleges: Top 5 States 24.8, United States 14.5, California 10.4 (48th)

Certificates and Degrees Awarded per 100 Students Enrolled

Rank among states

Source: NCHEMS Information Center for Higher Education Policymaking and Analysis, 2009

"One Million More" Means Going From 3% to 9.2% Annual Growth

Figure 11
Projected Annual Bachelor's Degree Production Need to Reach "One Million More" Goal

— Annual Degree Production (to meet "one million more" goal)
— Annual Degree Production (at current rates of growth)

Source: Authors' projections based on data on past degree production from the CCC Datamart, CSU Analytic Studies, and UC Accountability Report and InfoCenter

Figure 6
Disparities in Educational Attainment among Racial/Ethnic Groups in California, Ages 25-34

■ Associate's Degree or higher   ■ Bachelor's Degree or higher
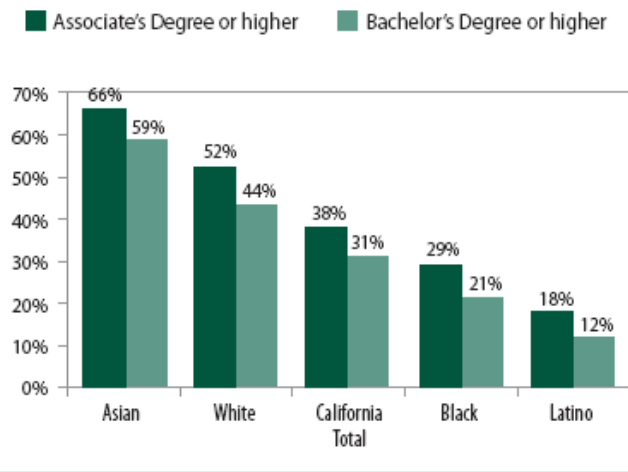
Source: NCHEMS calculations of US Census Bureau's 2009-2011 American Community Survey

Gaps by Race/Ethnicity and Region

Figure 7
Major Gaps in Educational Attainment and Per Capita Income by Region

■ Percent of Population Aged 25 and over with a Bachelor's Degree or Higher   —●— Per Capita Income
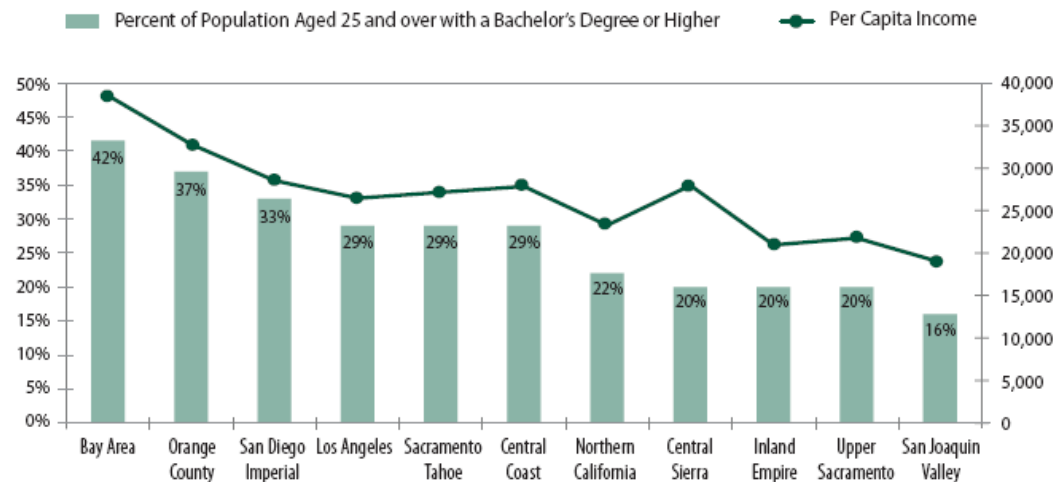
Source: Authors' calculations based on US Census Bureau's American Community Survey, 2008-2012 estimates for attainment data and 2012 estimate for income data.

Structural Problems
that Should be Addressed by Public Agenda

- A lack of capacity in baccalaureate programs;

- An under-resourced community college system serving 70% of public enrollments;

- A poorly structured approach to financial aid for community college students;

- An incomplete and disjointed finance policy structure;

- Structurally inseparable research and baccalaureate missions at UC;

- Lack of state policy leadership for a system built on interdependence; and

- Insufficient differentiation of mission and program.

Goals of Public Agenda

Goal 1 ■ Increase access to higher education institutions and attainment of high-quality degrees and certificates, with an emphasis on access and attainment among younger adults

Goal 2 ■ Reduce performance gaps in higher education access and attainment

Goal 3 ■ Improve the stability and adequacy of public and private investments in higher education

Goal 4 ■ Provide state policy leadership that enables an effective regional approach to meeting California's higher education needs, connected to an overall state-level vision

A New Approach

- ***Regional consortia to guide planning***
  - All providers in a region (public and private)
  - Set targets for enrollments, completions; strategies
- Greater ***program specialization*** to take best advantage of distinctive capabilities of institutions and unique needs of regions
- ***Technology*** to be used purposely and effectively to ensure access to broad complement of pathways

Effective State Policy Leadership
for a Regional Model

- Strong, capable, professional, informed policy leadership at the state level
- Best provided by Office of Higher Ed   - part of administration, reporting to governor
  - Higher education is huge, critical part of state government (bills, budgets, policy development)
  - Governor needs high-level staff support as in K-12
- Clear point of access for segments to work with administration