Leadership to Put Students First?
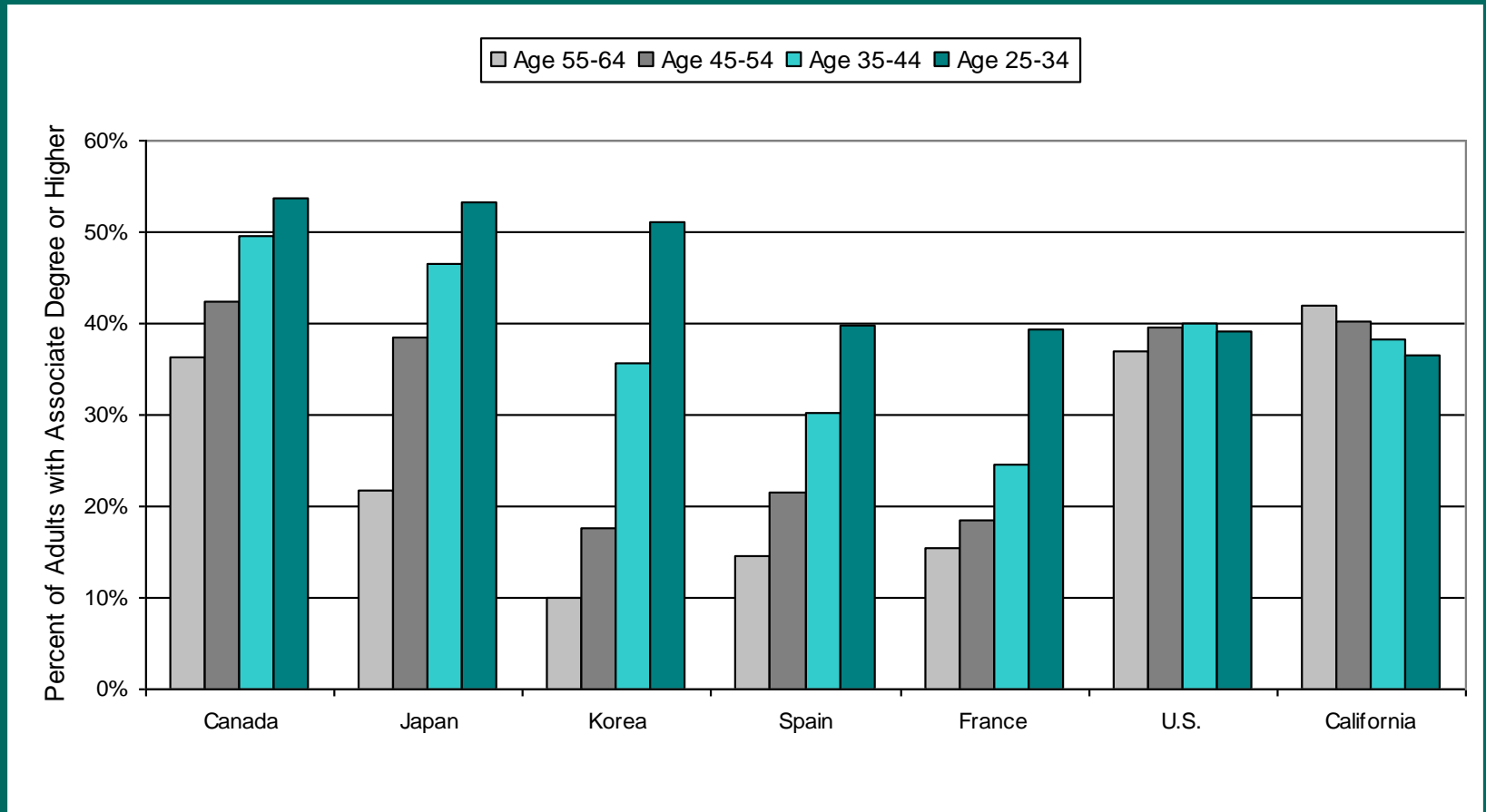## *It Could Happen*

Nancy Shulock

Community College Leadership Development Initiatives (CCLDI)

July 29, 2008

Key Points

- California has a serious and urgent education problem

- Policy changes are needed

- It does happen (elsewhere)

- *It Could Happen* (here) - leadership from within or without?

# Percent of Adults with an Associate Degree or Higher by Age Group—Leading OECD Countries, the U.S., and California

Legend: Age 55-64 | Age 45-54 | Age 35-44 | Age 25-34

Y-axis: Percent of Adults with Associate Degree or Higher (0% to 60%)

X-axis categories: Canada, Japan, Korea, Spain, France, U.S., California

California Is Becoming Less Educated Than Other States
(Rank Among States in % with College Degrees)

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

For Every Two Degrees, We Need Three
to be Competitive in Global Economy by 2025
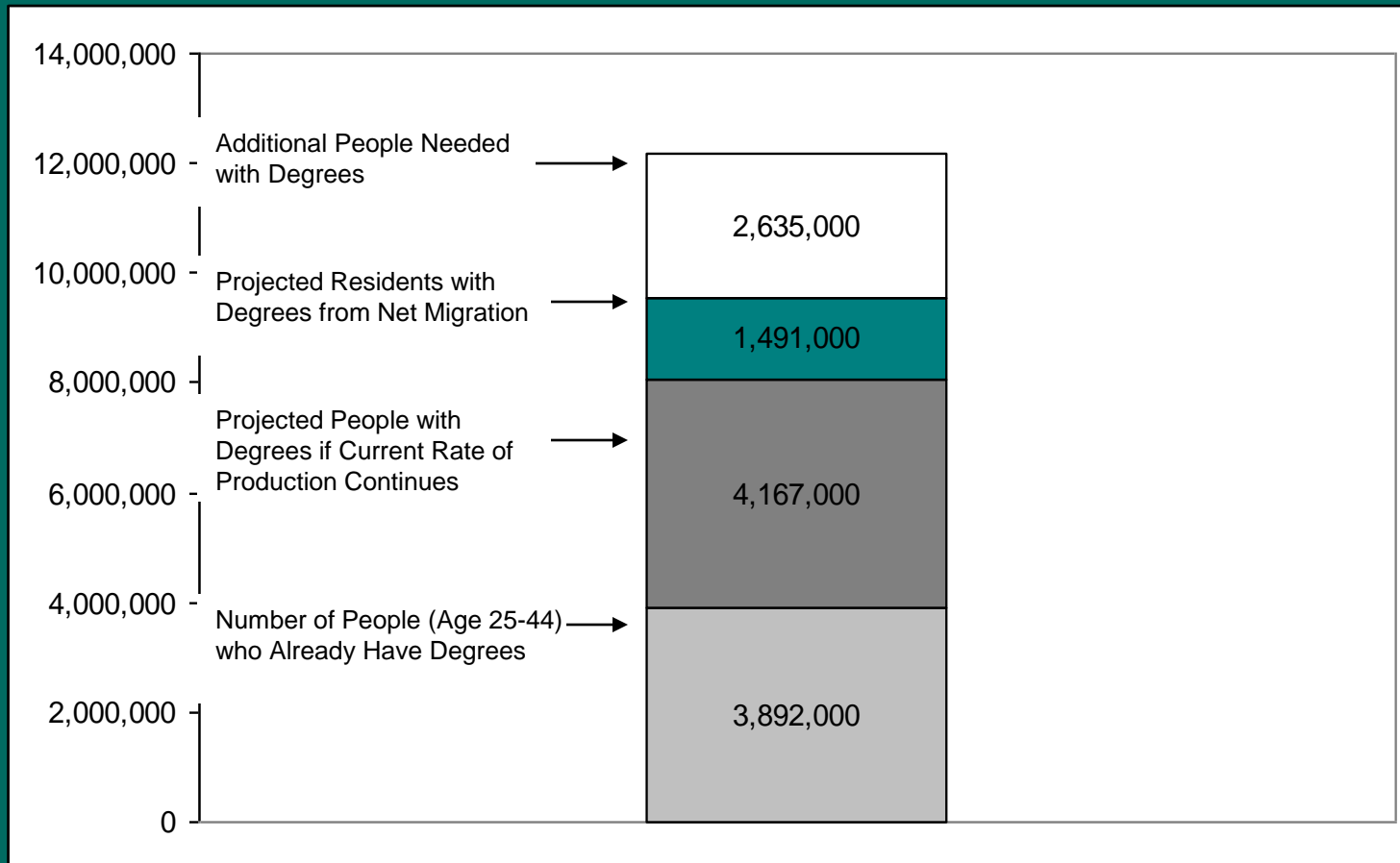
Source: NCHEMS; refers to Associates and Bachelors Degrees

Community Colleges are Key to Solving the Problem: Most Undergraduates Enroll in the Community Colleges
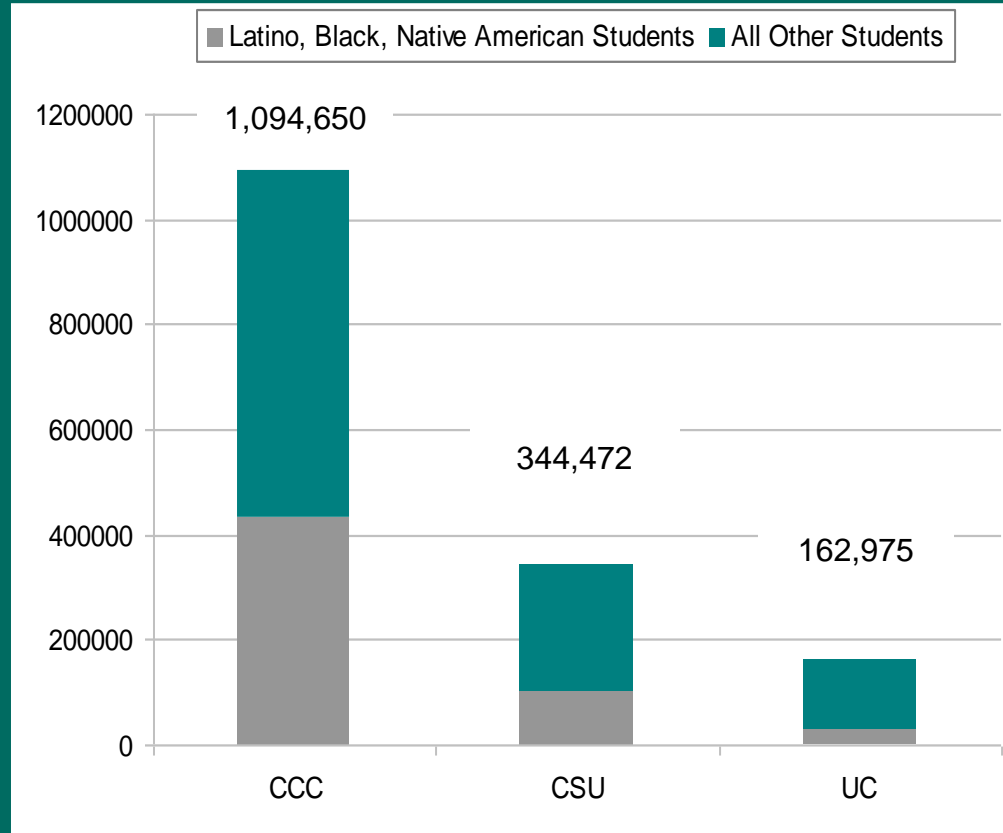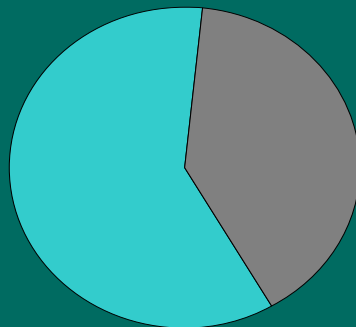
Policies to Promote Access
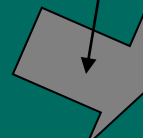
Incoming CCC Students 1999-2000

520,407 Students

Degree-Seekers: 60%

Non-Degree-Seekers: 40%

206,373 Students

Basic Skills: 9%

Job Skills: 49%
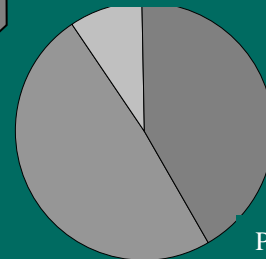
Personal Enrichment: 42%

314,034 Students

Policy Barriers to Completion
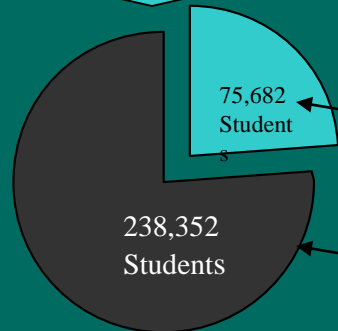
75,682 Students

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

238,352 Students

Do Not Complete within 6 Years: 76%

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

I

POLICY

Policies Should Support Student Success

- **Finance Policies**
- **Academic/Student Support Policies**

What Policies Impede Student Success?

1. Inadequate state investment for mission
2. Enrollment-based funding formula (3rd week)
3. Excessive restrictions on college use of resources
4. Misguided fee/financial aid emphasis
5. Lax approach to guiding students
   - Assessment/placement/advising
   - Lack of structured pathways

Funding for Higher Education, 2007-08

Legend: ☐ State and Local Appropriations per FTES ☐ Fee Revenue per FTES

Y-axis: $0, $5,000, $10,000, $15,000, $20,000, $25,000

X-axis categories: UC, CSU, CCC
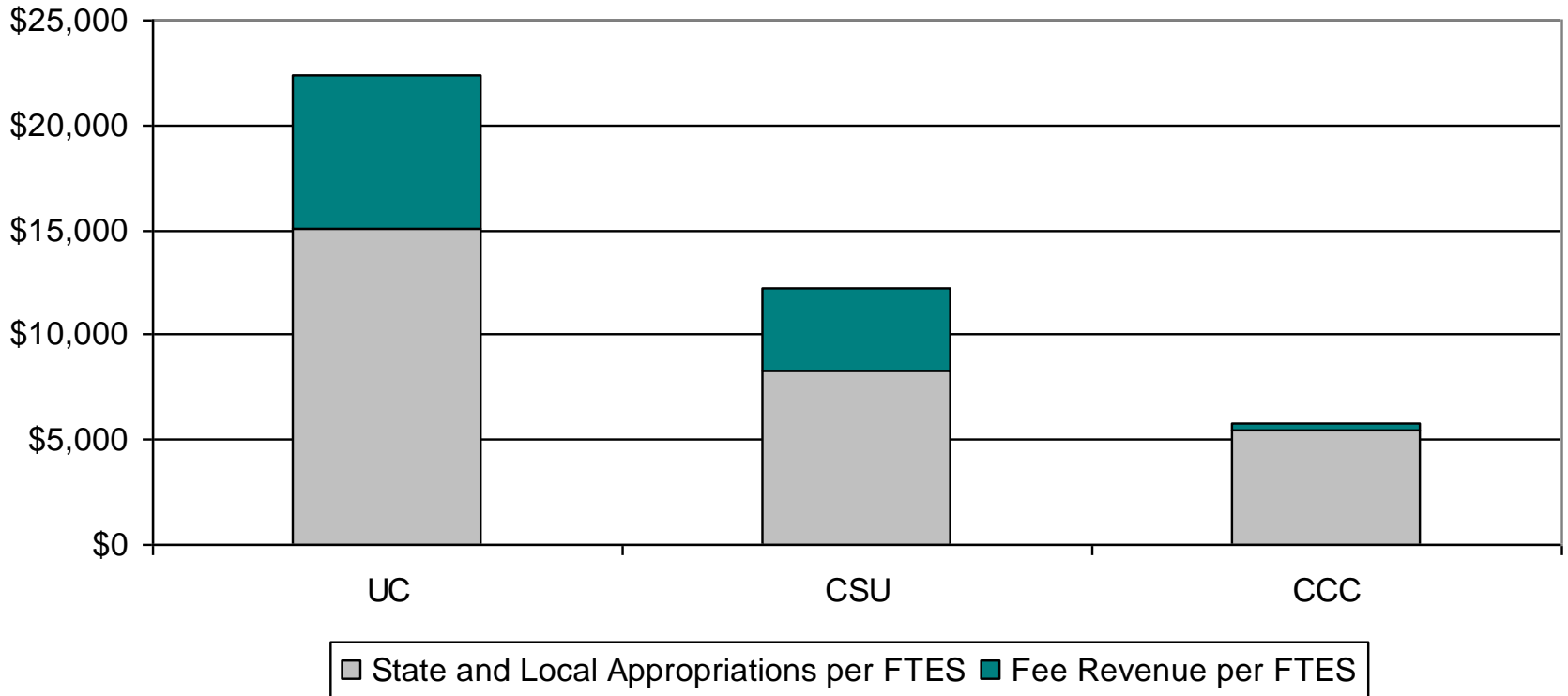
How can the CCC make an *effective* case for more funding?

- Take public stock
- Set specific goals
- Commit to change
- Show results

- System needs to take the lead in engaging the public around an agenda of policy reform to improve accountability, efficiency, and results

- System needs to tell the story better about the job the colleges do – all that is needed is more money – not policy change

LEADING THE WAY

Consultants' Recommendations

- "The colleges should lead … transparent campaign that engages the public as partners in innovation before frustrated members of the business community and the legislature inflict change upon them."

- "…Not possible without uniting critical stakeholder groups around important policy changes."

- "Cultural change will be needed to …adopt strategies for continuous improvement."

Funding Formula

- Colleges funded on 3rd week enrollment
- All FTES is equal
- Equal per-student funding for *districts*

Impact:

- Buying enrollment but not success
- Discourages costly student support
- Encourages counterproductive practices
- Disincentive for high-need programs (if costly)
- Fails to direct funding to where most needed

What if…
(1) the more success, the more money
(2) extra money for under-prepared

- More collaboration with high schools on readiness
- More disadvantaged students served
- More assessment and placement guidance
- More use of prerequisites
- Early alert – direct students to services
- More advice about effective enrollment choices
- More attention to clear pathways
- More success => more $$

Restrictions on Use of Funds

- One-size-fits-all requirements in spite of huge diversity
- 50% law - minimum expenditure on classroom instruction
- 75/25% full-time faculty
- Limits on workload and hiring of part-time faculty
- Categorical programs – rules, reporting, and silos

Impact:

- Follow rules rather than priorities
- May not meet local needs
- "Theirs" and "ours" – not "the students'"
- Inefficient use of resources

What if…colleges could decide
how best to meet student needs
AND
were funded to help students succeed

- More support for students who need it
- More collaboration/fewer silos
- Education of the whole person
- Less time following rules, filling out reports
- Better able to offer classes that students need
- More responsive to local communities

Student Fee/Aid Policy

- Lowest fees in the nation - $20 per unit
- Waived for low/middle income
- Fee revenue does not increase college budgets
- Waiver is main focus of aid/affordability

Impact:

- Under-funded colleges
- Inadequate financial aid – students work too much
- Students lack financial incentive to choose wisely and complete courses
- No incentive for colleges to support fees

Tuition/Fees in 50 States
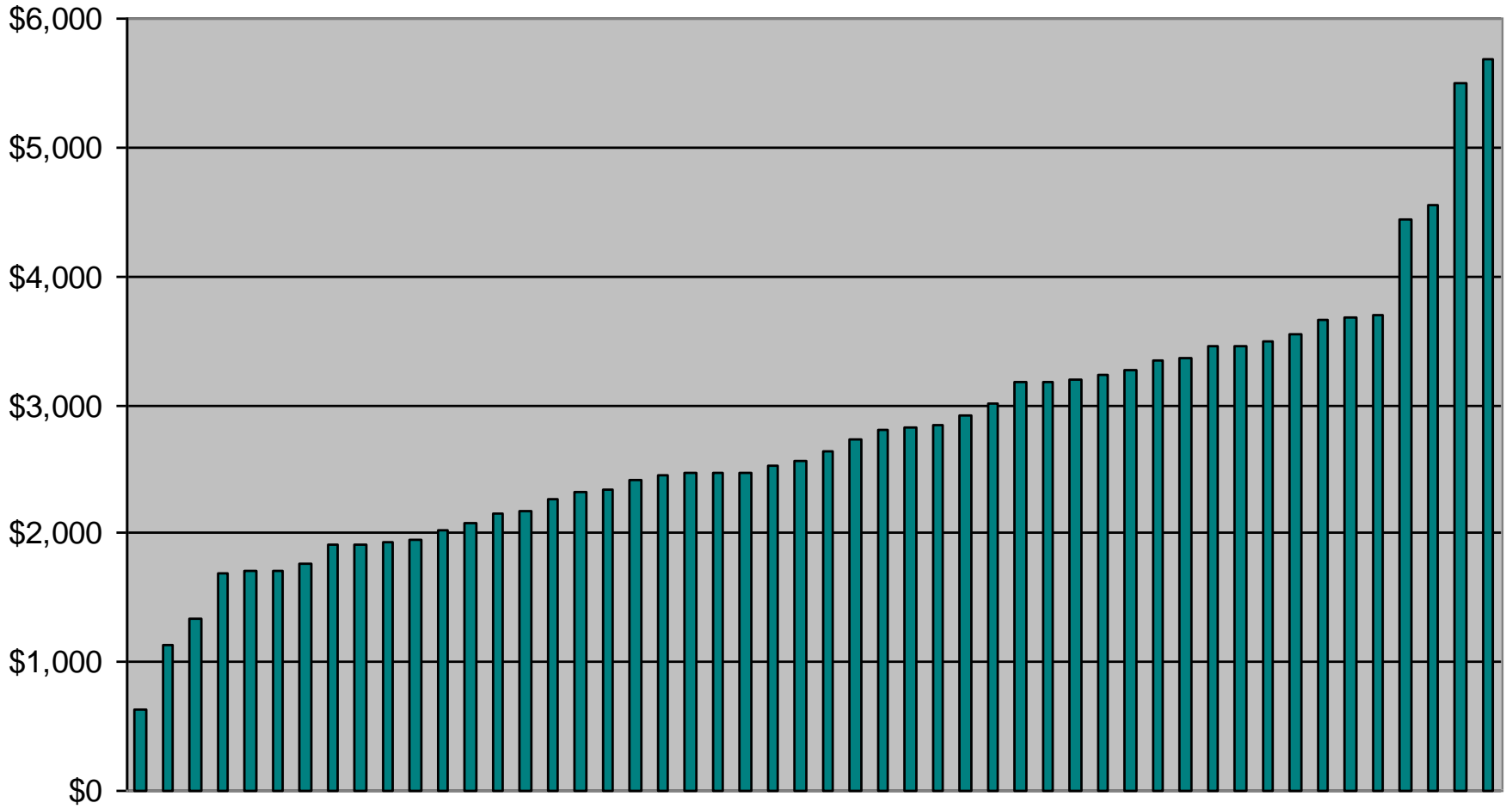
What if… we had a rational affordability policy?

- Non-needy students would pay more than $60 for a class (if they felt it was worth it)
- Needy students would:
  - Still pay no fees
  - Have access to more courses and services
- Students would apply for and receive more aid
- Cal Grant would be tailored for CC students
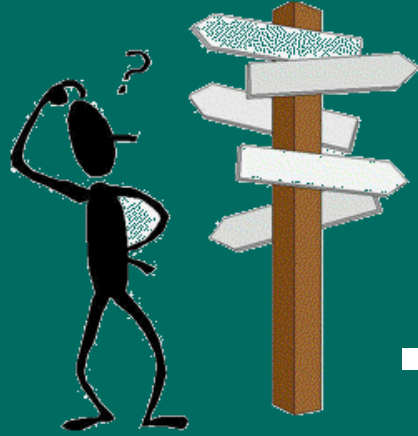
Lax Approach to Guiding Students

- College ready – 110 definitions
- Assessment – not mandatory
- Placement – advisory only
- Remediation – can delay or avoid
- Prerequisites - minimal
- Counseling/academic planning - inadequate

Impact:

- Higher enrollment but ….
- Confusing and unhelpful to students
- Tough job for faculty – students of all levels
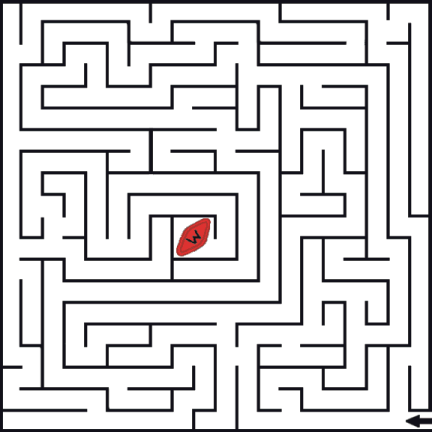
Minimal Emphasis on Structured Pathways

- Emphasis on choice
- No tracking by major or program
- Little emphasis on sequencing of credentials
- Limited use of associates degree
- No transfer associates degree

Impact:

- Students lack direction; no "momentum"
- Low completions – certificates, degrees
- Transfer students – no degrees

What if… we had more a proactive approach to guiding students?

- Less confusion for students
- More "momentum" => more success
- Fewer "wasted" courses
- More students could be served
- More transition to workplace
- More taxpaying citizens

How Do these Policies Add Up?

A system dedicated to student success yet:

- Underfunded

- Over-regulated

- Inefficient

- Under-performing

"Achievable Agenda"

- ✓ Increase state investment – credentials
- ✓ Let colleges keep fee revenue
- ✓ Reduce portion of college budgets that come from 3rd week FTES
- ✓ Provide enriched funding for under-prepared and low-income students
- ✓ Modify 50 percent law – instruction, academic support, student support
- ✓ Reward student progress and success *and* minimize spending rules

"*Achievable Agenda*"

- ✓ Standardize definition of college readiness
- ✓ Mandatory assessment/placement – early start to basic skills
- ✓ Advise students into academic programs
- ✓ Provide clearer pathways to certificates and degrees

More Students

- **More high school graduates enrolling directly in college**

- **More adults without a college degree enrolling in college**

More Degree Seekers

- **Increased state investment and system priority on degree-seeking students**

- **Clearer pathways to certificates and degrees**

Hypothetical
Cohort of Students

576,000
Students

Non-Degree-
Seekers: 36%

Degree-
Seekers: 64%

206,000
Students

Basic Skills: 20%

Job Skills:
55%

Personal
Enrichment:
25%

370,000
Students

113,000
Students

Complete
Certificate, Degree
or Transfer within
6 Years: 31%

256,000
Students

Do Not Complete
within 6 Years: 69%

50% More Completers
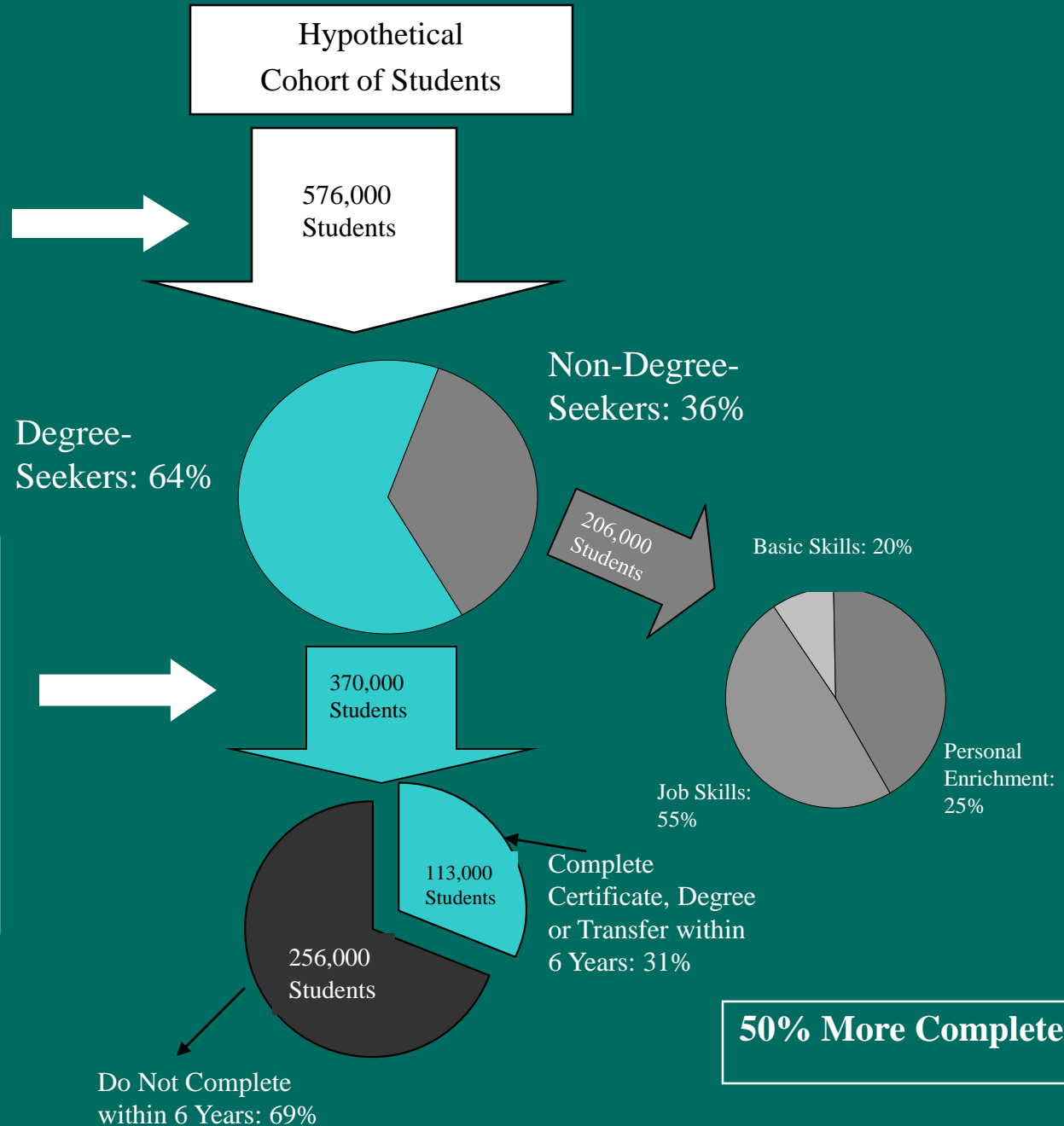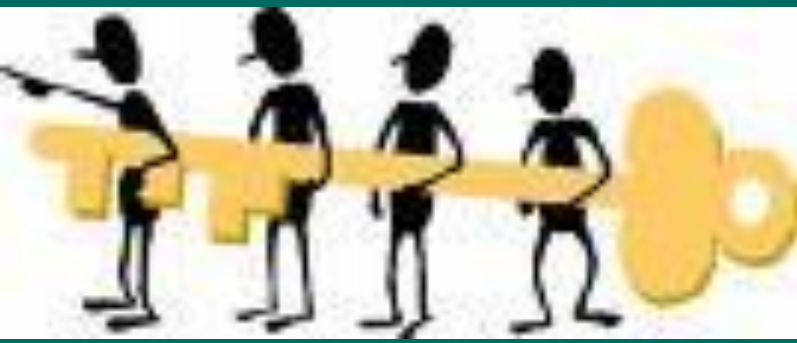
IT DOES HAPPEN

- *Bridges to Opportunity*
- *Achieving the Dream*
- *Making Opportunity Affordable*
- Washington
- Ohio
- Kentucky
- Texas
- ….more…

Bridges to Opportunity

Problem:

- Community colleges face major challenges in integrating workforce and academic missions
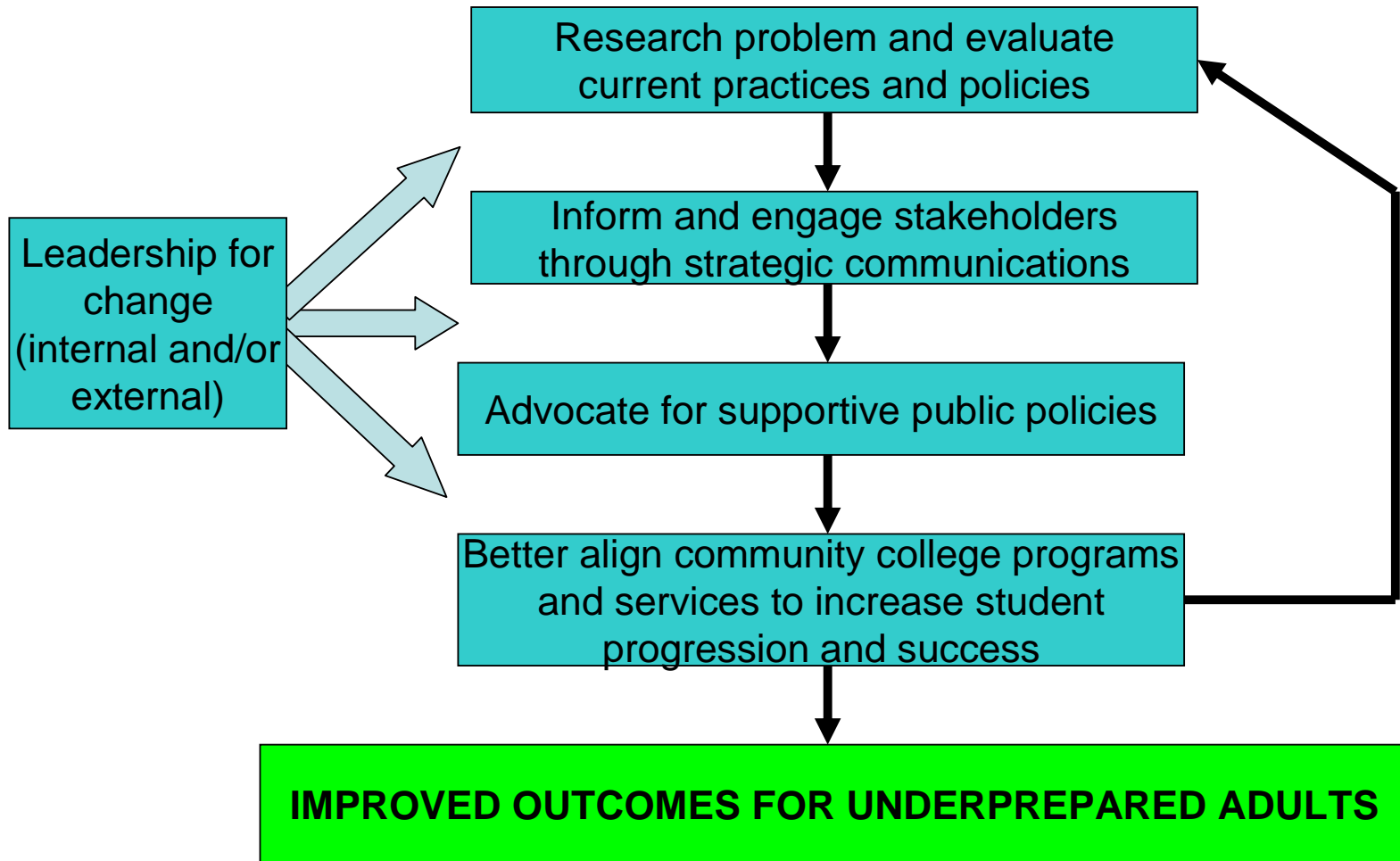- A key cause: "public policies are out of touch with needs of students"

Goals:

- Promote state-level policy innovation
- Engage policymakers and external stakeholders
- Get buy-in from institutions

Figure 1: Bridges Theory of Change

Research problem and evaluate current practices and policies

Leadership for change (internal and/or external)

Inform and engage stakeholders through strategic communications

Advocate for supportive public policies

Better align community college programs and services to increase student progression and success

IMPROVED OUTCOMES FOR UNDERPREPARED ADULTS

"Theory" of Change - CCC

Research problem and collect data on current practices

↓

Inform and engage internal stakeholders

↓

Advocate for additional funds

↓

Implement best practices within constraints of current policies and consensus decision-making

↓

LITTLE IMPROVEMENT IN STUDENT SUCCESS

Leadership for Consensus

Integrated Basic Skills and Skills Training (IBEST)

- **Genesis**: Tipping point study
  - One year college credit plus credential = income gains
- **Goal**: increase # adults who reach tipping point
- **Operation**
  - ABE/ESL and professional-technical faculty co-teach
  - Literacy and workforce skills gains
  - Enriched funding
- **Outcomes**
  - Earned 5 times more college credits
  - 15 times more likely to complete workforce training
  - From pilot to statewide

Ohio - Strategic Plan

- Goals for number of degrees

- H.B. 119 - the Chancellor work with the business community to align higher education with the needs of business

- Comprehensive tracking system – grads in workforce

- Increase efficiency paired with increasing state support to national average

- Stackable certificates

Ohio Strategic Plan – Chancellor's Introduction

I have tried to create a shared vision of the future of higher education in our state, and have incorporated ideas from colleagues across the state as best I can. While I understand that some of our institutions may disagree with specific recommendations, I expect that all of them recognize the expanding role higher education must play in the future of our state, and on that basis will work with me to implement this plan.

Ohio Statewide Placement Policy

- Old Policy:
  - Minimum performance level set by each campus
  - "This inconsistency in the system is confusing for students and educators and makes the statewide transfer of courses somewhat suspect"

- New Policy:
  - Statewide definition of readiness
  - Working to align high school curriculum
  - Statewide standards for placement

- Established career pathways aligned with business
  - Retention rate: 73% v 50%
  - Credentials awarded/100 students: 44 v 11
  - Enrollment in associates degree program: 59% v 42%
- Measurable outcomes in exchange for more funding
  - Enrollment (including adult ed, workforce programs)
  - Transfers
  - Full-time faculty
  - Remediation services provided

Texas Association of Community Colleges

- Colleges participating in ATD agree to:
  - Increase rates in key outcomes
  - Use data to drive strategies – report data publicly
  - Advocate for policy changes
- State policy initiatives - proposed compact:
  - Performance-based incentive funding (mission)
  - Revise state-level student success data elements
  - Review assessment and placement policies
  - Target financial aid to build academic momentum toward credentials and degrees

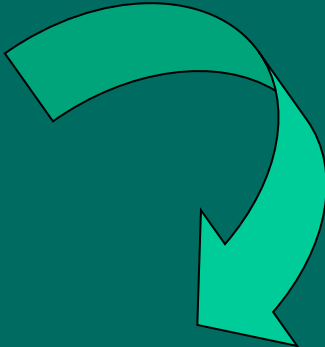# LEADERSHIP

Steven Sample – Thinking Gray and Free

Gray

- Avoid binary thinking (right/wrong)
- Try not to form firm opinions until you have to
- Not the same as "skeptic"

Free

- Start outside the box – then temper with reality
- Sustained free thinking leads to innovation
- Force contemplation of outrageous possibilities

Institutional Culture Inhibits Student Success

- Competing priorities
- Consensus decision model
- Entrenched assumptions
- Practice over policy

- Student success
- Participatory
- Thinking "gray and free"
- Practice with policy

Assumptions That Impede Change

- Requirements are barriers for students
- Fees are barriers to access
- Statewide rules about *how* colleges must act and spend ensure fairness
- FTES-based funding is a necessary evil
- Statewide consistency on college readiness is incompatible with local control
- Accountability for degree/certificate completion is incompatible with multiple missions

Eye on the Ball: Student Success

- What do we want?   Student success!!

- When do we want it?   Now!!

- How do we get it?   Imaginative leadership!!