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Latino Student Access and Success: Research Findings and Policy Implications

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California Statewide Policy Institute on
Higher Education Access and Success

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Key Points

1. The State context:
 - State needs must drive policy
 - Lagging higher education performance is a concern for future competitiveness of California
 - Racial/ethnic and regional gaps must be closed
2. Access has not translated into completion
3. Policy barriers/policy solutions
4. Implications for NALEO?



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Part 1: The State Context

Higher Education Performance Challenges

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Master Plan Lacks Statewide Focus

- Focused on institutions instead of the state and its people
 - Are we educating enough Californians?
- Access/Affordability/Quality
 - Success?
 - Needs of the workforce?
- Changes since 1960
 - Are UC and CSU shares still reasonable?
 - Is access still enough?



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“State of Decline?”

- Performance problems at all stages of pipeline:
 - preparation, participation, completion
- Gaps across regions and race/ethnicity
- Education levels, tax base projected to decline if gaps remain

- NOT ABOUT BLAME
- ABOUT EDUCATING CALIFORNIANS



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A Leaky Pipeline

- 35th in % of high school students taking advanced math; 49th in advanced science
- In the bottom 1/5 in 8th graders scoring “proficient” across *all* NAEP subjects
- 40th in direct college going rate; declining
- 47th in the number of BA degrees per 100 undergraduates enrolled
- 46th in degrees/certificates awarded per 100 students enrolled in 2-year colleges



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An Even Leakier Pipeline

Percent of Blacks and Latinos at each stage:

- 18-year olds: 48%
- High school graduates: 40%
- First-time college freshmen: 31%
- Undergraduate degrees
and certificates awarded: 25%



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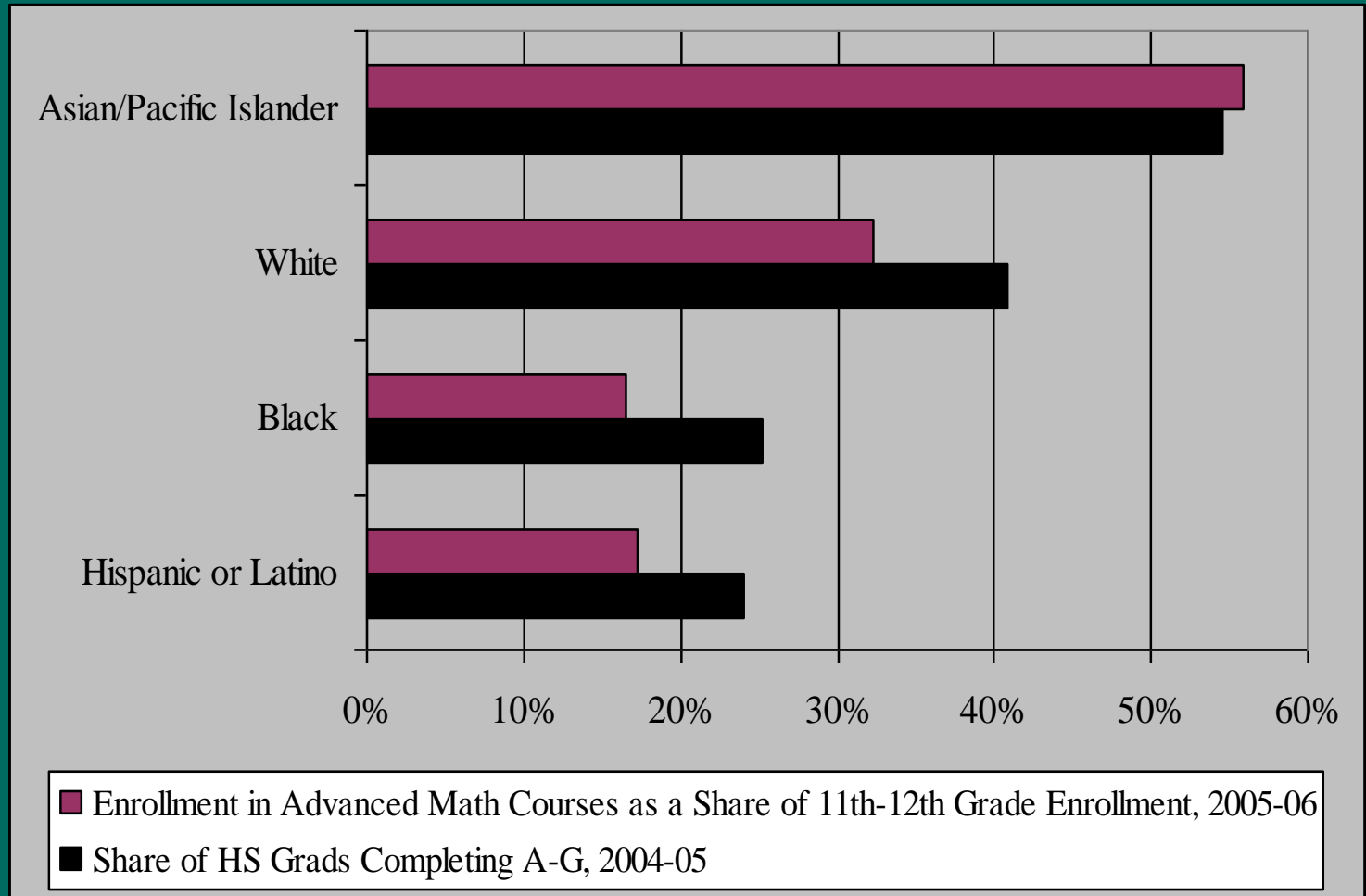
Racial/Ethnic Gaps in Preparation

Race/ethnicity	Share of 8th Graders at or Above “Proficient” in Math, 2005-06	Share of 8th Graders at or Above “Proficient” in Language Arts, 2005-06	Number of Scores on SAT ≥ 1000 and on ACT ≥ 21 per 1,000 HS
Asian/Pacific Islander	43%	59%	414
White	38%	62%	288
Hispanic or Latino	18%	25%	79
Black	16%	27%	94



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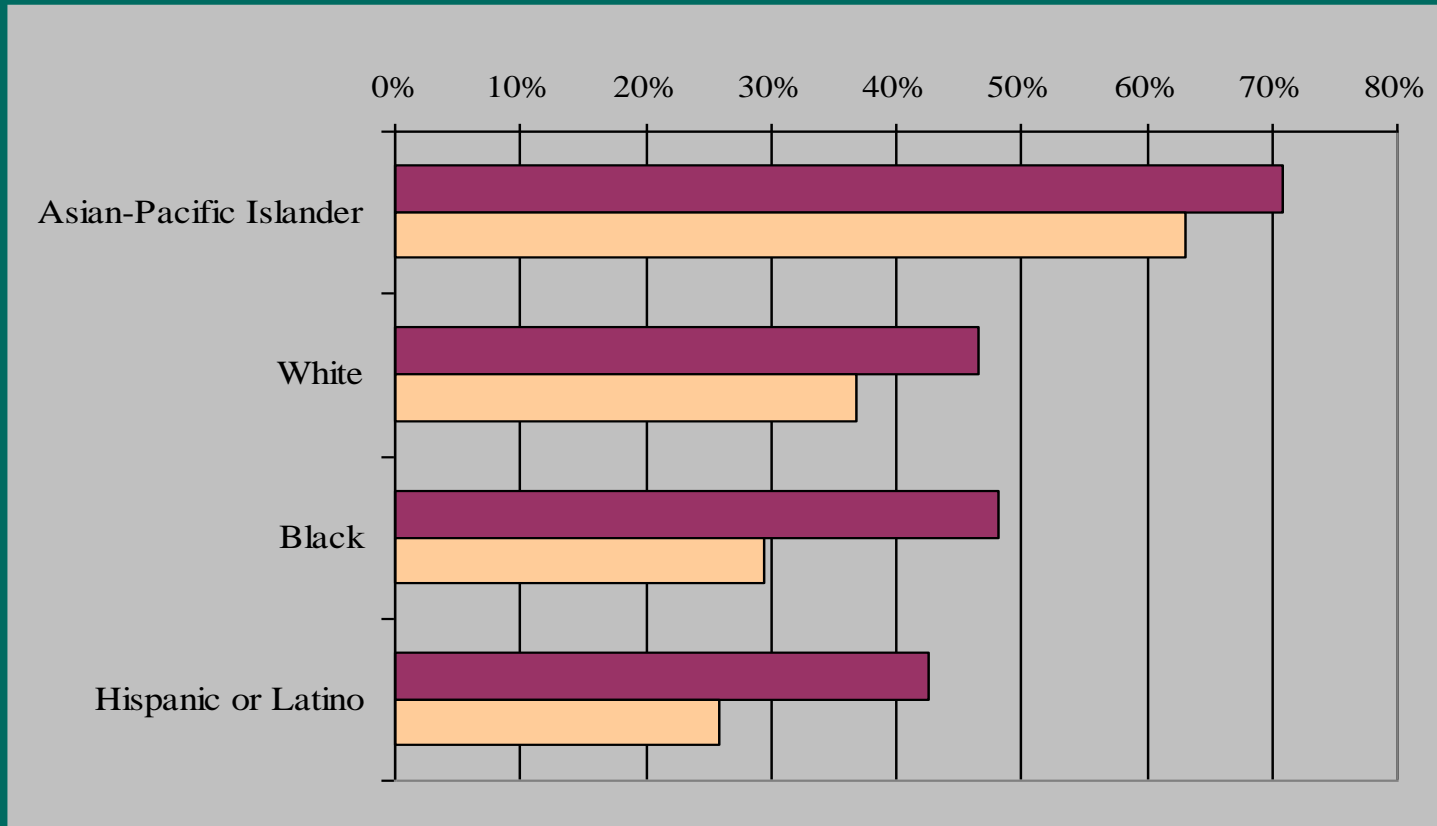
Racial/Ethnic Gaps in Preparation





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Racial/Ethnic Gaps in Participation



Direct college-going rate

9th graders enrolling in college within 4 years

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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



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Undergraduate Participation Rates by Segment

(Ages 17-24, Fall 2002)

	White	Asian	Black	Latino
Men:				
UC	3.6%	10.9%	1.2%	0.9%
CSU	5.8%	9.9%	3.5%	2.2%
CCC	20.8%	29.0%	18.7%	13.5%
Women:				
UC	4.2%	13.2%	2.1%	1.4%
CSU	8.1%	11.6%	6.2%	4.2%
CCC	25.8%	27.0%	23.6%	18.7%

Source: Calculated based on enrollment data from California Postsecondary Education Commission and population data from California Department of Finance

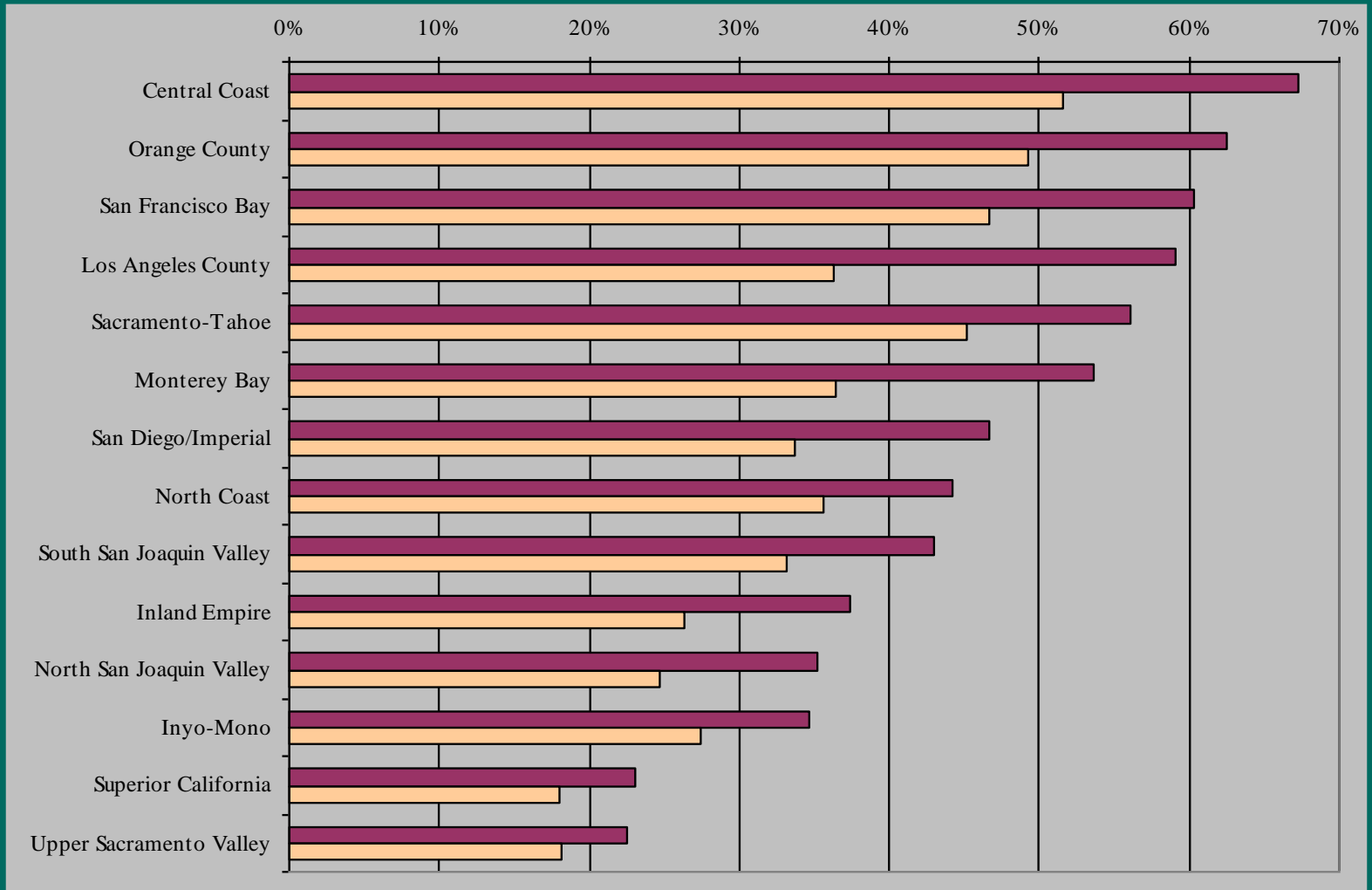
Note: Rates do not reflect enrollment in private or out-of-state institutions

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Regional Gaps in Participation



Direct college-going rate

9th graders enrolling in college within 4 years

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Certificates and Degrees Awarded per 100 Undergraduates Enrolled, 2005

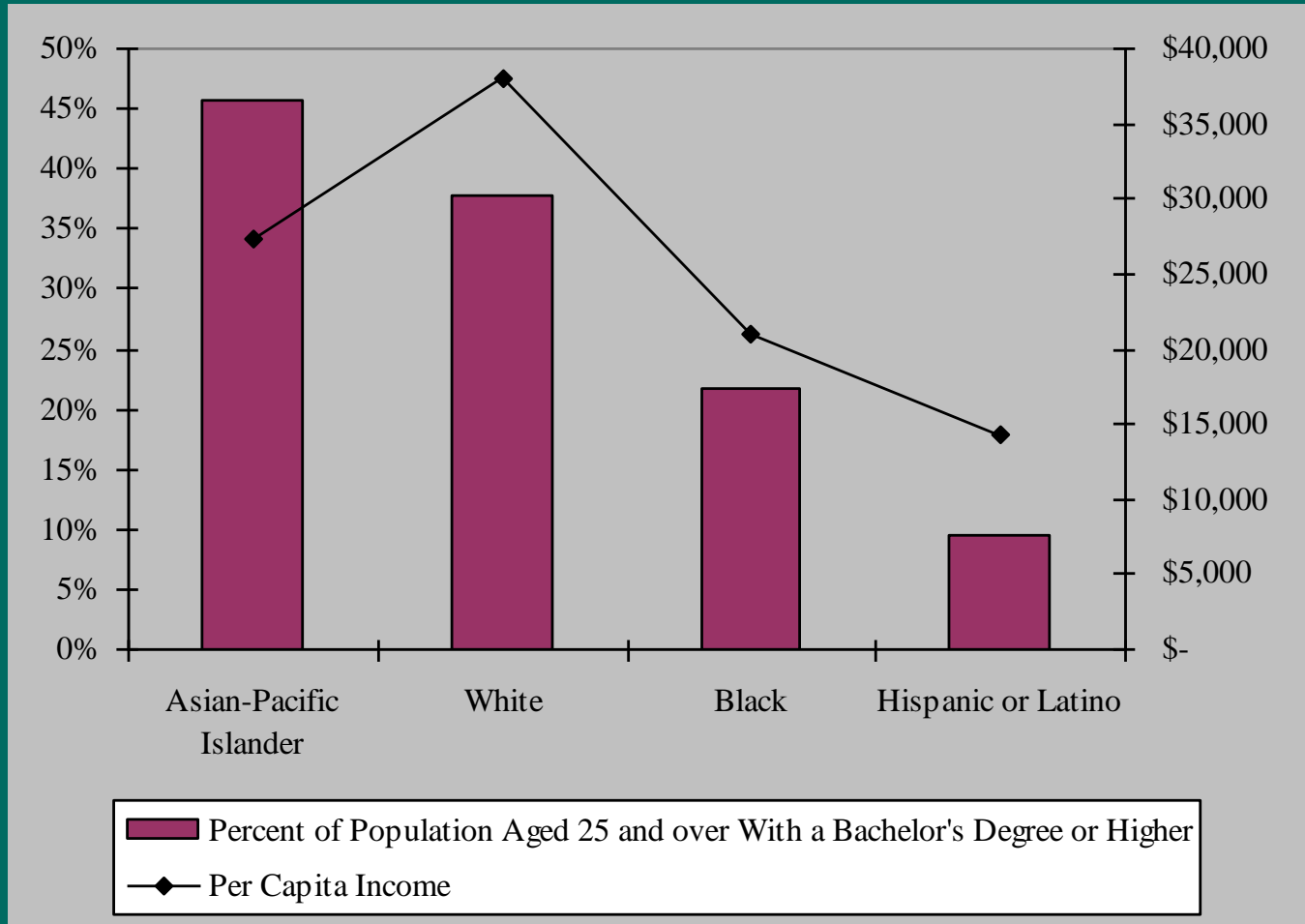


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Racial/Ethnic Gaps in Educational Attainment and Per Capita Income

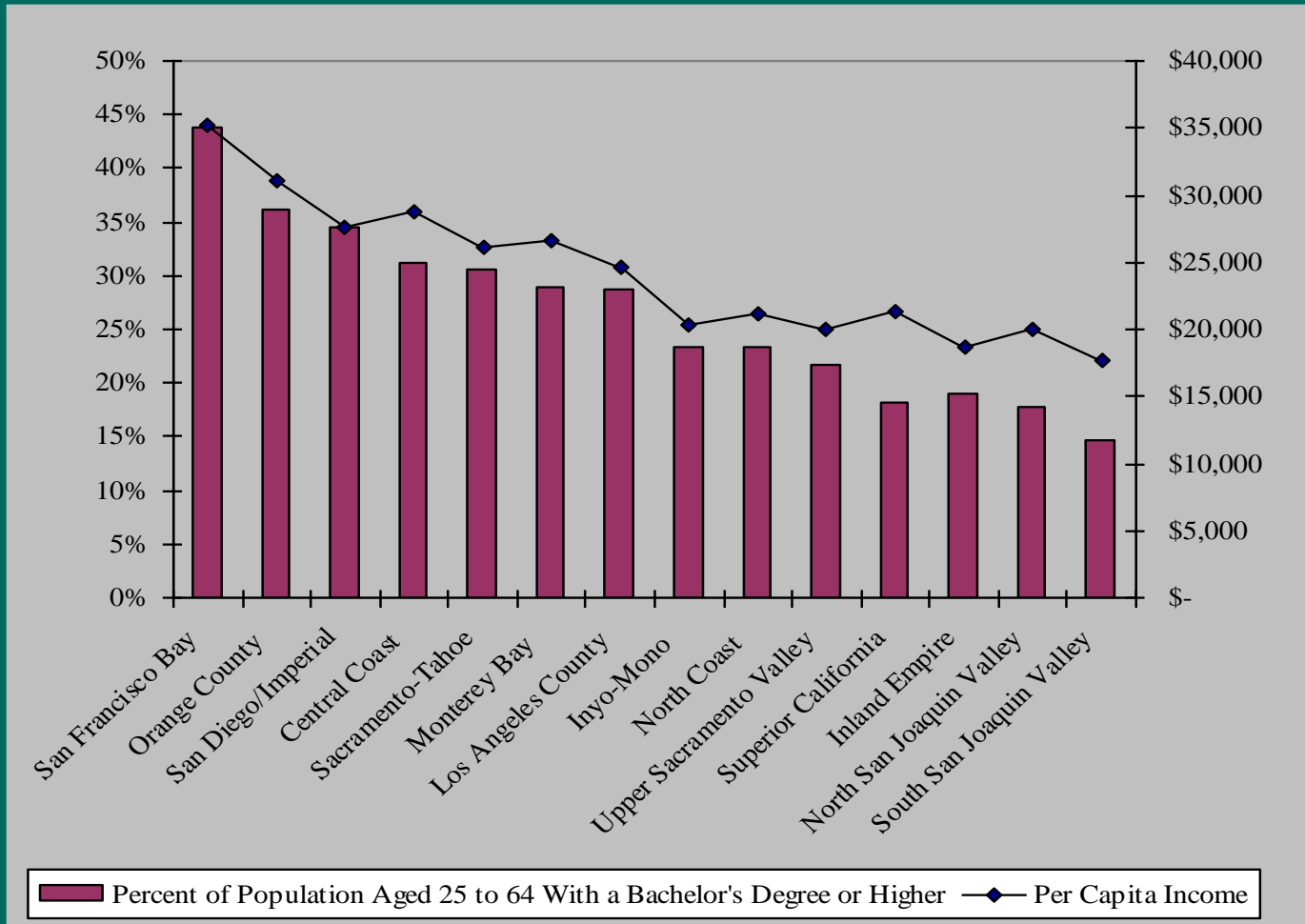


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Regional Gaps in Educational Attainment and Per Capita Income



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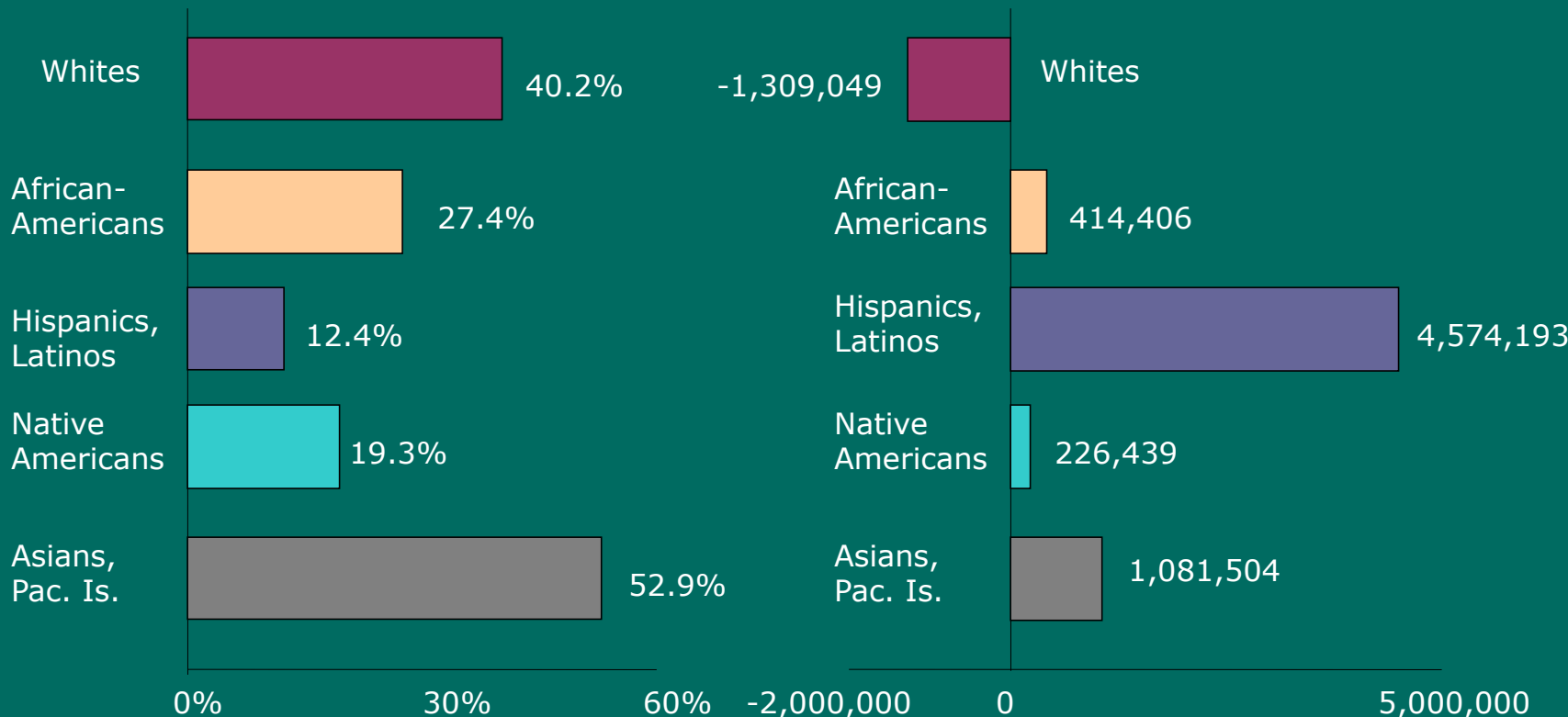


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Race/Ethnic Gaps in Educational Attainment Bode Poorly for California's Workforce

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

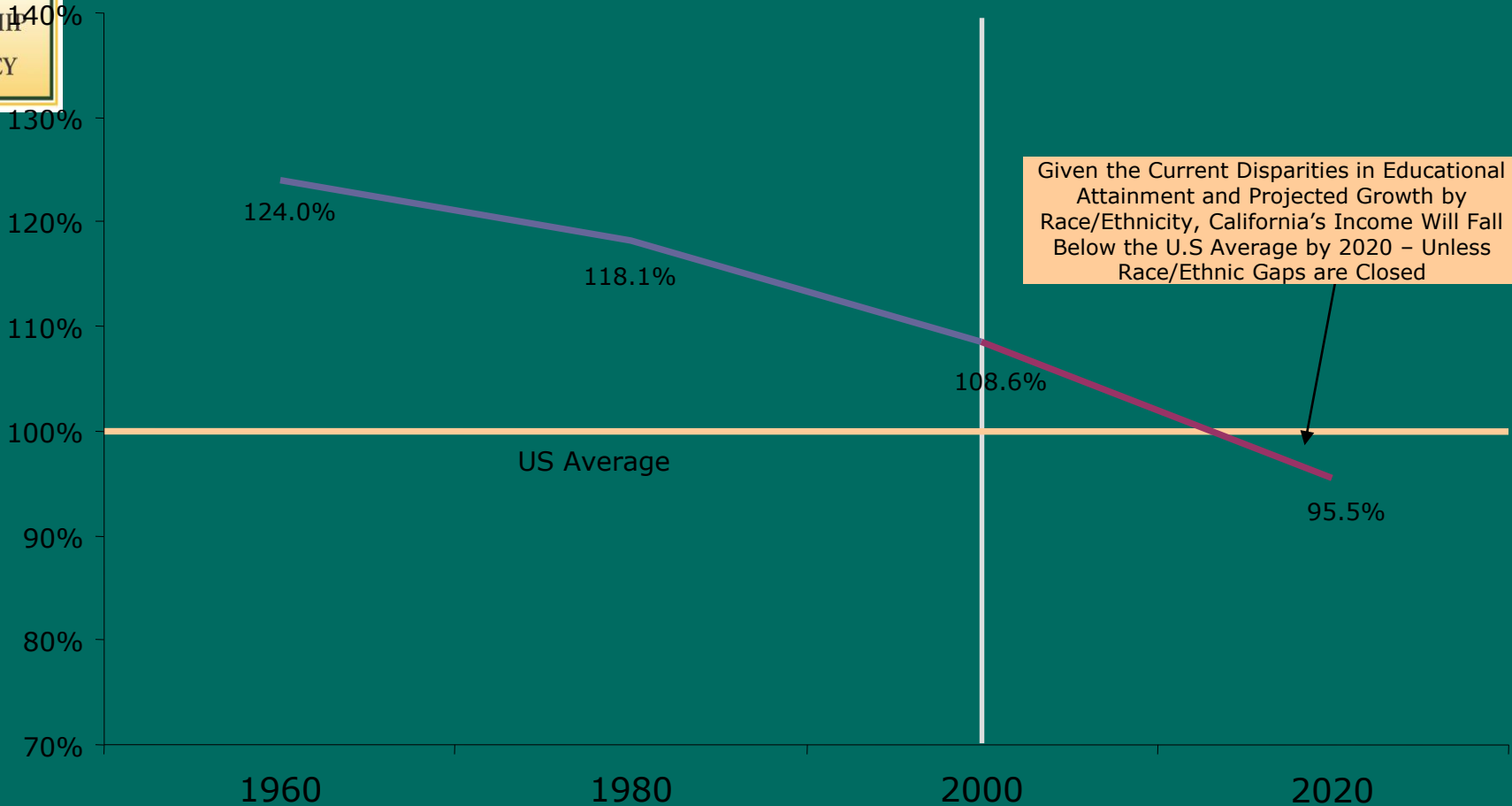


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California's Per Capita Income will Fall Below U.S. Average if Race/Ethnic Education Gaps Remain



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Part 2: Access is Not Enough

Access is Not Translating to Completion



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Why We Care About Completion

- Growing knowledge economy is creating enormous demand for educated workers
- Impending retirement of the baby boomers
- Projected shortfall of educated workers
- Per capita income could fall below national average in about 5 years
- CCC serves 73% of public undergraduates – must be path to upward mobility
- 80% of Latino college students are in the CCC



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Why It's Been So Hard to Talk About Completion

- Multiple missions of community colleges
- Data problems
- Resignation: open enrollment = low completion
- Exclusive focus on access
- Fear of blaming institutions

IHELP Research Agenda – Policy Matters!



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Finance Study

- Identify incentives in finance policies
- Evaluate against goals
- Conclusion: we are not buying the right thing

Enrollment Study

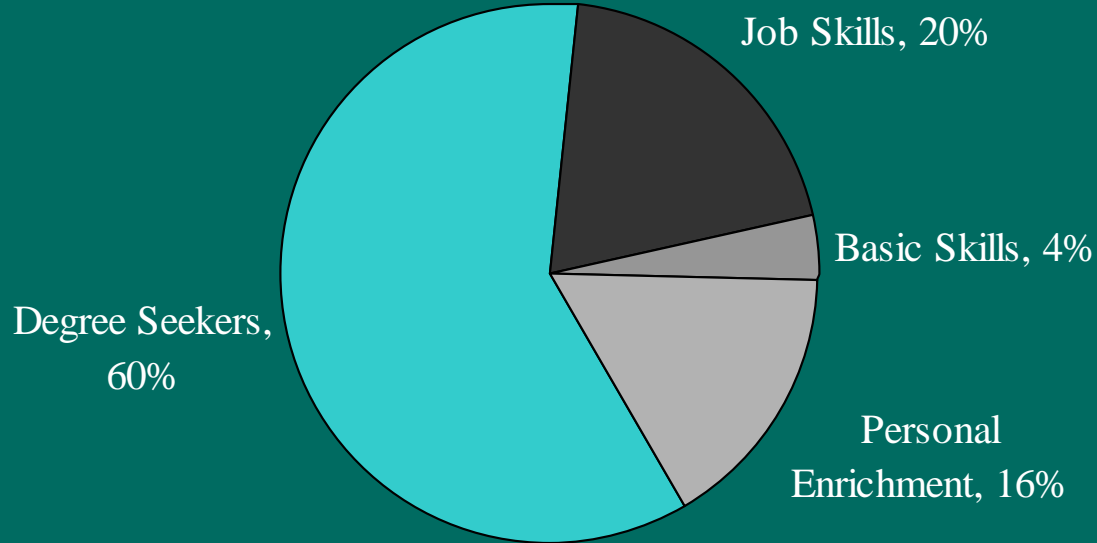
- Identify patterns of success
- Link patterns to policies
- Conclusion: policies do not encourage successful patterns

Policy Brief (Summary of both)



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Understanding “Multiple Missions” Helps Understand Completion Rates

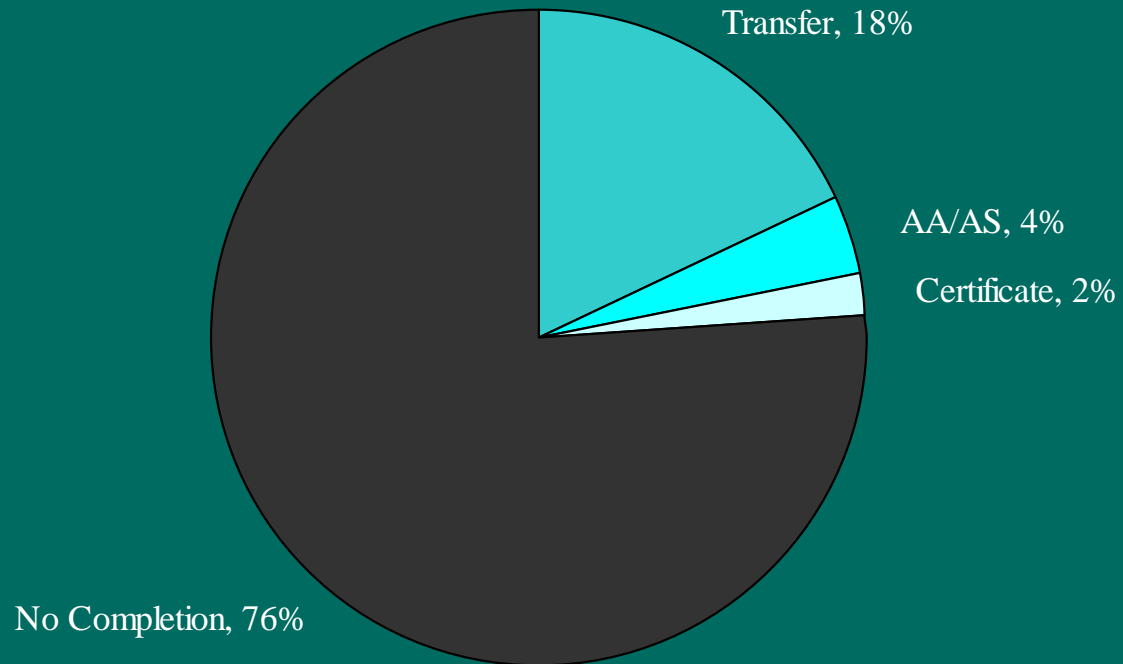


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Highest Completion among Degree-Seekers



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Race/Ethnicity Matters

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

Latinos are fastest-growing segment of CCC
and workforce



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Age Matters

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

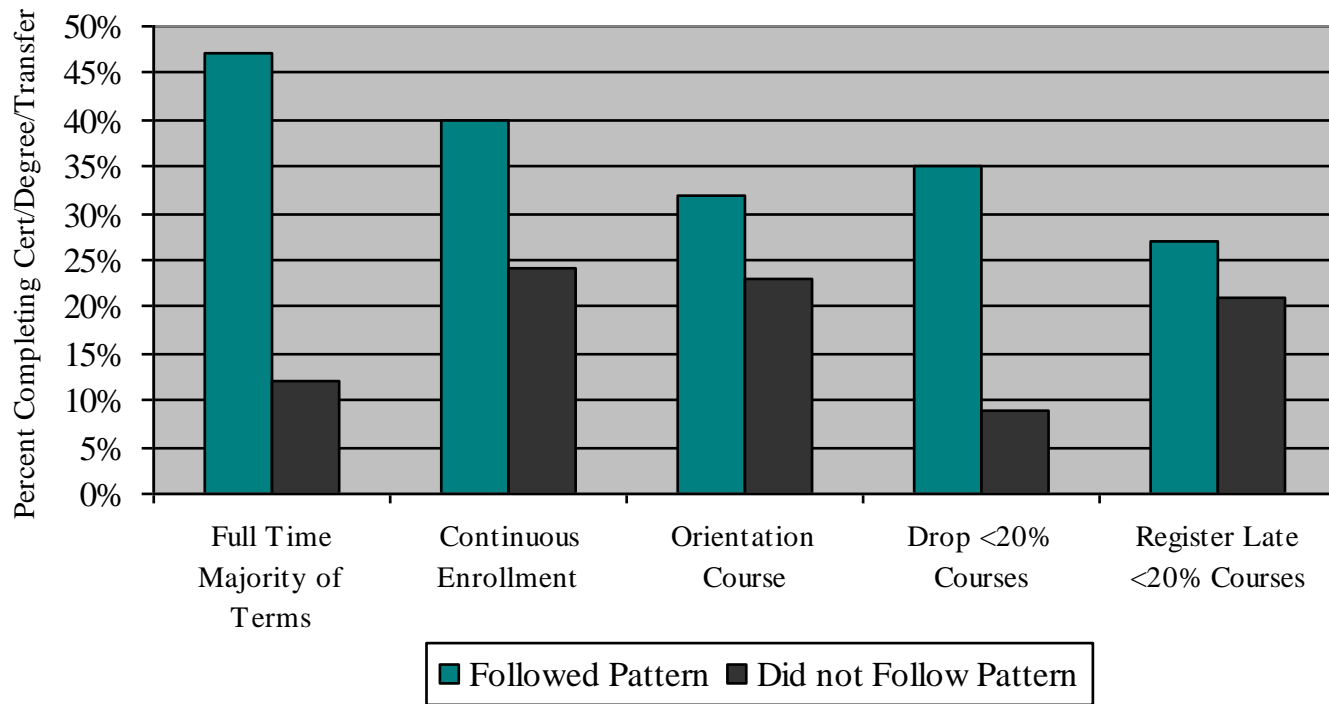
CCC promote access for all despite increasing risk of never completing, as delay enrollment



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Enrollment Patterns Matter

Figure 8: Certain Enrollment Patterns are Related to Higher Completion





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Enrollment Patterns Matter (cont.)

Too few students follow successful patterns:

- Full-time most terms: 35%
- Continuous enrollment: 35%
- Took orientation course: 16%
- Dropped <20% of courses: 58%
- Registered late <20% of courses: 54%



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Part 3: The Role of Policy

Identifying Policy Barriers to Completion



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No Barriers to Access:

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

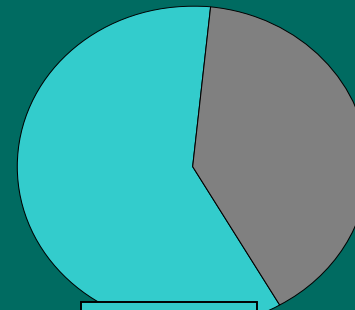
Incoming CCC Students
1999-2000

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%

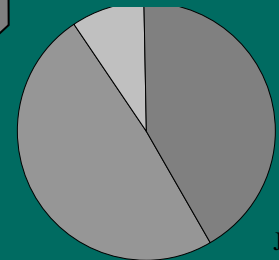


Non-Degree-
Seekers, 40%

206,373
Students

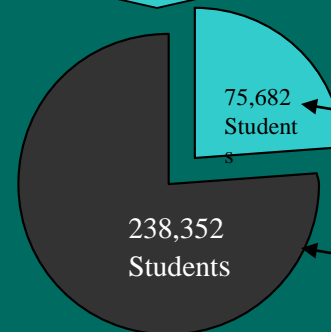
Basic
Skills, 9%

Personal
Enrichment,
42%



Job Skills,
49%

314,034
Students



75,682
Student

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

238,352
Students

Do Not Complete
within 6 Years, 76%



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Five Policy Clusters Inhibit Completion

- Enrollment-based funding
- Regulation of expenditures
- Restrictions on hiring
- Student fees and financial aid
- Guiding students' course-taking choices



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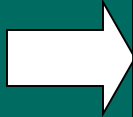
Enrollment-based Funding

- Colleges receive most funds based on enrollment early in the term
- Leads to “FTE chase”
- Buying college enrollments but not college completion



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Enrollment -
based Funding



Encourages colleges to do the following to maximize funding:

- Minimize message about preparation
- Allow students to avoid assessment
- Make remedial education voluntary
- Allow students to register late for classes
- Postpone exams/assignments until after week 3
- Minimize course pre-requisites

Allows students to do the following in response to college policies:

- Register late for courses
- Avoid basic skills assessment
- Avoid or delay enrolling in remedial courses
- Take college-level courses before prepared



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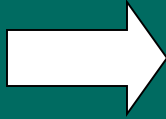
Regulation of Expenditures

- Rigid regulation across all colleges on how to divide expenditures between classroom instruction and other programs and services
- Categorical programs – elaborate rules about *how* funds are spent, extensive documentation required
- Regulations reflect old model of public accountability – *how resources are used* rather than *outcomes achieved*



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Regulation of
Expenditures



Forces colleges to comply by:

- Hiring a mix of faculty and staff that may not be optimal to ensure student success
- Spending funds on lower priorities than those that could promote greater student success
- Spending scarce time and money documenting and justifying inputs instead of outcomes



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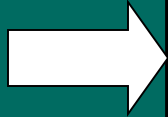
Restrictions on Hiring

- Strict control on full-time/part-time faculty ratio
- Limitations on workload and hiring of part-time and temporary faculty
- Union contract provisions
- All well-intentioned efforts to ensure a corps of full-time faculty essential to quality
- Impact colleges' ability to offer courses students want that are needed by employers



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Restrictions
on Hiring



Can force colleges to comply by:

- Basing faculty hiring decisions on arbitrary ratios rather than the needs of the students and the community
- Restricting course offerings that students want and that are needed by employers in the local communities
- Canceling classes that students need to graduate, if taught by part-timers
- Offering too few remedial classes if full-time faculty are not available



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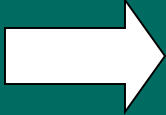
Student Fees and Financial Aid

- Very little fee revenue available to colleges – leading to low per-student funding
 - Fees lowest in the nation by far
 - Fees waived for 42% of units (29% of students)
 - Fees do not add to college’s resource base
 - Campus-based fees prohibited
- Fee policies not used to encourage successful course and enrollment choices
- Financial aid focused on fees/waivers, not affordability
 - fees are only 5% to 7% of total cost
 - Available financial aid left untapped



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Student fee
and aid
policy



Encourages colleges to:

- Oppose fee increases, leading to below average revenues
- Focus less on federal aid than is desirable

Encourages students to do the following:

- Enroll in courses without much forethought
- Add and drop courses repeatedly without financial consequence
- Forgo available federal and state aid
- Work more hours and attend part-time more than necessary



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Students' Course-taking Choices

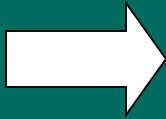
- Advising under-prepared students is vital for success
 - Assessment
 - Placement in appropriate remedial courses
 - Structuring proper course sequences (prerequisites)
 - Advising and orientation
- CCC policies heavily influenced by MALDEF legal challenge from 1988 – much confusion and myth
- Student “right to fail” philosophy
- National trend: “institutional responsibility to help students succeed”

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Policies on
Student
course-
taking
choices



Encourage colleges to:

- Avoid providing necessary guidance to students
- Avoid mandates relating to course-taking

Encourage students to:

- Avoid getting assessed for basic skills proficiency
- Ignore recommended course placement
- Take college-level courses before they are prepared to succeed



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Removing Policy Barriers to Completion

- Change incentives in finance policies
- Provide flexibility in spending
- Provide flexibility in hiring
- Develop affordability policies around total costs – not just fees
 - Incentives for full-time and early enrollment
- Change institutional philosophy: help students succeed



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Part 4: NALEO

What Are the Implications?



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How Can NALEO Promote Student Success?

- Support new accountability efforts
- Help communicate:
 - Concerns about future of California
 - Concern is not blame
 - Policy is both cause and solution
 - Access is not enough
 - Funding: more needed but must spend more wisely
- Participate in reform efforts
 - Keep stakeholders focused on end result