



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

*“The Cockeyed Optimist”*  
Student Success Research

OR

*“What Kind of Fool Am I?”*

Nancy Shulock

Institute for Higher Education Leadership & Policy

Presentation at CCCCIO Fall Conference

San Diego, California

November 3, 2006

Research funded by the James Irvine and  
William and Flora Hewlett Foundations

California State University, Sacramento

# *“California Dreamin’”*



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

- Colleges not funded for FTES
  - Funded for helping students succeed
- Few regulations on how funds must be spent
  - Colleges decide how funds best used for student success
- Colleges encouraged to implement academic policies they know help students succeed
- Policymakers see CCC funding as an investment with a positive return
- Colleges have resources consistent with mission



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Verses

- *“State of Decline?”*
  - CCC key to reversing the trends
- New Completion Data
- *“Rules of the Game”*
  - Finance policy as partial solution
- *“Forward Progress”*
  - Enrollment, assessment, placement policies as partial solution
- Prospects, vision, reactions



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

1<sup>st</sup> Verse: “*Happy Talk*” - not!

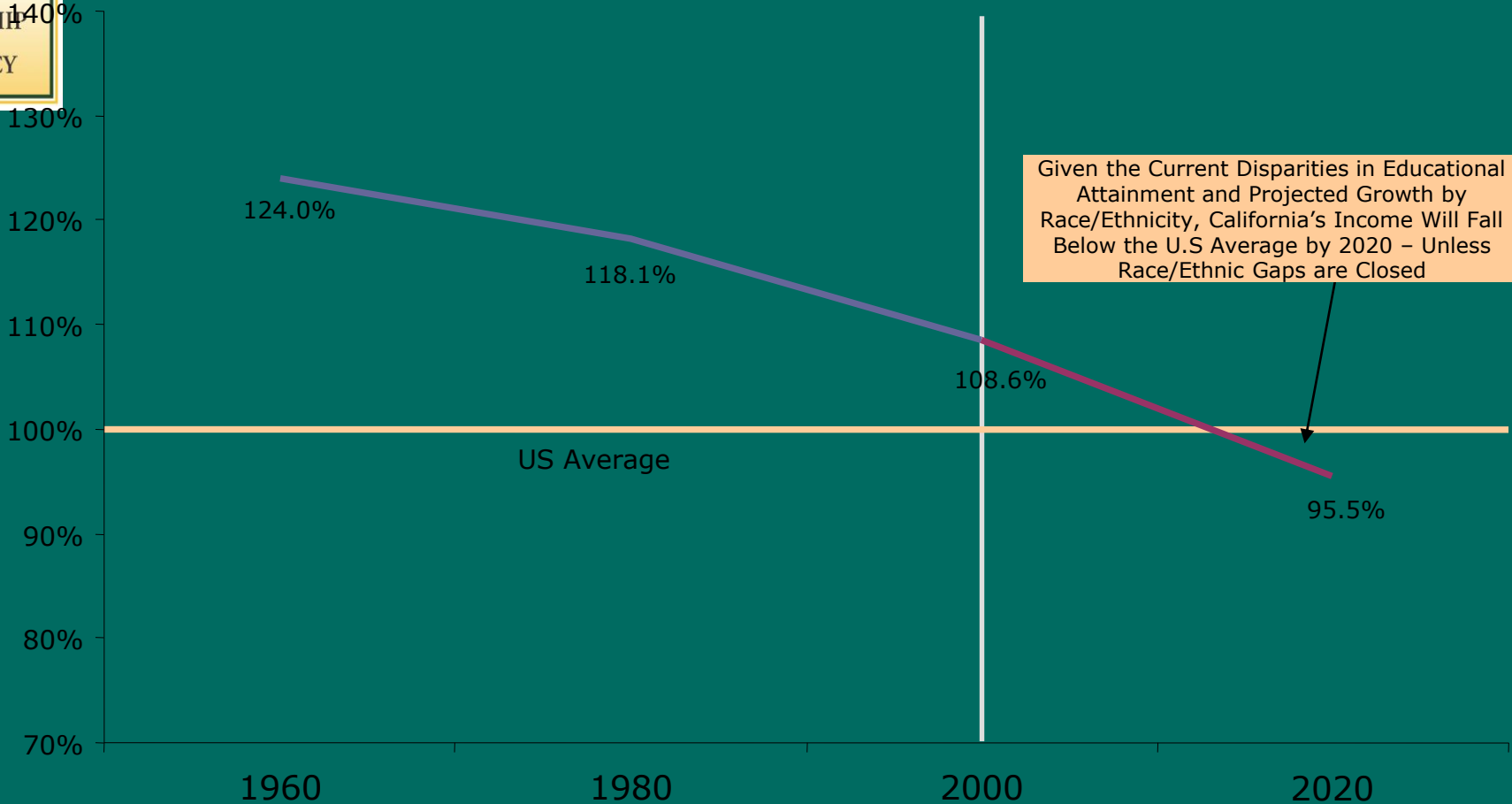
“*State of Decline?*”

- 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



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

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



California State University, Sacramento

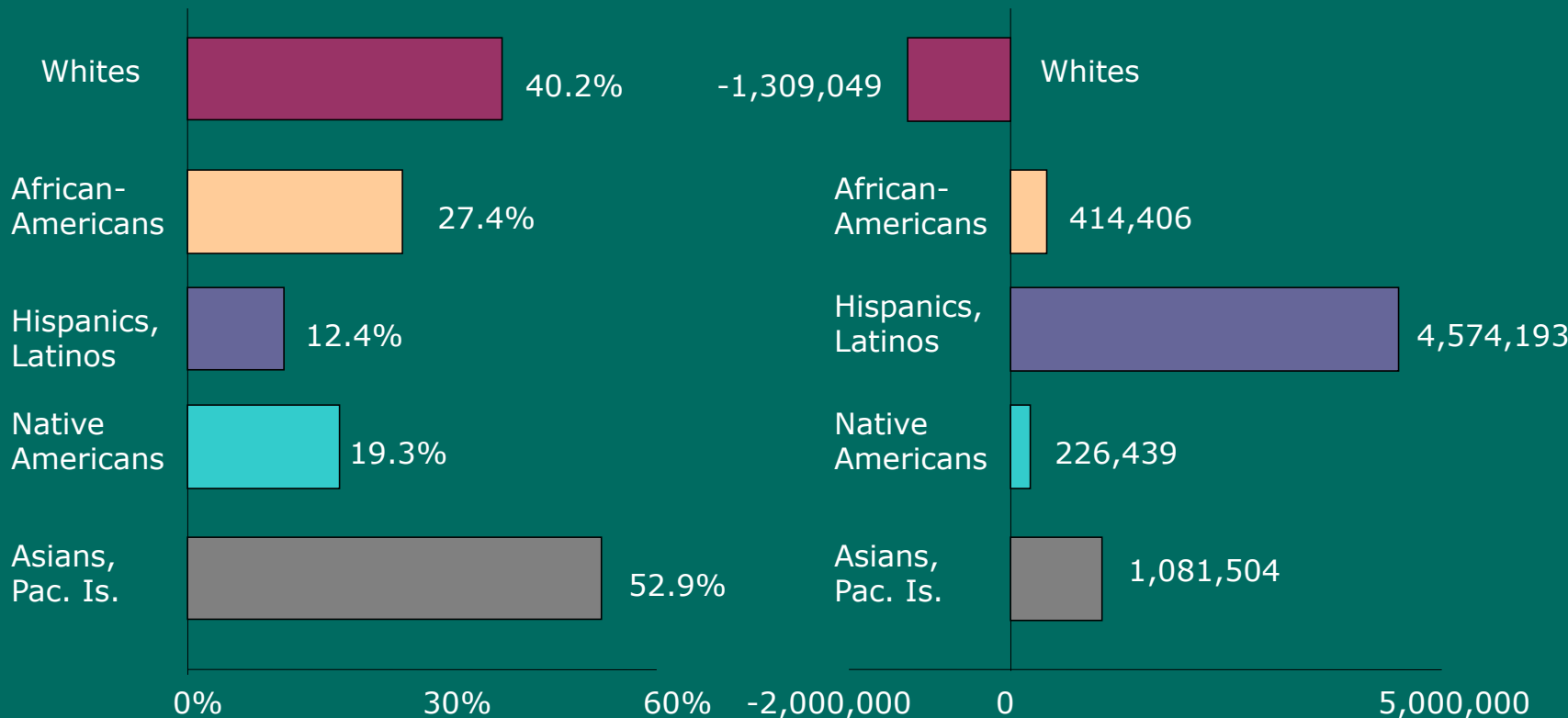


INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# 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



California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

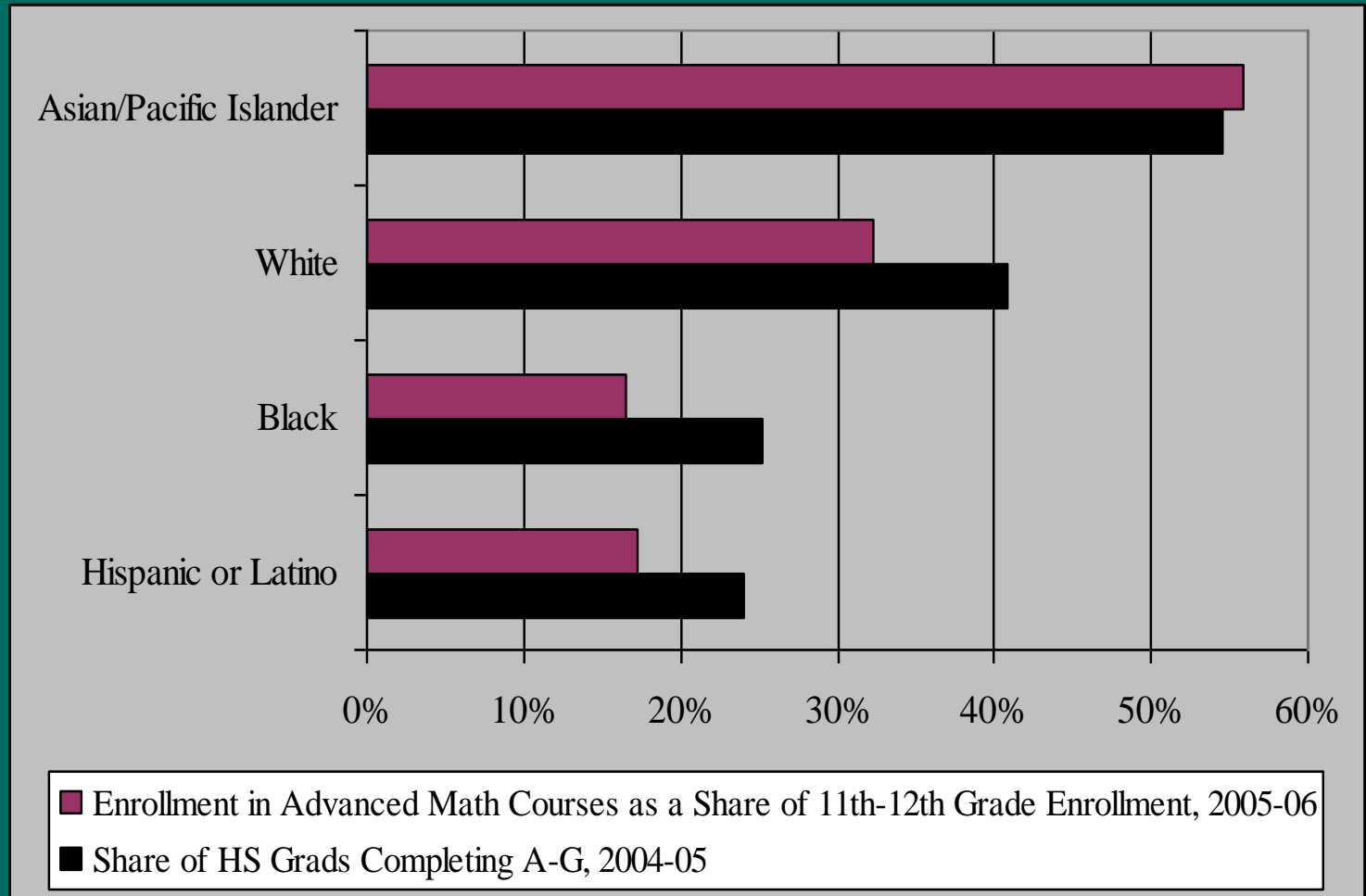
## “I Can’t Get Started” – A Leaky Pipeline

- 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
- 40<sup>th</sup> in direct college going rate; declining
- 47<sup>th</sup> in the number of 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

# Racial/Ethnic Gaps in Preparation







INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## College Participation by Race/Ethnicity

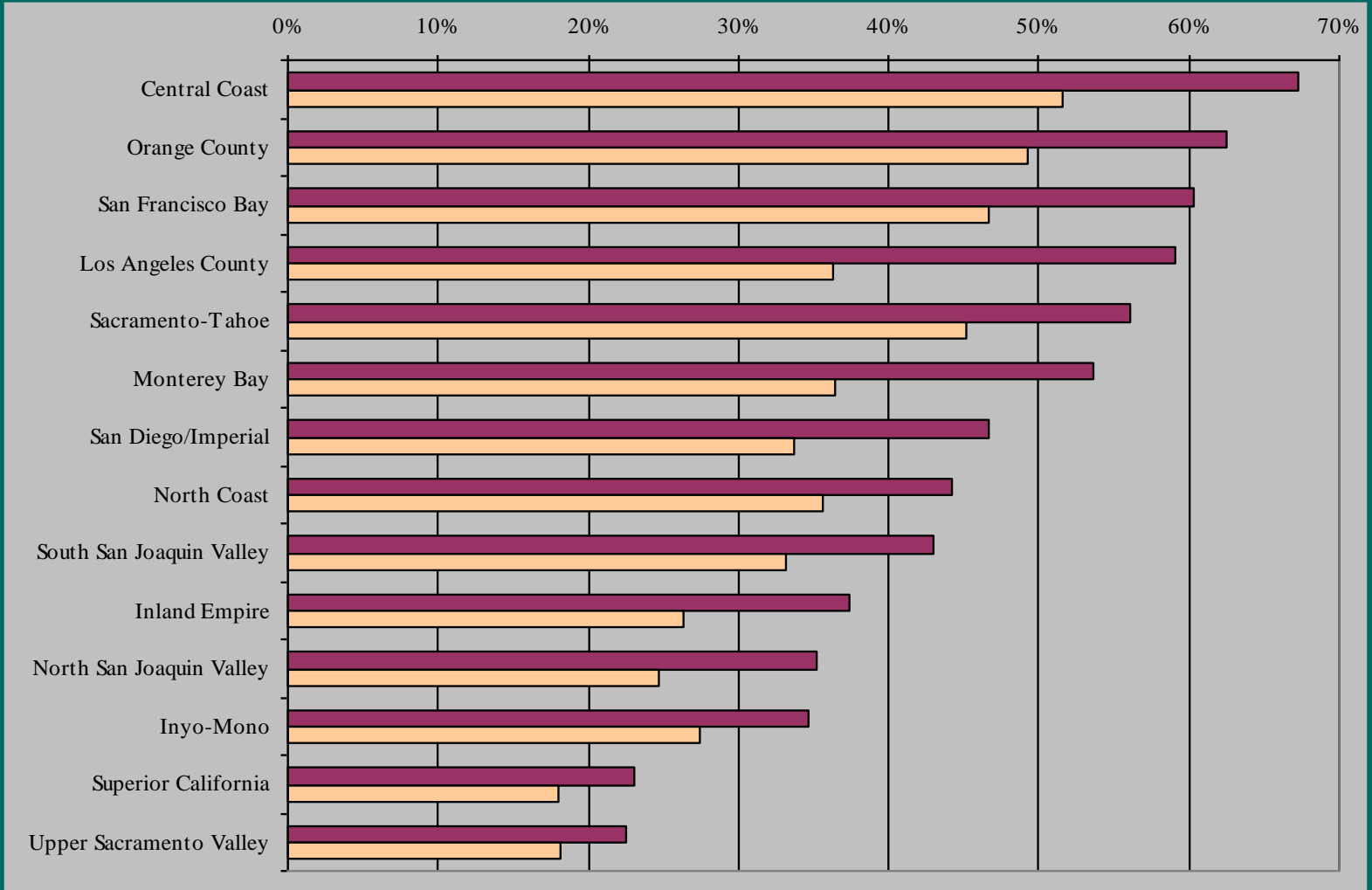
Racial/Ethnic Group	Percent of 18-24 Year Olds in College	Percent of Adults Ages 25+ in College
Asian / Pacific Islander	60%	9.1%
White	43%	5.8%
Black	32%	8.8%
Latino	22%	5.4%

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

# Regional Gaps in Participation



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY



Direct college-going rate

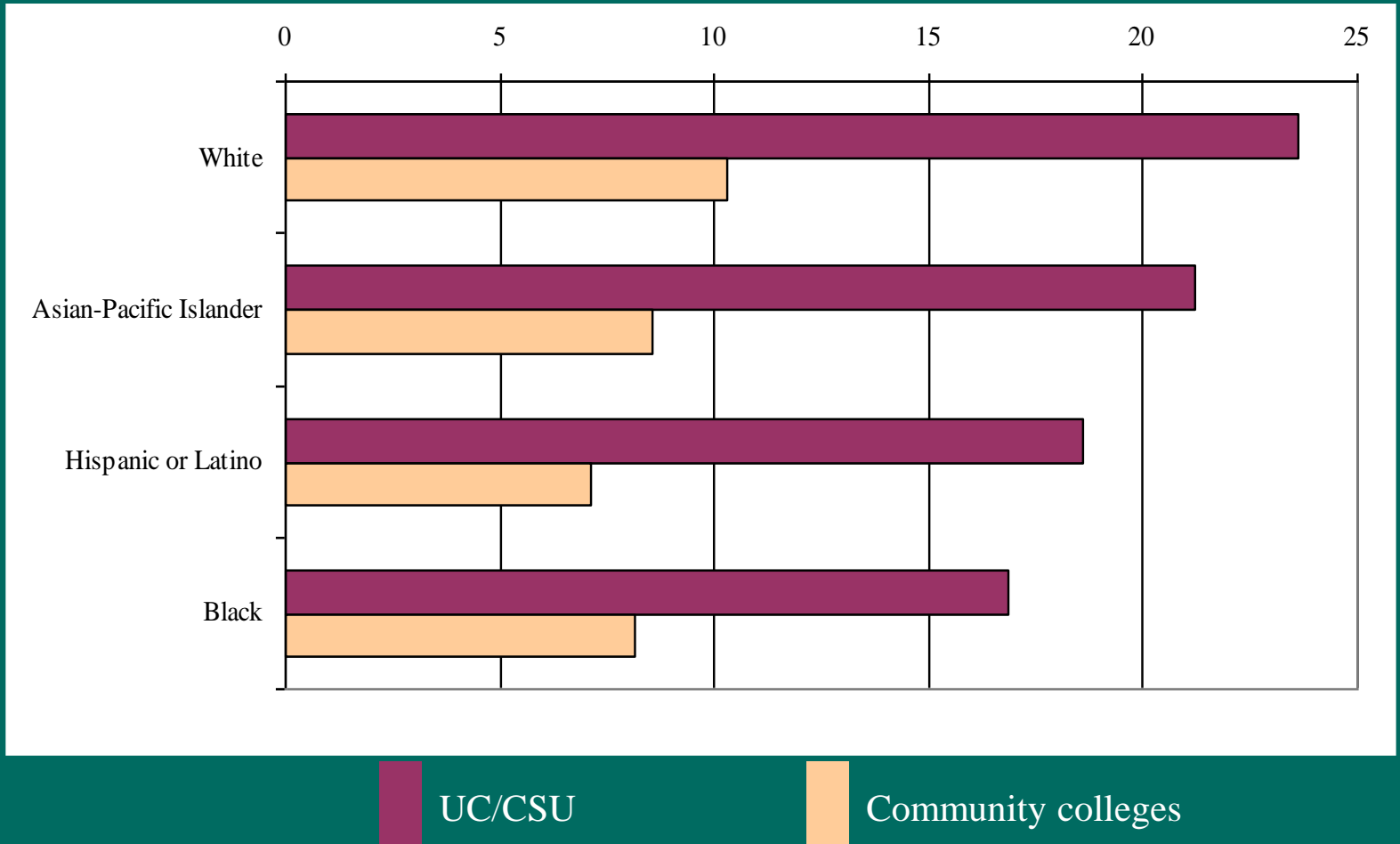
9<sup>th</sup> graders enrolling in college within 4 years

California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Certificates and Degrees Awarded per 100 Undergraduates Enrolled, 2005



California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

*“It Ain’t Necessarily So”*

High participation has given illusion of performance:

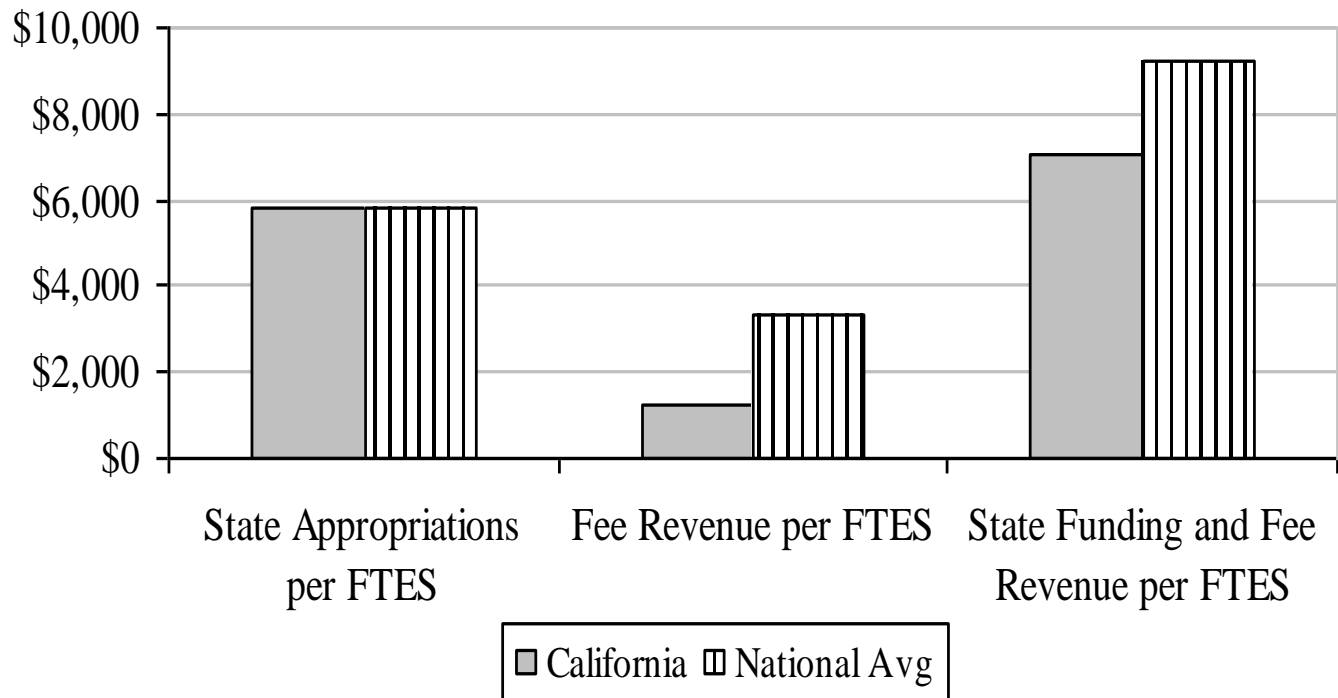
- High participation is not translating into educated Californians
- Access to institutions that lack capacity (resources) to help students succeed is a false promise

*ACCESS TO WHAT?*



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

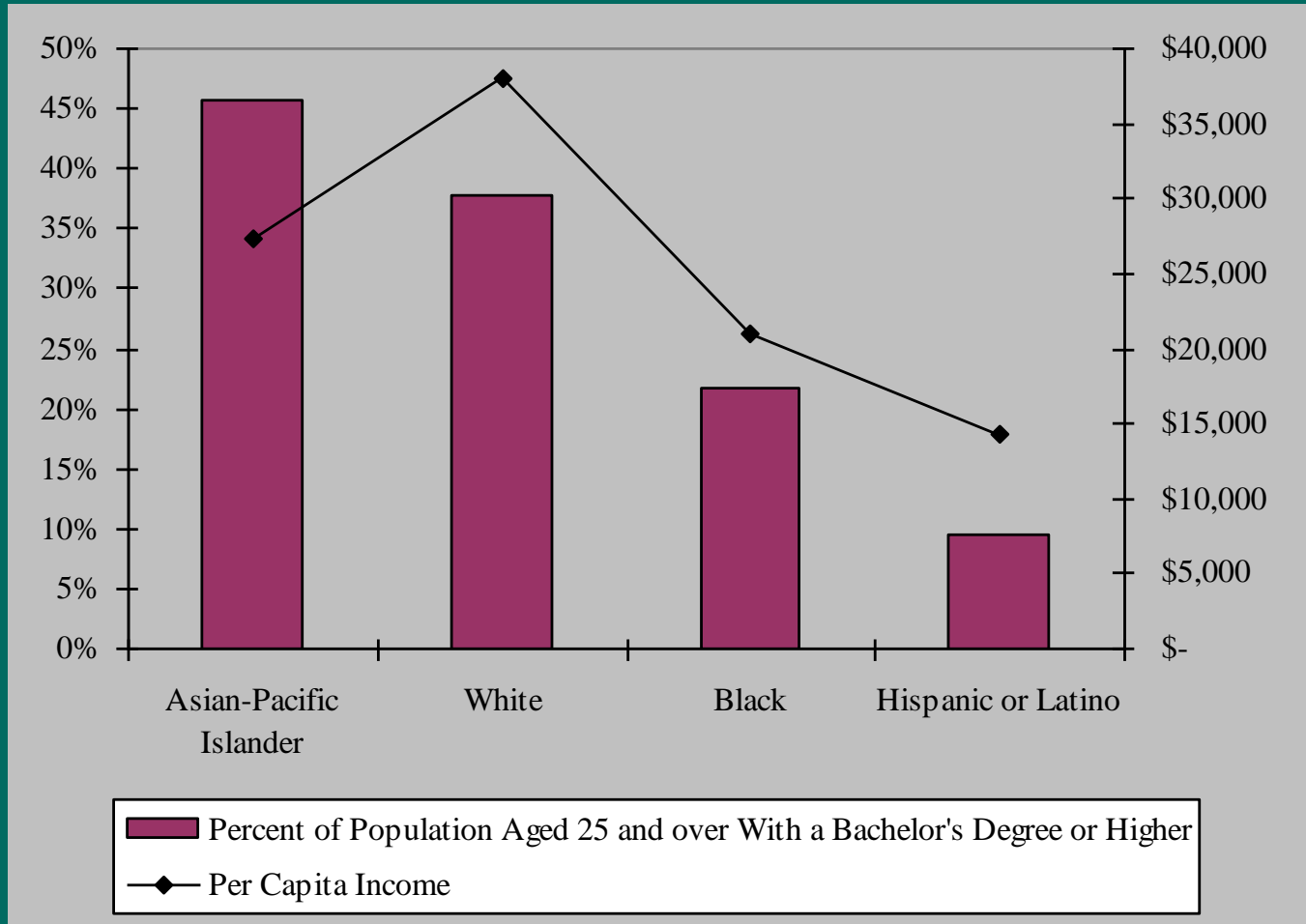
Figure 11: Funding for Higher Education, 2005





INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Racial/Ethnic Gaps in Educational Attainment and Per Capita Income

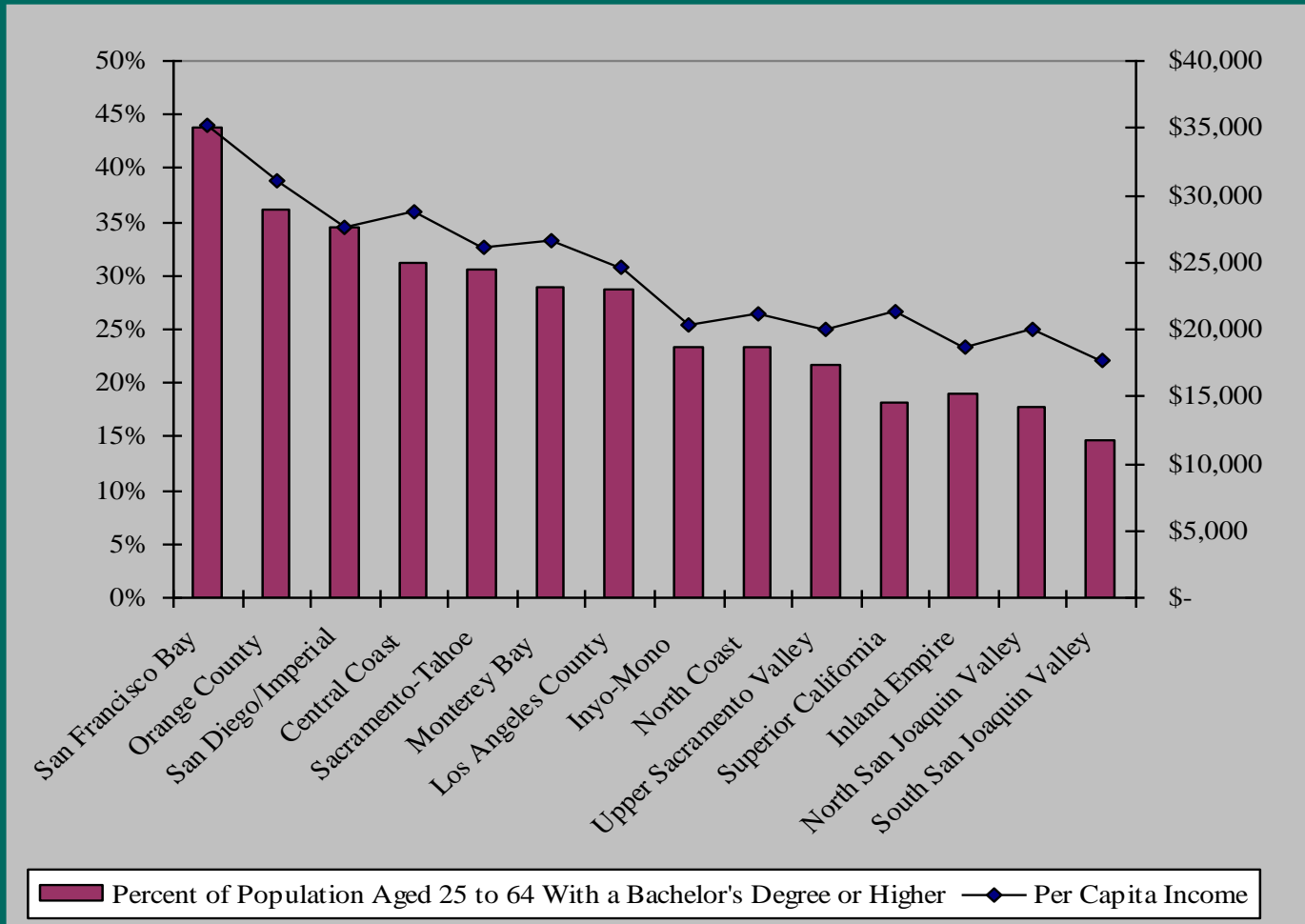


California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# Regional Gaps in Educational Attainment and Per Capita Income





INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## 2<sup>nd</sup> Verse: “*What’s the Use of Wond’rin’?*” (*I Wanna be a ~~producer~~ Completer*)

- New students entering in 1999-2000
- “Completion” = degree, certificate, transfer
- 6-year completion rate: 15%
- 60% likely seeking credential
- Of those degree-seekers:
  - 24% completion
  - 17-19 year olds (highest success): 27%
  - Latinos: 18%
  - Blacks: 15%





INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

	Degree Intent (314,034)	No Degree Intent (206,373)
<b>Gender</b>		
Male	47%	47%
Female	53%	53%
<b>Age at Enrollment</b>		
17-19	65%	0%
20-29	18%	27%
30-39	17%	30%
40+	7%	44%
<b>Race/Ethnicity</b>		
White	42%	53%
Latino	29%	23%
Asian	17%	12%
Black	9%	8%
<b>Goal</b>		
Transfer	50%	0%
Associates Deg.	10%	0%
Certificate	6%	0%
Job Skills	6%	43%
Basic Skills	4%	7%
Other/Undecided	24%	51%

California State University, Sacramento



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## *“Day By Day”*

### Non-Degree/Certificate Seekers:

- 14% enrolled only in PE, Art, Music and/or foreign language courses
  - 70% white
  - average age is 45
- Half enrolled in only one term
- Nearly 50,000 (25%) never completed a course
- 2<sup>nd</sup> year retention: 18.6%
- Completion: 1.9% (mostly certificates)



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Completion Detail: Degree-Seekers

	Total	Age<20	Goal	AB 1417
2 <sup>nd</sup> term retention	62.4%	66.6%	61.8%	84.4%
2 <sup>nd</sup> year retention	50.0%	54.5%	48.5%	75.1%
Complete:				
certificate	3.2%	2.2%	3.1%	4.6%
associate	10.7%	11.4%	11.2%	18.6%
any award	12.6%	12.6%	13.0%	20.9%
Transfer	18.2%	22.3%	19.3%	31.0%
Any completion	24.1%	26.8%	25.2%	40.2%



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

	<b>Retained to 2<sup>nd</sup> Year</b>	<b>Completed Certificate</b>	<b>Completed Degree</b>	<b>Transferred to University</b>	<b>Any Completion</b>
<b>Gender:</b>					
Female	52%	3.8%	13.0%	19.2%	26.4%
Male	48%	2.5%	8.2%	17.0%	21.6%
<b>Race:</b>					
White	50%	3.1%	11.6%	20.8%	26.9%
Asian	58%	4.1%	13.2%	25.1%	32.7%
Latino	50%	3.2%	9.6%	12.5%	18.0%
Black	39%	2.8%	6.8%	10.7%	15.2%
<b>Age:</b>					
17-19	55%	2.2%	11.4%	22.3%	26.8%
20-24	44%	3.5%	9.8%	14.5%	21.5%
25-29	43%	5.2%	10.0%	11.5%	20.2%
30-39	42%	6.1%	9.6%	8.5%	18.2%
40+	39%	6.2%	8.1%	6.0%	15.7%



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## 3<sup>rd</sup> Verse: “*You Rule My World*”

- “Rules of the Game” – finance study
  - How CCC finance policy impedes student success
- Comprehensive look at finance policies
  - Appropriations
  - Categoricals
  - Rules and regulations on expenditures
  - Fee policies
  - Financial aid policies
- Finance policy is a big part of problem
  - CA is buying enrollments, not success



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## “Rules of the Game” – Built-in Incentives

- Get students in the door (“butts in seats”)
- Maximize funding through state formulas
- Follow the rules for *how to spend* funds
- Under-utilize available financial aid
- Forgo potential revenue for colleges



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## “Butts in Seats”

- Enrollment in 3<sup>rd</sup> week is what pays the bills
- Numbers more important than who they are
  - No financial reason to prefer degree-seekers
  - FTES chase (with some dubious actions)
  - Lower cost programs get more “butts in seats” => high cost programs suffer (nursing)
- No incentive to enforce course prerequisites – “we would go broke”



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Maximize Formula Funding

- Name of the game: manage “inputs” to maximize funding from state formulas
- Colleges work for advantages:
  - Credit v noncredit mix
  - Definitions of equalization
  - Meet but don’t exceed FTE cap
  - Maximize eligible students in categorical programs – not services provided or results





INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Follow the Rules: Excessive Regulation

- Categoricals
  - Focus on inputs, instead of outcomes (e.g., full-time director)
  - Enormous reporting burden for *how* categorical are spent – not what they accomplish
- Regulations on how every district must spend \$
  - 50% classroom instruction – student support professionals on the “wrong” side
  - “Correct” percent of full-time faculty regardless of curriculum
  - Focus on fairness and formulas, not student success (e.g. how to count overload in formula)



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Under-Utilize Financial Aid

- Policies don't work well to address affordability issues
- Excessive focus on smallest portion of cost (fees) => keep fees low:
  - Students forego other aid options
  - Students lose federal money (Pell Grant)
  - State loses federal money (unused tax credits)



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Forgo Potential Revenue for Colleges

- Colleges don't see fee revenue (offset)
- All they see:
  - Fees up => FTES down => \$\$ down
  - Fees down => FTES up => \$\$ up
- Fees seen only as barrier, not as revenue
- Result:
  - Fees stay low
  - Colleges under-funded
  - High enrollment but low completion
- Reconsider the trade-off: access to what?



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## State Policy Goals

State lawmakers should evaluate CCC finance policy with respect to:

- ACCESS – by persons seeking to enter, or advance in, workforce
- COMPLETION – of academic program
- WORKFORCE – alignment of degrees/certificates with workforce needs
- EFFICIENCY – in use of resources



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

# *“I Could Write a Book”*

## Summary of Incentives:

Access: +/-

- Encourage access without regard to educational need or intent

Completion: -

- Virtually no incentives for completion

Workforce: -

- Disincentives to tailor programs to specific needs

Efficiency: -

- Major inefficiencies from excessive regulation and restrictions on how colleges can use funds



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## *“With a Little Bit of Luck”*

- Build on success of SB 361
- Take a comprehensive look at finance policy
- Re-design policies to align incentives with goals - figure out how to buy:
  - Completions – not just contact hours
  - Success among at-risk students
  - Quality education – continued attention to standards
  - Alignment of credentials with workforce need
  - Affordable education – considering all costs



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## 4<sup>th</sup> Verse: “*Climb Every Mountain*”

- “*Forward Progress*” – Enrollment Policy Study
- To increase student success by improving student progress through coursework (from assessment/placement => completion)
- Find patterns of success
- Link to policy options
- Emphasis on assessment/placement



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Patterns that Aid Student Completion?

	Yes	No
<b>Continuously Enrolled</b>	35%	65%
<b>Completion</b>	40%	24%
<b>Enrolled FT Majority of Terms</b>	35%	65%
<b>Completion</b>	47%	12%
<b>Took an Orientation Course</b>	16%	84%
<b>Completion</b>	32%	23%
<b>Dropped &lt; 20% of Courses</b>	58%	42%
<b>Completion</b>	35%	9%
<b>Registered Late &lt; 20% of Courses</b>	54%	46%
<b>Completion</b>	27%	21%





INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## *“I Cain’t Say No”*

### Other Policies Affecting Student Progress

- Assessment – decentralized, complex
- Placement - advisory
- Basic Skills
  - Delay or begin right away
  - College courses simultaneously
  - Prerequisite enforcement
- CCC against the national trend



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## *“Who Can I Turn To?”*

And still others (review of research – not in CCC data)

- Advising
- Clear program goal and pathway
- “Case Management”
- Learning Communities



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## Verse 5: *“I Have Confidence”*

### Prospects and Vision:

- More educated Californians
- Close gap in educational attainment
- More productive workforce
- Higher tax base and healthier economy
- Increased investment in the community colleges because benefits are so evident



INSTITUTE  
FOR HIGHER  
EDUCATION  
LEADERSHIP  
& POLICY

## “Getting to Know You”

For more information:

- See “*State of Decline?*” and upcoming reports at:
  - [www.csus.edu/ihe](http://www.csus.edu/ihe)
- Contact
  - [nshulock@csus.edu](mailto:nshulock@csus.edu)
  - (916) 278-7249