

CALIFORNIA COMMUNITY COLLEGES
CHANCELLOR'S OFFICE

1102 Q Street
Sacramento, California 95811-6549
916.445.8752
www.cccco.edu



September 30, 2011

Dear California Community Colleges Stakeholders:

I am writing you today to share the draft recommendations of the California Community Colleges Task Force on Student Success. As you may be aware, legislation enacted last year called on the California Community Colleges Board of Governors (BOG) to convene a task force of system representatives and external partners for the purpose of developing a plan to bring about significant improvements in success rates of our students. Beginning in January 2011, the Task Force, chaired by BOG Member Peter MacDougall has met monthly and worked diligently to develop a robust and thoughtful set of recommendation that hold real promise to open a new chapter for our system.

The resulting draft recommendations, sweeping in their scope, constitute a bold plan for refocusing our colleges on student success. I feel strongly that the Task Force's proposal, which accompanies this letter, will make the community colleges more responsive to the needs of students and our economy, which is increasingly demanding college-educated workers.

I encourage you to review these draft recommendations and consider how they would work to help your college improve its capacity to serve students. Over the next six weeks, we will be convening meetings across the state in order to provide you with an opportunity to provide input on this proposal. These meetings will take place at conferences, organizational meetings, and town halls. I will attend many of these meetings, as will Task Force members and Chancellor's Office Staff. A full listing of events can be found on the Chancellor's Office website (<http://www.cccco.edu/studentssuccess>). Input will also be collected through an online dialogue which can be accessed at <http://studentssuccess.ideascale.com/>.

The Task Force will meet again on November 9th at which time they will discuss input received in meetings and online. After reviewing input, they will make adjustments to the plan as warranted. The proposal will then be forwarded to the BOG for consideration at their January 2012 meeting.

I appreciate your attention and involvement in this critically important effort.

Sincerely,

A handwritten signature in black ink that reads 'Jack Scott' in a cursive script.

Jack Scott, Ph.D.
Chancellor

California Community Colleges
Task Force on Student Success

Introduction

There's a story that each member of this Task Force wants to be true - true at every community college and for every student. It's the story of a student who walks onto a California Community College campus for the first time, unsure of what she wants to do, but knowing generally that she wants to find a direction in both her life and her career.

She is able to go online, use her smart phone, or get an appointment to meet with a counselor or advisor where she learns about the wide variety of options available at the college and maybe a few offered elsewhere. The options presented to her aren't discrete classes but rather pathways toward different futures. Not all of them are easy; some require a lot of time and work, but she sees where they lead and understands what she will need to do to succeed in each pathway.

She participates in an orientation to college and spends time preparing for her assessment tests. She learns that some paths will require her to work more on basic skill mathematics and English than others, but all this information plays into her decision making process.

She easily finds her way to the financial aid office, which is the next door down the hall, where she learns of the various financial aid opportunities available to her. She sees that she can maximize financial aid opportunities if she decides to enroll full

time. She understands that accepting financial aid means accepting responsibility for her academic future.

Using either online or in-person counseling support, she develops an education plan and determines her program of study. She enrolls in her basic skills coursework in her first term and follows her counselor's lead in selecting a college-level course that is appropriate to her level of preparation. Her basic skills class may rely heavily on tutoring or use other approaches that work better for her than what she experienced in high school. The results of her assessment test let the professor know what she needs help with, so she is able to focus on those things, moving at a pace that's comfortable. She's successful and is soon able to take the college-level coursework needed to complete her program of study. She uses the roadmap provided by the college and finds that she's able to enroll in all the required courses in the semester in which she needs them. She earns a certificate and/or associates degree, or maybe she transfers to the nearby California State University campus with her associate degree in hand. Wherever her path leads, she successfully reaches her academic goal and is thus able to advance her career and earn a wage sufficient to support herself and her family.

This is the vision that the recommendations of this Task Force are designed to support. Taken alone, no single recommendation will get us there, but taken together, these policies could make the vision a reality for every student, at every college.

While it is entirely natural for readers to skim through a report like this looking for the two or three recommendations that most affect to their particular constituency, we encourage readers to resist this temptation and consider the set of recommendations as a whole and how they will benefit **students**. In making these recommendations, each member of the Task Force strived to do just that, at times setting aside their particular wants and making compromises for the greater good.

We hope you will join us in that effort.

Table of Contents

PART I

Refocusing California Community Colleges Toward Student Success

- Reorienting Community College to Improve Student Success
- Chronology of this Effort
- Report Recommendations
- Scope of the Task Force
- Defining Student Success
- National and State Student Success Efforts
- Implementation Processes
- Conclusion

PART II

Draft Recommendations of the Student Success Task Force

Chapter 1

Increase College and Career Readiness

- 1.1. Collaborate with K-12 to jointly develop common core standards for college and career readiness.

Chapter 2

Strengthen Support for Entering Students

- 2.1. Develop and implement common centralized diagnostic assessments.
- 2.2. Require students to participate in diagnostic assessment, orientation and the development of an educational plan.
- 2.3. Develop and use technology applications to better guide students in educational process.
- 2.4. Require students showing a lack of college readiness to participate in support resources.
- 2.5. Require students to declare a program of study early in their academic careers

Chapter 3

Incentivize Successful Student Behaviors

- 3.1. Adopt system-wide enrollment priorities reflecting core mission of community colleges.
- 3.2. Require students receiving Board of Governors fee waivers to meet various conditions and requirements.
- 3.3. Provide students the opportunity to consider attending full time.
- 3.4. Require students to begin addressing Basic Skills deficiencies in their first year.

Chapter 4

Align Course Offering to Meet Student Needs

- 4.1. Focus course offerings and schedules on needs of students.

Chapter 5

Improve the Education of Basic Skills Students

- 5.1. Support the development of alternatives to traditional basic skills curriculum
- 5.2. Develop a comprehensive strategy for addressing basic skill education in California.

Chapter 6

Revitalize and Re-Envision Professional Development

- 6.1. Create a continuum of mandatory professional development opportunities.
- 6.2. Direct professional development resources toward improving basic skills instruction and support services.

Chapter 7

Enable Efficient Statewide Leadership & Increase Coordination Among Colleges

- 7.1. Develop and support a strong community college system office.
- 7.2. Set local student success goals consistent with statewide goals.
- 7.3. Implement a student success score card.
- 7.4. Develop and support a longitudinal student record system.

Chapter 8

Align Resources with Student Success Recommendations

- 8.1. Consolidate select categorical programs.
- 8.2. Invest in the new Student Support Initiative.
- 8.3. Promote flexibility and innovation in basic skills through alternative funding mechanism.

8.4. Do not implement outcome-based funding at this time.

PART I

Refocusing California Community Colleges on Student Success

Reorienting Community Colleges to Improve Student Success

California is home to approximately 2.6 million community college students each year, nearly 25 percent of the nation's community college student population. With 112 community colleges statewide and numerous off-campus centers, we enroll students from all ages, backgrounds, and educational levels. We are a system that takes pride in serving the most diverse student population in the nation, and we value that diversity as our biggest asset. Most students, though not all, are seeking access to well-paying jobs: jobs that require enhanced skills, certificates, or college degrees. Community colleges also offer, though in fewer numbers than in years past, enrichment courses that appeal to students who are less focused on employment as a primary goal.

As a state, we have arguably created the quintessential “open access” college system. Yet by any measure, community college completion rates are too low and must increase. We need to ask ourselves: “Open access to what?” Is it enough to provide access to education without the policies and practices that ensure students succeed in meeting their educational goals? The answer is simply that we can no longer be satisfied with providing students open access and limited success.

This report, the draft product of the Community College Task Force on Student Success, contains recommendations for improving the educational outcomes of our students and the workforce preparedness of our State. The 22 recommendations contained herein are more than just discrete proposals. Taken together, these recommendations would reboot the California Community College system toward the success of its students. The Task Force seeks to rebalance community colleges by strengthening those systems and programs that work and realigning our resources with what matters most: student achievement. This report presents a new vision for

our community colleges in the next decade, focused on what is needed to grow our economy, meeting the demands of California's evolving workplace, and inspiring and realizing the aspirations of students and families.

The work of the Task Force on Student Success and the draft recommendations contained herein come at a critical juncture in California's history. California is the most diverse state in the nation; the majority of our citizens are persons of color, and we have the greatest number of students in poverty. With unemployment rates in excess of 10 percent (and as high as 16 and 17 percent respectively for Latinos and African Americans) we are in the midst of a severe economic crisis. As such, we must ensure that our community college system – and indeed our public education system as a whole – has the capacity and resources to ensure that students from all backgrounds complete their education with the certificates and degrees needed for them to succeed the highly competitive global economy.

California must stop tinkering at the margins and instead create coherent, systemic, student success-focused reforms across community colleges, and between education segments - and be focus on helping those students who have experienced disproportionately lower achievement reach their full potential.

This plan calls on the state to end both the fragmentation between K-12 and community colleges and between the colleges themselves. A reformed community college system will be more responsive to the needs of their students. Community colleges will align standards and assessments with K-12 education so that students have consistent expectations and receive consistent messages about expectations throughout their educational careers about what it takes to be ready for, and successful in, college. Many of our students attend more than one college, and they need consistent policies, programs, and coherent educational pathways across our colleges in order to succeed. The colleges, while retaining their local character, will function as a system with common practices, where practicable, to best serve students.

The community college system will leverage technology – because this generation and future generations of students are digital natives. They expect to use technology to access the work around them. Technology has shown its potential to help diagnose student learning needs, to enhance the delivery of instruction, to improve advising and other support services, and to streamline administrative costs. This is an area where much can be gained by better system-wide coordination.

This report envisions a restructuring of the core of our system – teaching and learning – by providing more structure and guidance to students so as to foster better choices and limit the student wandering through the curriculum. A primary curricular goal is to increase the effectiveness of basic skills instruction, compress the time it takes for students to complete basic skills and increase students' readiness for college-level work.

While we emphasize the need for our system to improve basic skills instruction through innovation and flexibility, we urge state leaders to examine the larger, and critical issues, of adult education in California. There is a large, and growing population of adults who lack the basic proficiencies for gainful employment and the state lacks the policies and delivery systems to deal with this challenge.

The community college system envisioned in this plan rewards successful student behavior and makes students responsible for developing individual education plans; colleges, in turn, will use those plans to rebalance course offerings and schedules based on students' needs. Enrollment priorities will emphasize the core missions of transfer to a four-year college or university, the award of workforce-oriented certificates and degrees, and the basic skills development that supports both of these pathways. Student progress toward meeting individual educational goals will be rewarded with priority enrollment and continued lack of progress will result in limits on access to courses and to financial aid.

Taken together, the recommendations contained in this report will put community colleges on a course that will help California narrow its education skills gap and prepare workers to compete in the new economy. With the demand for college graduates increasing, community colleges face the imperative to change in big and small ways to achieve the core missions of transfer and workforce development. By adopting and moving to implement this plan, the system signals to all Californians that future investments in its community college system will be rewarded with outcomes that benefit the entire state.

Chronology of This Effort

In January 2011, the Community Colleges Board of Governors embarked on a 12-month strategic planning process to improve student success. Pursuant to Senate Bill 1143 (Chapter 409, Statutes of 2010), the Board of Governors created the Task Force on Student Success. The resulting 20-member Task Force is composed of a diverse group of community college leaders, faculty, students, researchers, staff, and

external stakeholders. The Task Force deeply into complex college and system level policies and practices. It worked for seven months to identify best practices for student success and develop statewide strategies to take these approaches to scale – all while ensuring that educational equity for traditionally underrepresented students was not just maintained, but bolstered.

Each month, from January through June 2011, the Task Force met to examine topics critical to the success of students, ranging from College Readiness and Assessment to Student Services, from Basic Skills Instruction to Performance-Based Funding. The Task Force turned to state and national experts (such as Dr. Kay McClenney, Dr. David Conley, Dr. Vince Tinto, and Dr. Alicia Dowd, among others) for the latest research-based findings and had frank discussions about what works to get students across the finish line – wherever that line may be.

Beginning in July, the Task Force spent three months (July, August and September) narrowing down its list of recommendations to those contained in this draft report. Recommendations were chosen based on their ability to be actionable by state policymakers and college leaders and make a significant impact student success, as defined by the outcome and progression metrics adopted by the group.

Report Recommendations

Some of the recommendations and strategies contained in the report rely on the Legislature to change statute while others rely on the Board of Governors to amend regulations. Yet for other recommendations, it will be incumbent on district and campus leadership to ensure that successful models are employed with increasing frequency. Regardless, the Task Force recognizes that reorienting institutions toward student success represents a cultural change – one that won't happen overnight. Some recommendations will take longer to implement than others and several will be subject to collective bargaining.

Broadly speaking, the Task Force recommendations rely on the following key components to move students more effectively through our community college system:

- Development and implementation of a common diagnostic assessment tool to better determine the skill levels of entering students;
- Expanded use of technology, especially as it relates to students' educational plans;

- Development of structured pathways to help students identify a program of study and get an educational roadmap to indicate appropriate courses and available support services;
- Enhanced professional development for both faculty and staff, especially as it relates to the instructional and support needs of basic skills students;
- Revised financing, accountability and oversight systems to ensure that resources (both financial and intellectual) are better aligned with student success;
- Stronger statewide system coordination and oversight to allow for the sharing and facilitation of new and creative ideas to help students succeed, including the ability for California to “take to scale” the good practices already in place;
- Better alignment of local district and college goals with the education and workforce needs of the state.

Scope of the Task Force Work

There are a variety of topics related to community colleges and student success that the Task Force was either unable to address or chose not to address. For example, policy issues related to the local governance structure of colleges and districts have been well vetted and thus were not discussed by the group. Further, the group chose not to address policies surrounding student fees. Distance education and workforce /career technical education, while critical topics to the future of the community colleges, were unable to be discussed due to time and schedule constraints. This report is written as a framework, with workforce / career technical education, in particular, being addressed through the subsequent implementation actions related to student assessment, enrollment prioritization, course offerings and the development of a college-level score card.

Defining Student Success

Students come to California Community Colleges for many reasons. Measuring their success does not fit neatly with a cookie cutter image of a college student. However, most students come to community colleges with one thing in mind: earning a degree or certificate and then getting a job. For some, entering the workforce is in the distance, with success defined as transferring to, and subsequently graduating from, a four-year college. For others, an associate’s degree will meet their academic goal. Still other community college students are looking to gain concrete job skills to help them more immediately enter into the workforce. This could be accomplished by either completing a vocational certificate program or through any number of skill-

oriented courses. Yet, regardless of their goals, the vast majority of students come to community colleges in need of basic skills such as reading, writing, and mathematics.

How do we know if students are succeeding? To acknowledge the varied intent of students, the Task Force adopted a set of Student Success Outcome Metrics. The following metrics represent how the Task Force recommends that the system define whether or not a student (and thus community colleges as a whole) has been successful:

- How many degrees and certificates were earned by students statewide?;
- How many students transferred to a four-year institution after completed a transfer curriculum (and how many of those earned associate degrees)?
- What percentage of community college students earned a certificate or degree, transfer, or were ready to transfer within a 6-year period.
- What percentage of students whose workforce related goals do not include earning a credential, passed their courses?

While tracking the above-noted student outcomes is necessary to measure student achievement, research indicates that there are a number of points along a student's path to completion where they are likely to falter or drop out. The recognition of these "loss points" guided the work of the Task Force and helped structure recommendations that could be aimed at mitigating student drop out.

Each time a student progresses beyond a "loss point" the likelihood of reaching his/her educational goals increases. By turning these loss points into progression metrics, we are able to track how well students and institutions are doing in ensuring that students better meet their educational goals. Examples of progression metrics include:

- Successful completion of basic skills competencies;
- Successful completion of first collegiate level mathematics course;
- Successful completion of first 15 semester units;
- Successful completion of first 30 semester units.

System-wide accountability efforts will, therefore, include collecting and reporting both the outcomes and the progression measure for the system, and for each college. These measures will be disaggregated by race/ethnicity to aid the system in understanding how well it is succeeding in educating those historically disadvantaged

populations whose educational success is vital to the future of the state. Of course, system-wide accountability efforts will include much more than the core measure outlined here, as colleges and the Chancellor's Office are committed to using data to continually improve student outcomes.

National and State Student Success Efforts

The last two years have seen a dramatic shift in the way the country views educational attainment with community colleges nationwide being called upon to produce more graduates and certificate holders. Responding to global economic pressures, in 2010 President Obama highlighted community colleges with a White House Summit and "Call for Action," a message that resonated with employers, economists, and educators here in California. Projections from the National Center for Higher Education Management Systems (NCHEMS) demonstrate the degree to which California is at risk of failing to meet global workforce needs. NCHEMS found that California's changing demographics, combined with low educational attainment levels among fast-growing populations, will translate into substantial declines in per capita income between now and 2020 – placing California last among the 50 states in terms of change in per capita income.

The work of the Student Success Task Force is not being done in isolation. The Community College League of California's Commission on the Future report served as a basis for many of our recommendations, as did prior community college reform efforts, including the *Partnership for Excellence* program and various reviews of the *California Master Plan for Higher Education*.

Implementation Processes

In each case, the recommendations contained in this report will require in depth, discrete, and specific implementation strategies depending on whether the proposed change is statutory, regulatory, or dissemination of best practices. The community college system has a rich history of shared governance and local collective bargaining; nothing in this report is designed to upend those processes. Further, the Task Force recognizes that implementing these recommendations will require the involvement of everyone from state policy makers to local community college staff and faculty. This will take time.

A separate document, authored and distributed by the Chancellor's Office, will be forthcoming and will begin to lay out various strategies for implementing the recommendations contained within this report. There will be implementation groups

composed of the relevant internal and external stakeholders. Academic Senate involvement at each step of the process will be critical. During the implementation phase, it is the intent of the Task Force that the parties work together to address the practical matters associated with the eventual success of the recommendations.

Conclusion

We would like to thank our funders – The William and Flora Hewlett Foundation, The James Irvine Foundation, The Walter S. Johnson Foundation, The Lumina Foundation, and The David and Lucile Packard Foundation – for their support of our efforts.

We look forward to an open and engaged dialog with all interested parties in the coming months.

PART II

Draft Recommendations of the Student Success Task Force

Chapter 1

Increase Student Readiness for College

POLICY STATEMENT

Community Colleges will collaborate with the State Board of Education, the California Department of Education, and other statewide efforts to define and address college and career readiness.

A vast majority of first-time students entering the California Community Colleges (CCC) are underprepared for college-level work. In the CCCs, 70-90 percent of first-time students require remediation in English, math, or both. In 2010, 79 percent of California's 11th grade students who took the Early Assessment Program (EAP) college readiness test did not test "college ready." Currently, system policies between K-12 and postsecondary education related to standards, curriculum, and assessment are not well aligned to communicate either clear expectations for college or career readiness or to support a smooth transition for high school graduates.

The State Board of Education (SBE) adopted the Common Core State Standards (CCSS) in August 2010 and joined the Smarter Balanced Assessment Consortium in May 2011 to develop a new K-12 assessment system based on the CCSS. This presents an ideal opportunity for the state to develop curriculum frameworks and assessments that align expectations and standards across public education and higher education systems.

A definition of “career readiness” also needs to be developed, based on the new CCSS, and added to the menu of standard assessments used to guide students’ programs of study. Career readiness scores could influence students’ selection of a program of study or certificate – especially when skill competencies are validated against incumbent industry employees in those career pathways.

Recommendation 1.1

Community Colleges will collaborate with K-12 education to jointly develop common standards for college and career readiness that are aligned with high school exit standards.

The Taskforce recommends that the community college system closely collaborate with the SBE and Superintendent of Public Instruction to define standards for college and career readiness as California implements the K-12 Common Core State Standards. Doing so would reduce the number of students needing remediation, ensure that students who graduate from high school meeting grade-level standards are ready for college-level work, and encourage more students to achieve those standards by clearly defining college and career expectations.

Requirements for Implementation

- No statutory or regulatory changes are needed to authorize community college participation in the development of common standards.
- Discussion with K-12 and the California State University may identify conforming changes to statute governing the Early Assessment Program.
- Leadership from the Academic Senate, Board of Governors, and Chancellor will be needed to ensure community college representatives have membership in key committees that will plan and execute the definition of standards.

Chapter 2

Strengthen Support for Entering Students

POLICY STATEMENT

Community colleges will provide stronger support for students entering college to identify and meet their goals. Stronger support will be facilitated by centralized, integrated and student-friendly technology to better guide students in their educational planning process.

Status of Matriculation Program

In 1986, the Seymour-Campbell Matriculation Act charged the Board of Governors with ensuring that all community college students were provided support to define and attain their educational goals. The Board adopted Title 5 regulations that require districts to provide admissions, orientation, assessment, counseling and follow-up services for all students (except those specifically exempted) to the extent funding was provided for those services. Funding has never been adequate to serve all students and, as a result, colleges have not been able to provide the level of services needed. In 2009-10 a 52 percent budget cut in Matriculation program funding in particular turned a bad situation into a crisis.

Students need guidance.

Extensive research has documented the importance of assessment, orientation and informed education planning to set incoming students on a pathway to a successful outcome and build early momentum for their success. Given options, students who lack guidance are likely to seek what they think will be their most direct path through college-level courses, without understanding what is required to be successful in the college environment and without regard to their academic preparation for college-level work. There are multiple consequences when students make uninformed

choices: (a) students find themselves in courses that are unconnected to reaching an educational goal and for which they are not prepared, at best lengthening their time to completion and all too often causing them to drop out; (b) colleges lose the ability to target limited seats and services where they will be most effective; and (c) faculty are faced with underprepared students in their courses.

Assessments vary by college.

Currently, the community college faculty at each college determine which assessments are administered to place students within that college's curriculum for English, math, and English as a Second Language (ESL). Colleges are required to also consider other measures of a student's ability to succeed, such as academic history and demonstrated motivation. This local approach to assessment has failed to serve students by allowing for significant variation between campuses and in some instances even limiting portability within a single district. Other significant drawbacks include the high cost of assessment instruments and inefficient test administration.

Since 2008, the system has taken significant steps to move toward a centralized assessment. Grant funding was obtained from the Bill and Melinda Gates Foundation and the William and Flora Hewlett Foundation to complete a common assessment feasibility study. The Board of Governors sponsored legislation (AB 743, Block) in the current legislative session to advance common assessment and a common college readiness standard. The community colleges system has also adopted the Early Assessment Program, in partnership with the California Department of Education (CDE) and the California State University, to provide 11th grade students a signal of their readiness for college-level curriculum.

Participation in core assessment and planning services is key to student success.

While students are asked to indicate their educational objective on the application for admission, they are currently not required to identify a specific program or major. Many students are undecided when they first enroll in community college and remain so for too long, while others may randomly check a box on their application form never being required to update the goal later. The current matriculation model assumes that students will clarify their educational objective in the course of meeting with a counselor. However, many students enroll in basic skills or general education courses without a clear objective or pathway to completion of a program, in part because most transfer-level courses do not carry prerequisites and students are not

made aware of the level of rigor associated with the course. Additionally, even before the 52 percent budget cut to Matriculation funding, colleges found it difficult to provide all students with access to counseling services to assist with the development of education plans—student to counselor ratios range from 800 to 1 to 1000+ to 1 in the community colleges. Requiring students to participate in those core services that provide them with a better foundation for their success, helping students make informed choices about their education, increasing the availability of services offered through technology, and requiring students to declare a program of study early - are all strategies that can help to increase student success in the CCCs.

Technology can help.

The creation of online resources that would support advisement and allow many students to self-manage their academic pathways is hindered by the lack of centralized technology. Given the high development cost of creating student portals, very few districts have undertaken this task, leaving students to struggle with a dearth of information available to them to follow an appropriate academic pathway. While almost all students enter the CCC's through a common electronic application (CCCApply), once they are admitted, they are not further captured and led to build an online profile which could help many self-serve and access resources. Scaling up the use of technology is one of the few viable ways of reaching substantially more students, many of whom are technologically capable of, and in many cases may prefer, to navigate their pathway through community college in an online environment.

While there is a plethora of education data collected both within the CCC system and in other education sectors, it is not currently aggregated in a single location that would allow for the creation of education data warehouses that could leverage the intersegmental data and help advise students of effective pathways through college. An example of this would be the use an examination of past student outcomes in various courses for students at various levels of basic skills, and then create an advisement matrix that keeps students enrolled in courses appropriate for their particular skill levels.

In the same manner that companies like Netflix and the Apollo Group have created tightly integrated online pathways for their customers, the CCC system needs to look towards the creation of centralized student support modules that offer high interactivity with local campus and district IT and administrative systems. Appropriate suggested student choices could be developed using research

conducted on educational data to create “default” pathways suggested by online student advisement systems. These systems could be used by both students and campus advisors as tools to nudge students towards better academic choices and to reduce excess unit accumulations and unnecessary withdrawals.

An additional benefit to the creation and maintenance of centralized technology utilities is that doing so will create huge economies of scale for the system. By lifting these costs from the local district and freeing up local monies, centralized technology in the CCC’s will allow for opportunities to drive down costs by bulk purchasing and development.

Technology – while having many benefits – is not a panacea. An expanded student-friendly technology system will allow the most self-directed students to complete a variety of activities (e.g., education planning, orientation, preparing for assessments) using resources with which they are most familiar - computers, smart phones and the like. However, our less directed students will still need the face-to-face interactions provided by advisors and counselors. By shifting the lower-need, self-directing students to online tools we free up advisors and counselors to focus their face-to-face interactions with those students most in need.

Recommendation 2.1

Community colleges will develop and implement a common centralized assessment for English reading and writing, mathematics, and English as a Second Language (ESL) that can provide diagnostic information to inform curriculum development and student placement and that, over time, will be aligned with the K-12 Common Core State Standards and assessments.

Requirements for Implementation

- Design a centralized assessment system that includes a robust array of options to help students prepare to take the assessments for the most valid result. It should ensure consistent testing policies, including re-test policies that are decided based on psychometrics rather than budget. The centralized assessment must be diagnostic to ensure placement into appropriate coursework, and inform faculty efforts to design appropriate curriculum.
- By 2014, work to include accommodation of community college diagnostic assessment needs within the state's new CCSS assessments.
- After development, amend Education Code Section 78213 to require colleges to use the new common assessment for course placement.
- Eventually, the Board of Governors would propose to amend Education Code Section 99300 ff. to phase-out the use of the Early Assessment Program (EAP) and transition to a new assessment aligned with K-12 CCSS.
- In the meantime, the enactment of AB 743 (pending Governor's action) will facilitate the interim selection of a currently available "off the shelf" assessment instrument for English, math and ESL, to be procured in the most cost-effective manner for use statewide.
 - One-time funds of \$1 million (already secured from outside sources) together with dedicated state-level funding of approximately \$5 million would enable the Chancellor's Office to conduct a centralized procurement using state-level buying power to drive down the cost of assessments while leveraging some customization thus providing unlimited assessment capacity to colleges at low or no cost.
 - Participation in the interim system would be voluntary but incentivized by the significant local cost savings.

Recommendation 2.2

Require all incoming community college students to: (1) participate in (a) diagnostic assessment and (b) orientation, and (2) develop an education plan.

By requiring students to participate in these core services, the community college system will insure that students have the foundational tools necessary to make informed choices about their education.

Requirements for Implementation

- Education Code section 78212 and Title 5 section 55500 ff. already require colleges to provide these and other matriculation services to all non-exempt students (if funding is provided for that purpose.)
- Amend Title 5 sections 55521-25 to require students to participate in assessment, orientation and development of a student education plan
- Amend Title 5 section 55532 to establish more explicit criteria for exempting students from participation in required services in order to achieve greater clarity and statewide consistency in the proportion of students to be served.

Please note: The Task Force recognizes that implementation of this recommendation requires: (1) a substantial reallocation of existing local resources; (2) additional resources, and (3) new modes of service delivery in order to make these required services available to all incoming students.

Recommendation 2.3

Community colleges will develop and use centralized and integrated technology, which can be accessed through campus or district web portals, to better guide students in their educational process.

Recommendations in this report rely heavily on the ability of technology to help guide students into educational pathways. In order to implement many of the student services recommendations, the community colleges must develop and implement a variety of centralized technology applications. Online technology will be used to allow self-directed students to guide much of their own education planning, for counselors and advisors to better assist students with educational pathways, and for administrators and faculty to better plan course schedules to ensure that students complete their education in a timely and efficient manner.

These technology applications will generate efficiencies, but more importantly they will increase and improve communications with students by using platforms they already rely on to manage their daily lives. Today's students use smart phones and tablets not only to communicate with friends and professors, but to deposit checks into their bank accounts, track their academic progress, purchase goods and services, watch movies and read books. This is where our students spend much of their time, and we must create smart applications that help them reach their educational goals.

Rather than having individual colleges create their own online student planning tools, the Chancellor's Office would create applications that would be plugged into existing college and district web portals. Colleges would be able to place these applications in locations that mesh with their own unique website, with the services being centrally provided and centrally supported.

Examples of the types of online services include:

- A common application to college;
- An electronic transcript;
- An online BOG fee waiver form;
- A degree planning module;
- An electronic library resource and library catalog;
- A career exploration module;
- A job placement module;
- A textbook purchasing module; and

- A transfer advisement module.

Requirements for Implementation

- Secure additional state funding for the development of the proposed technology tools that would then be provided to colleges free of charge.
- A centralized development and procurement process would leverage the system's size to drive down the estimated annual cost of the project to approximately \$12 million.

Recommendation 2.4

Require students whose diagnostic assessments show a lack of readiness for college to participate in a support resource, such as a student success course, provided by the college for new students.

A student's readiness for college is based on several factors in addition to their academic proficiency in English and mathematics or their ability to perform well on standard assessment tests. College readiness includes other variable that can influence a student's ability to successfully complete credit-bearing, college-level coursework. A student's "college knowledge," or awareness and understanding of the college culture, institutional processes, and support resources available, can help a student navigate the complexities of life on campus and can help them access services, such as tutoring labs and financial aid, that may be critical to their success. Another important aspect of college readiness includes skills that provide a foundation for students to perform well, such as time management and the ability to work independently. These "habits of mind" include a student's ability to organize their work and manage time, study effectively, and balance competing priorities successfully.

Requirements for Implementation

- Amend Title 5 section 55521 to allow for students to be placed in a student success course or other support activity.
- Require students to enroll in a student success course if assessment results demonstrate a need.

Recommendation 2.5

Encourage students to declare a program of study upon admission and require declaration by the end their second term.

Declaring a program of study is much more specific than declaring an educational goal. Doing so sets incoming students on an educational pathway and builds early momentum for their success. A student who is unable to declare a program of study by the end of their second term should be provided counseling and other interventions to assist them in education planning and exploring career and program options. If these interventions fail to meet their desired end, students should lose enrollment priority after their third term.

Requirements for Implementation

- Amend Title 5 regulations to require students to declare a specific program of study by the end of their second term.
 - Current title 5 regulations require students to declare an educational goal “during the term after which the student completes 15 semester units or 22 quarter units of degree-applicable credit coursework, unless the district establishes a shorter period.” Title 5 also requires districts to establish a process for assisting students to select a specific educational goal within a “reasonable time,” as defined by the district, after admission.
- Amend Title 5 to define “program of study” as a certificate, degree or transfer objective in a specific occupational area or major. Groups of students exempted from meeting this requirement should also be specified in regulation.

Chapter 3

Incentivize Successful Student Behaviors

POLICY STATEMENT

Community colleges will incentivize those student behaviors that are associated with their eventual success.

Rationing of Classes

One of the basic tenets of the Master Plan for Higher Education is that all Californians who have the capacity and motivation to benefit from higher education should have a place in the California Community Colleges. Given the scarcity of resources currently available to the colleges, the reality is, the state has failed to live up to that commitment and we as a system are rationing access to education. While we continue to admit all students that apply, not all admitted students are able to enroll in the courses needed to meet their educational goals.

Enrollment Priorities

Under current law and practice, students already in the system have enrollment priority over new students. Registration priority is generally higher for students with higher unit accumulations, so only unit accumulation is a rewarded student behavior in the registration process. As a result, there is perverse incentive for students to enroll in classes that don't further their educational objectives simply to gain a place higher in the enrollment queue.

Policies that enable students to wander around the curriculum, withdraw and repeat classes multiple times, avoid services that could steer them along a productive pathway, and accumulate an unlimited number of units are a disservice to enrolled students and to those who can't get into the system for lack of available classes.

Use the BOG Fee Waiver Program as a way to incentivize successful student behaviors.

The Board of Governors (BOG) Fee Waiver Program, for example, which was designed to ensure that the community college fees do not present students with a financial barrier to education, are an underutilized mechanism for incentivizing successful student behaviors. Unlike federal and state financial aid programs, the community colleges do not require students to make satisfactory academic progress, make progress toward a goal, or limit the maximum number of units covered by the award. The Task Force believes that policies governing eligibility for the BOG fee waiver should be consistent with enrollment policies designed to promote student success. By enacting accompanying BOG fee waiver changes, low-income students who rely on the waiver will be provided the same level of and held to the same standards as other students.

Adopt consistent policies for enrolling students.

Yet we as a system have both initiated and continue to support these ineffective policies. In short, the community college system should adopt enrollment management policies that encourage students to follow delineated educational pathways that are most likely to lead to completion of a certificate, degree, transfer or career advancement goal.

Recommendation 3.1

The Community Colleges will adopt system-wide enrollment priorities that: (1) reflect the core mission of transfer, career technical education and basic skills development; (2) encourage students to identify their educational objective and follow a prescribed path most likely to lead to success; (3) ensure access and the opportunity for success for new students; and (4) incentivize students to make progress toward their educational goal.

Current law and practice guiding student enrollment tends to favor the continuing student, based solely on their accrual of course units. The existing system fails to align with the core priorities of community colleges: to provide courses for students seeking to earn a degree or certificate, transfer, participate in a career-technical program, or improve their basic language or computational skills. Altering enrollment prioritization is an efficient way of encouraging successful student behaviors and ensuring that we are rationing classes to provide more students with the opportunity to succeed.

Highest enrollment priority should be provided for:

- Continuing students in good standing who are making progress toward a certificate, degree, transfer or career advancement objective. This includes students who are actively pursuing credit or noncredit basic skills remediation.
- First-time students who participate in orientation and assessment and develop an informed education plan that includes courses or other approaches to begin addressing any basic skills deficiencies in their first year.
- To address student equity goals, current statutory and regulatory provisions requiring or encouraging priority registration for special populations (active duty military and recent veterans, students with disabilities and disadvantaged students) should be retained. [Please note: current legislation, AB 194 (Beall) pending action by the Governor, would add foster youth to this category.] To the extent allowable by law, these students should be subject to all of the limitations below.

Continuing students should lose enrollment priority if they:

- Do not follow their original or a revised education plan
- Are placed for two consecutive terms on Academic Probation (GPA below 2.0 after attempting 12 or more units) or Progress Probation (failure to successfully complete at least 50 percent of their classes)
- Fail to declare a program of study by the end of their third term
- Accrue 100 units (not counting Basic Skills and ESL courses.)

Requirements for Implementation

- Adoption of this policy is within the purview of the Board of Governors.
- Board of Governors should amend Title 5 regulations to establish statewide enrollment priorities.

- Current legal requirements and relevant legislation include the following:
 - Education Code section 66025.8 requires community colleges to grant priority enrollment to any member or former member of the Armed Forces of the United States for any academic term within two years of leaving active duty. (SB 813, (Veterans Affairs Committee) which extends priority enrollment to four years is currently awaiting Governor's action.)
 - Title 5 section 58108 authorizes community college districts to establish procedures and policies for registration, including a priority registration system.
 - Title 5, section 58108 permits colleges to provide special registration assistance to disabled and disadvantaged students in accordance with a priority system adopted by the local board of trustees.
 - Title 5, section 56026 authorizes community colleges to provide registration assistance, including priority enrollment to disabled students.
 - Title 5, section 56232 requires colleges to provide access services for EOPS students, including "registration assistance for priority enrollment."
 - If signed into law by the Governor, AB 194 (Beall) would require community colleges to grant priority enrollment to current and former foster youth. This measure was approved by the Legislature and is awaiting action by the Governor.

Recommendation 3.2

Require students receiving Board of Governors (BOG) fee waivers to meet various conditions and requirements, as specified below.

(A) Require students receiving a BOG fee waiver to identify a degree, certificate, transfer or career advancement goal.

(B) Require students to meet institutional satisfactory progress standards to be eligible for the fee waiver renewal.

(C) Limit the number of units covered under a BOG fee waiver to 110 units.

The BOG Fee Waiver Program allows financially-needy students to have their fees waived. Unlike federal and state financial aid programs, the community colleges do not limit the maximum number of units covered by the award nor do they require students to make satisfactory academic progress or make progress toward an educational goal. The federal and state financial aid programs impose these requirements because they work to keep students progressing toward their educational goals and help them to meet those goals in a timely manner.

Implementation of this recommendation will result in substantial cost savings to the community college system (estimated to be approximately \$89 million.) Dollars saved by implementing this proposal would be reallocated within the community college system and used to reinvest in the student support and retention activities identified in the student success plan.

Requirements for Implementation

- Amend Education Code section 76300(g) and Title 5 section 58612 or 58620 to add eligibility criteria.
- Build in a series of active interventions to ensure that students facing difficulties do not lose financial aid eligibility.
- Ensure that students failing to make progress have the ability to appeal.
- Ensure that financial aid offices retain capacity to administer this recommendation regardless of the number of fee waivers granted on a particular campus.

Recommendation 3.3

Community Colleges will provide students the opportunity to consider the benefits of full-time enrollment.

Research indicates a high correlation between full-time enrollment and students' achievement of their educational objectives. The faster a student completes his or her education the less time there is for life or family issues to get in the way. Students benefit from full-time attendance by increasing their earning potential sooner while colleges benefit from the greater efficiency of serving one full time student versus two or more part time students for the same funding.

Recognizing that many community college students are not in a position to enroll full time, particularly those who work full time and are enrolled to upgrade their job skills as well as those who depend on full-time employment to support families, there are nonetheless simple steps that can be taken to ensure that students are made aware of the benefits of full-time enrollment and can consider whether such a route is possible for them.

Requirements for Implementation

- No statutory or regulatory changes are needed. This can be accomplished by dissemination of best practices for financial aid packaging and deployment of existing resources, including the *I Can Afford College* financial aid awareness program.

Recommendation 3.4

Community Colleges will require students to begin addressing basic skills deficiencies in their first year and continue remediation as part of their education plan.

Chapter 5 of this document addresses improving the quantity and efficacy of basic skills instruction. Colleges need to be able to offer students an array of course, laboratory, or other approaches to skill improvement. These might include courses with embedded contextualized basic skills instruction, special interventions like Math Jam, online and other computer-based laboratory resources, tutoring, supplemental instruction and intensive basic skills courses.

Requirements for Implementation

- Title 5 sections 55200-02 already permit community college districts to require students assessed below collegiate level to begin remediation in their first year by following the procedures for establishing prerequisites or co-requisites.
- However, a more direct approach would be to adopt a new Title 5 regulation making the requirement explicit for all students at all colleges.

Chapter 4

Align Course Offerings to meet Student Needs

POLICY STATEMENT

Community colleges will focus course offerings on meeting student needs.

Offer courses that align with student education plans.

With limited economic resources, California community college campuses must strategically focus the scheduling of courses to meet the needs of students who are seeking degree or certification completion as well as specific job training programs required by local industries. Over a period of time the mission of the California Community Colleges has grown to add many community interest classes at the expense of key basic skills, career and technical, or transfer classes. In addition, there is an imbalance between students' assessed need for basic skills classes and their supply. Colleges must now focus attention on program completion through a serious review of scheduling practices.

Use a balanced approach.

The Task Force recognizes that the scheduling of courses is a complex matter that requires balancing the priorities of the college. In order to meet the student and industry needs described above, colleges must shift from using historical course scheduling patterns and instead utilize the numerous sources of data available to them as the basis for informed course scheduling.

Fund courses based on their inclusion in student educational plans.

Further, the Board of Governors and the legislature should ensure that state subsidization for instruction, whether it be credit or noncredit courses, is limited to those courses that are included in a program of study and informed by a student education plan. Doing so will provide a strong incentive for colleges to work with students to develop education plans and to clearly identify pathways that students should follow in each program. In addition, targeting the state apportionment funding to support courses that are necessary to meet students' specific educational objectives will ensure that finite resources are used to meet high priority educational objectives in CTE, transfer, and basic skills.

Recommendation 4.1

Community Colleges will use the requirements for a student to complete a program of study, along with state and local data, including enrollment trends and labor market demand to develop course schedules and determine course offerings.

Requirements for Implementation

- Amend statute and Title 5 regulations to reflect that apportionments may only be claimed if scheduled courses are part of student education plans.
- Amend statute (Education Code 78300) and Title 5 as needed to explicitly allow colleges to enroll community service students in otherwise state-supported credit classes, where there is excess capacity in those classes.
- Current law authorizes community college districts to offer community service classes, but specifies that no General Fund dollars be used to support these classes.
- Under this recommendation, students having the course in their education plan would pay the credit enrollment fee, while students not having the course in their education plan would pay a fee covering the full cost of instruction
- BOG would need to adopt new Title 5 regulations to provide districts with the necessary guidance concerning the setting of the fees and calculation of proportionate cost.
- Amend statute to limit the scope of allowable non-credit classes to only those identified as Career Development or College Preparation (CDCP.)
- Adopt Recommendation 7.1 to increase the statutory authority of the CCC Chancellor's Office (CCCCO) thus allowing for oversight regarding course offerings as well as dissemination of enrollment management best practices for establishing community education programs that respond to community needs while also providing a source of income to the campus.
- Adopt Recommendation 2.2, which revamps the concept and use of student education plans to focus the student on a more prescriptive course of study and concurrently provide a clear roadmap for colleges to determine course demand.

Chapter 5

Improve the Education of Basic Skills Students

Policy Statement. The community college system will develop a cohesive statewide framework for the delivery of basic skills educational services.

Need for Basic Skills Reform

In California, basic skills students often are “traditional” students who have matriculated through the K-12 system and arrived at the community colleges underprepared for college-level work. They may also be “nontraditional” students who are working adults returning to gain a degree or further career-based skills.

Overall, the picture for our basic skills students is not a rosy one. Conservative estimates from national researchers show that 60 percent of all entering college students assess as needing basic skills remediation. Yet, according to data compiled for the Basic Skills Supplement to the ARCC Report (March 2011), only 300,000 students (approximately 10 percent of all community college students) are enrolled in basic skills coursework in any given year. It is particularly worrisome that hundreds of thousands of students are in need of basic skills remediation but not enrolling in those courses.

The success data from the Basic Skills Supplement is equally concerning. Of students who begin a mathematics sequence four levels below transfer-level (16.2 percent of entering students are assessed at this level), only 25.4 percent ever achieve a certificate, degree, or transfer preparation. While students who begin one level below transfer-level (18.4 percent of entering students are assessed at this level) achieve one of these goals at the rate of 42.6 percent, that still leaves more

than 50 percent of students unaccounted for. These general ranges are also applicable to students who begin at equivalent levels in basic skills English writing, reading, and English as a second language.

From an equity perspective, there is also cause for concern. Using the same data source (Basic Skills Supplement) Hispanics comprise over 40 percent of all basic skills enrollments. Blacks comprise 11 percent; Asians comprise 13 percent; and Whites comprise 22 percent. Within two years, Blacks have the lowest successful completion of college-level mathematics at only 17 percent. Hispanics completed college-level mathematics at 25 percent, while whites and Asians completed college-level mathematics at 30 percent and 38 percent respectively. The disparity in completion rates underscores the need for our system to embrace the goal of measuring and working to close equity gaps.

The problem that confronts our system is one of magnitude and resources. We must develop a responsive system of education that clearly outlines the pathway and the interventions necessary for student success and reflects an institutional commitment to commensurately deploy resources to optimize increasingly limited dollars.

Professional development is key.

Central to the creation and implementation of a cohesive framework for the delivery of basic skills is the use of professional development (as discussed in Chapter 6.) In many cases, the changes necessary to increase student success and completion require faculty and staff to build new skills or hone existing skills. Faculty, staff and administrators need consistent, thoughtful, and productive professional development activities that are tied to the desired outcomes.

While many community colleges groups (Academic Senate, the CIOs, the CSSOs, 3CSN, 4CSD, the Community College League of California, the Research and Planning Group, and the Chancellor's Office) have provided professional development to improve basic skills instruction and supports in the state, statewide coordination of what is now a completely-locally-determined professional development activity is needed if systematic change is to be accomplished.

Need to Scale Practices That Work

System-wide efforts such as the Basic Skills Initiative have made initial inroads into addressing basic skills and the students who need them. Scattered throughout the state are successful basic skills interventions that are moving towards college-scale

in terms of impact. However, in many more places, colleges still struggle with how best to tackle this pervasive issue, and the struggle becomes more desperate as resources are further constrained.

Therefore, it is time to overlay local efforts with a more structured statewide framework that provides support for research-based approaches to basic skills interventions, support for bringing successful interventions to scale, support for making the financial decisions necessary for implementation, and support for the intersegmental conversation needed to serve all adult learners in the state.

Basic Skills is a Shared Responsibility with K-12

Addressing basic skills is a shared responsibility between K-12 and the community colleges. Thus, activities regarding alignment and messaging with K-12 and our public four-year institutions are key components of this report and are addressed in previous sections. It is important to note that approximately 68 percent of entering CSU freshman require remediation making it apparent that, as a state, we must provide education in new ways to ensure that students are college-ready (per recommendation of Chapter 1.) As community colleges, we must develop new methods of ensuring that those students who enter our colleges unprepared receive the instruction and services needed to help make them successful.

Balancing Needs of the CCC System

Competency in basic skills (reading, writing, and mathematics) prior to entering a community college is a key challenge for California. While addressing the basic skills needs of students is a central mission of the community college system, the time and resources devoted to basic skills instruction need to be balanced with the other missions of the system, namely occupational training, academic preparation, and transfer. The task force is aware that existing resources need to be allocated judiciously to accomplish these three primary missions. This will involve further prioritizing of the apportionment streams and more directed uses of discretionary funds such as those provided for the Basic Skills Initiative.

Recommendation 5.1

Community Colleges will support the development of alternatives to traditional basic skills curriculum and incentivize colleges to take to scale model programs for delivering basic skills instruction.

The task force believes that the community college system must foster more effective basic skills instruction. We cannot simply place students into classes that use the same mode of instructional delivery that failed to work for them in high school. Within the system, colleges have developed or adopted alternatives to the traditional curriculum that show great promise in revolutionizing the delivery basic skills instruction to adults. For example: (1) the use of learning communities; (2) modularized instruction; (3) intensive instruction; (4) supplemental instruction; (5) contextualized learning – particularly within Career Technical Education Programs; and (6) team teaching, all illustrate new and innovative ways of teaching adults.

There are also new models that have yet to be created. Community colleges can – and should - provide incentives for developing alternatives to traditional curriculum and taking to scale model programs that work.

Requirements for Implementation

- Authorize the reallocation of Basic Skills Initiative (BSI) dollars in the annual Budget Act.
- Chancellor’s Office will adopt amended guidelines to redistribute the BSI funding to:
 - Target a fixed portion of the money to specifically incentivize faculty redesign of curriculum and support innovations in basic skills instruction.
 - Develop clear curricular pathways from basic skills into collegiate-level coursework.
- Amend Title 5 regulations to remove the requirement that supplemental instruction, with regards to basic skills support, be tied to a specific course. This would explicitly enable the use of supplemental instruction for the benefit of basic skills students.
 - Under current regulation (Title 5 Section 58050 and 58172), apportionment can only be claimed for supplemental instruction provided through a learning center if the hours of instruction are tied

to a specific course and the hours are laid out in the course outline of record for the course. Given that the needs of basic skills students vary and are hard to predict, such restrictions prevent colleges from funding this form of support for basic skills students.

- Implementation of Recommendation 8.3 - which establishes an alternative funding model for basic skills – would provide a financial incentive to further encourage innovation in the delivery of basic skills instruction.

Recommendation 5.2

The state should develop a comprehensive strategy for addressing basic skills education in California that results in a system that provides all adults with the access to education in mathematics, English, and English as a Second Language (ESL.)

Improve Coordination of K-12 and Community College Basic Skills Programs

The community colleges, with their K-12 and community-based partners, should develop a clear strategy to respond to the continuum of need in order to move students from educational basic skills to career and college readiness. This plan should include:

- Improved availability and quality of advising and counseling services for basic skills students, providing them a clear pathway to reaching their academic goals
- Increased preparedness for faculty and staff on the special needs of basic skills students
- Identification and funding of best practices in basic skills delivery, both student services and instructional programs, that support moving students more effectively and efficiently to career and transfer readiness
- Identification of the appropriate credit and non-credit levels to be delivered by each education segment making sure to provide “safety nets” and an appropriate overlapping of services to provide all students with access to basic skills instruction

Demise of Adult Education

Failure to address the basic skills needs of the state will have lasting negative impacts on hundreds of thousands of Californians as well as the state's economy and social climate. The Governor and Legislature should reexamine the implementation of K-12 budgetary flexibility for adult education funds, and the resulting redirection of support for these programs, to determine if this practice is consistent with California's current social and economic needs.

As part of the 2009-10 State Budget, K-12 school districts were given the authority to redirect categorical program funding originally appropriated for specified programs.

As a result, roughly \$800 million in Adult Education funds was shifted to support other K-12 categorical programs that had experienced deep funding cuts. Based on recent estimates, school districts have exercised this option and transferred more than \$400 million out of Adult Education programs. It is important to note that the decision to redirect funds is made at the district level and therefore program implementation varies. Statewide, the substantial reduction in support for K-12 adult education programs has resulted in increased demand on community colleges to provide education to this population in addition to current students' needs for noncredit and credit basic skills courses. Unfortunately, due to budget cuts, community colleges do not have the capacity to expand course offerings to meet this increased demand. As a result, large numbers of adults in need of basic skills education have gone unassisted. In addition, the considerable local variation in programmatic decisions by K-12 districts has resulted in a fractured system of basic skills delivery to an already needy yet essential segment of the California population.

Need for Legislative and Gubernatorial Direction

State leaders need to determine if the current flexibility over K-12 adult education funds is consistent with state economic and social needs and whether these funds should be rededicated to serving basic skills needs. They should also determine whether these programs would best be placed in the K-12 or community college system and provide funding commensurate with the task.

Chapter 6

Revitalize and Re-envision Professional Development

POLICY STATEMENT

The community college system will develop and support the continued and focused professional development for all faculty and staff.

Need for Professional Development

On-going professional development is a fundamental component of supporting systemic change that will improve student success. Without a sustained and focused approach to professional development, institutions, let alone an entire educational system, cannot expect to change attitudes, help faculty and staff rethink how their colleges approach the issue of student success, and implement a continuous assessment process that brings about iterative improvement. This type of change will not happen overnight. The end result envisioned by the Task Force will need to emerge through years of refinement.

History of Professional Development

Support for professional development in the California Community Colleges has been mixed. While recognition was given to the important role of professional development in the landmark community college bill AB 1725, the goal of providing specific funding to support on-going professional development has never been reached. Today, most colleges attempt to carve out support from the general fund,

but financial pressures have continued to erode institutionally supported professional development. Some colleges have relied on outside grants for professional development to faculty, but for the most part these strategies are limited to boutique programs rather than campus-wide issues. The Basic Skills Initiative (BSI) has provided some funding for professional development, but these funds are modest at best. Furthermore, in spite of the best intentions of those hired to provide professional development at the colleges, professional development activities have tended to focus on short-term programs or one-time workshops rather than providing the sustained engagement with ideas and processes that, research has shown, has a greater chance of bringing about real change.

Flex Days

Education Code 84890 - established in 1981 – allowed community colleges to move away from the standard 175-day instructional calendar that was a holdover from the K-12 system and instead use up to 15 days per year for professional development [see Title 5 sections 55720-55732]. Most colleges implemented a combination of fixed and flexible days. Fixed days require faculty and staff to attend mandatory programs determined by the college while flexible days are used for faculty determined activities, such as conferences, coursework, and research. Today, fixed flex days are comprised largely of campus-wide activities such as convocations, beginning-of-the-semester state-of-the-college presentations, and departmental meetings. Workshops related to effective teaching and student success are also offered, but, as stated above, suffer from being of limited duration and thus of limited effect overall.

Under the current regulations, the following activities are staff development activities allowable under a flexible calendar:

1. Course instruction and evaluation;
2. Staff development, in-service training and instructional improvement
3. Program and course curriculum or learning resource development and evaluation;
4. Student personnel services;
5. Learning resource services;
6. Related activities, such as student advising, guidance, orientation, matriculation services, and student, faculty, and staff diversity;
7. Departmental or division meetings, conferences and workshops, and institutional research;
8. Other duties as assigned by the district.

9. The necessary supporting activities for the above.

The Flexible Calendar Program Numbers

Category	Totals
Percentage of colleges that participate in the Flexible Calendar Program	95.5%
Number of colleges that do not participate in the Flexible Calendar Program	5
The average number of Flexible days per college is	5.3 days
The most common number of Flexible days taken by colleges.	23 Colleges have 4 Flexible days
Number of colleges with the maximum number of 15 Flexible days.	0
Number of colleges that have 14 Flexible days	2
Number of colleges that have only 1 Flexible day	5

The state provides strong support for professional development activities through its Flexible Calendar Program, which allows colleges to exchange instructional days (where students are on campus) for professional development days (where faculty and staff are engaged in active professional development.) In the 2009-10 academic year, the community college system converted almost three percent of its instructional days into professional development days.

The Task Force believes that, as a community college system, we must adopt a more systemic and long-term approach to professional development. Without this change, colleges will be unable to achieve the changes necessary to increase the success of our students. Because of their central role in working with and on behalf of students, faculty should be the primary focus of professional development efforts, with a targeted emphasis on part-time faculty, who teach up to 50 percent of the courses on a given campus.

Recommendation 6.1

Community colleges will create a continuum of strategic professional development opportunities, for all faculty, staff and administrators to be better prepared to respond to the evolving student needs and measures of student success.

To accomplish major changes in the California Community Colleges, professional development must be at the center of the discussion. In many cases, the changes necessary to increase student success and completion require building new skills or honing existing skills. Faculty, staff and administrators need consistent, thoughtful, and productive professional development activities that are tied to a set of outcomes linking to a state agenda for student success.

The Board of Governors should have the ability to direct colleges to respond to what are agreed upon strategic professional development activities. As California prepares to address key issues, whether they be instructional, fiscal, safety, or intersegmental, professional development of the community college personnel is key. Given the level of responsibility granted to the Academic Senate on instructional matters, the Board of Governors should solicit their input on a regular basis with regards to statewide professional development goals and direction.

Requirements for Implementation

- Amend statute and Title 5 regulations to authorize the Chancellor's Office and/or Board of Governors to mandate the use of professional development to address state objectives, thus requiring that colleges link mandatory professional development activities to a set of statewide objectives and then measure movement towards those objectives.
- Amend Title 5 regulations to authorize the Chancellor's Office and/or Board of Governors to mandate specific professional development purposes for flex day(s).
- Amend Title 5 regulations to ensure that professional development is also equally focused on part-time faculty.
- The Chancellor's Office should explore the use of myriad approaches to providing professional development, including regional efforts and expansion of the use of technology.

RECOMMENDATION 6.2

Community Colleges will direct professional development resources targeted at both faculty and staff toward improving basic skills instruction and support services.

In addition to the flexible calendar program for the community colleges, there are allocations directed by the Legislature specifically toward basic skills professional development. These allocations should not only continue but be expanded to provide continuous and thorough support for faculty and staff in the issues related to basic skills instruction and student support services. The pedagogical approaches to be included should respond not only to discipline issues but also within the context of economic or cultural differences of students.

In addition to the specific professional development funds available through the annual Budget Act, California should continue to direct and coordinate special programs in vocational education, economic development, science, mathematics, categorical areas, and others in order to integrate basic skills improvement throughout the entire community college system.

Requirements for Implementation

- Amend, where needed, statute and/or Title 5 regulations to authorize the Chancellor's Office/Board of Governors to mandate the use of professional development to address state objectives.
- Amend Title 5 to authorize the Chancellor's Office/Board of Governors to mandate specific purposes for flex day(s).
- Amend Title 5 to enable part-time faculty to engage in and be supported by college professional development activities.

Chapter 7

Enable Efficient Statewide Leadership and Increase Coordination Among Colleges

POLICY STATEMENT

The State should authorize greater coordination and support among colleges so that California’s diverse community colleges can function more as a system.

Need for a Stronger Community College System Office

Implementing reforms that will make the California Community Colleges (CCC) more oriented around improving student outcomes require a stronger and more coordinated college system. The system needs a structure that can both drive and ensure fidelity to statewide efforts aimed at improving student outcomes. Improved sharing of data, common goal setting, and a stronger Chancellor’s Office are foundational to implementing system-wide reform and refocusing the system on improving student outcomes.

The implementation of key recommendations in this report, such as aligning college readiness standards and assessment tools, focusing course schedules on the needs of the students, creating a student-oriented technology system, and directing professional development resources towards state and system-wide-priorities, all require a stronger and more coordinated chancellor’s office. Alignment among colleges is long overdue, and doing so will save student’s time and money and help them more efficiently reach their educational goals.

How California's Other Higher Education Systems Operate

Each of the three public higher education segments in California has a central office charged with leading, coordinating, and administering the respective systems. Of the three, the California Community Colleges Chancellor's Office and the Board of Governors has, by far, the least power and control over the colleges within its system. Unlike the UC Board of Regents and the CSU Board of Trustees, the CCC Chancellor's Office is a state agency under the control of the Governor. While the Governor makes appointments to all three boards and all three boards appoint their respective CEO's, only the CCC Chancellor lacks the ability to appoint senior management staff such as vice chancellor's and deans. This severely reduces the authority of the Chancellor and diminishes the Chancellor's ability to lead the system. Furthermore, only the CCC is subject to state civil service hiring regulations. In some cases, this prevents the Chancellor's Office from hiring the most qualified job applicants either because of the technicalities of the hiring process or because of salary limitations imposed by the state civil service system. The CCC Chancellor's Office is also impacted by state control over its regulatory power. Unlike the other higher education segments, the CCC must obtain the approval of the Department of Finance before enacting regulations affecting the community college districts or changing how its resources are deployed to meet system needs.

Role that Stronger Chancellor's Office Would Play

While shared governance with local district control remains a bedrock principle of the CCC system, many of the colleges face common challenges that could be most efficiently addressed through more structured leadership from the Chancellor's Office. For example, colleges often develop extremely effective educational programs that could benefit all of the colleges, but the system lacks a robust method of disseminating effective best practice information to the colleges. Further, recommendations contained in this chapter call on districts and colleges to establish goal-setting processes and to align those goals with state and system-wide priorities. To effectuate this recommendation, a strong Chancellor's Office is needed to coordinate those efforts.

In some cases, groups of colleges within a region could benefit from collaborating to address issues unique to those regions. While there are examples of regional collaboration among districts, they have been the exception rather than the rule. A strong Chancellor's Office, oriented towards student success, would be empowered to help coordinate and incentivize regional approaches to delivering programs.

Past Attempts

Proposals to strengthen the CCC Chancellors Office have been included in past statewide educational planning processes. For example, prior reports by The Little Hoover Commission and legislative reviews of the Master Plan for Higher Education have all included recommendations to better align colleges through a more robust CCC system-wide office. Sadly, these proposals have all failed, for different reasons and at different times, but they have failed nonetheless.

California is at a critical economic juncture, and community colleges, through the recommendations contained in this report, are committed to reorienting themselves toward ensuring students succeed. Without more authority in the Chancellor's Office to help colleges implement these recommendations and hold them accountable for positive change, the impact of the recommendations contained within this report will be substantially weakened.

Recommendation 7.1

The state should develop and support a strong community college system office with commensurate authority, appropriate staffing, and adequate resources to provide leadership, oversight, technical assistance and dissemination of best practices. Further, the state should grant the Community College Chancellor's Office the authority to implement policy, consistent with state law.

Requirements for Implementation

- Amend statute to grant the Board of Governor's authority to appoint vice-chancellors and deans.
- Amend statute to move the Chancellor's Office out of the Executive Branch.
- Amend statute (Education Code 70901.5) to allow the Chancellor's Office to promulgate Title 5 regulations without first obtaining approval from Department of Finance.
- Revise funding for the Chancellors Office by financing the office through alternative means, possibly through the use of ongoing Proposition 98 funding, to be taken from the community colleges share of the Proposition 98 guarantee, or a fee-based system.
- Centrally fund statewide initiatives (technology and professional development)
- Retain annual current Budget Act authority appropriating funds for the academic senate and add budget authority for the student senate because they are critical to the shared governance process
- Focus the Chancellor's Office on adopting a regional framework to help colleges collaborate and developing a robust system of disseminating best practice information and technical assistance to local colleges.

Recommendation 7.2

In collaboration with the CCC Chancellor’s Office, districts and colleges will identify specific goals for student success and report their progress towards meeting these goals in a public and transparent manner (consistent with Recommendation 7.3).

Requirements for Implementation

- The Chancellor’s Office, in consultation with the various internal and external stakeholders, will establish an overarching series of goals, with districts and individual colleges prioritizing these goals and establishing strategies that address local considerations.
- In order to measure and direct attention to addressing persistent equity gaps, these goals will include sub-goals by race/ethnicity.
- The Chancellor’s Office will implement robust accountability reporting (via a publicly understandable “score card” per recommendation 7.3), which will include progress made on intermediate measures of student success as well as ultimate outcomes. Implementation of this recommendation will focus on which additional data elements are needed to support the goal setting function as well as which data elements can be retired to offset the new reporting requirements.
- While no additional statutory authority is needed for local districts, colleges, or the Chancellor’s Office to establish goals, implementation of recommendation 7.1 is critical to ensuring that local goals are aligned with state and system-wide measures of student success and that accountability “score cards” are implemented in a meaningful way.

Recommendation 7.3

Implement a student success score card.

In order to increase both public and institutional attention on student success, the California Community Colleges will implement a new accountably tool that would present key student success metrics in a clear and concise manner. These score cards will be posted at the state and local level to help concentrate the focus of educational leaders on student performance. In order to focus state and local efforts on closing equity gaps, the score cards will include break outs by ethnic group.

The success metrics included on the score card would measure a variety of student outcomes, including successfully reaching “momentum points,” such as completion of a basic skills sequence and earning specified thresholds of units, which have been shown to lead to successful program completion. In calculating gains in performance, each college would be compared against its own past performance, thus neutralizing differences associated with local economic and demographic variables. These success measures would include intermediate as well as completion outcomes. Examples of intermediate outcomes include: rate of earning 15 units, 30 units and 60 units; rate of completion of a college level (degree applicable) course in math and English; basic skills improvement rate; rate of term-to-term persistence; and ESL improvement rate. Completion outcomes would include earning a certificate, an associate degree, and transferring to a four-year institution. The Chancellor’s Office will develop score card metrics and format, in consultation with internal and external stakeholders.

This new score card would be built on the existing Accountability Reporting for Community Colleges (ARCC), our statewide data collection and reporting system. It should be noted that ARCC has proven itself to be an extremely effective system for gathering and reporting a broad range of student data from the colleges. The key difference is that the new score card would present a distilled subset of data in a brief format that will help to focus attention on the system’s current student success efforts.

Requirements for Implementation

- No statutory changes are needed to develop the score card format and process.
- Amend Title 5 to require local boards to discuss the score card at a public hearing and certify its content. Colleges would then publicly post their score card on websites and at physical locations and the Chancellor's Office would make results for all colleges readily available for public view. Implementation of the score card process would be required as a condition of receiving funding under the Student Support Initiative (see Recommendation 8.1).

Recommendation 7.4

The state of California should develop and support a longitudinal student record system to monitor student progress from elementary through postsecondary education and into the workplace.

Linked student level data is critically needed to determine what is working and what is not working to improve student achievement. Under the present system, educational records are housed at each of the segments (CCC, CDE, CSU, UC) respective headquarters. While these institutions routinely share data for a variety of mandated reports and studies, data has not been aggregated centrally or leveraged to improve student instruction or develop centralized student support systems.

The community colleges need system-wide student level data that can link to the other higher education segments, K-12, and the workforce in order to analyze progress and identify, improve, and implement strategies that are effective at improving student outcomes. This need has increased as the state budget crisis has led to significant cuts in funding for public education. The CCC needs information on what is working and what is not in order to set funding priorities in a way that puts students' needs first.

Shared student level data is also needed to unite the colleges' work to improve student completion. Many community college students transfer among colleges during their educational career or take courses at more than one college at the same time. A shared data system would allow colleges to synchronize assessments and have a common standard to determine readiness for credit bearing coursework. Further, robust data would better enable faculty members to incorporate post-enrollment student outcomes into their curriculum development.

Good linked data is essential both for in-person and online education planning and advisement, the implementation system-wide enrollment priorities, and the subsequent ability of colleges to match course offerings with actual student educational pathways. Without good student-level information, neither counselors nor online tools will be able to provide the guidance necessary to help students select courses and sequence those courses in a manner appropriate to their program of study. Such data could also be used to maintain transcripts and monitor students' degree status so students not only know how to pursue their postsecondary goals, but are also aware of when they have reached them. Because of the lack of coordination between community colleges today, many students continue to take

courses even after meeting the requirements for a certificate or transfer to a UC or CSU simply because they are not aware that they have completed the requirements. Shared data is essential to making the system more efficient and to improve student completion of their academic goals.

Required for Implementation

- Secure a commitment from the education segments for the development of a longitudinal K-20/wage data warehouse and the creation of an educational research resource.
- Chancellor's Office, together with the other education segments and the labor agency should procure one-time funding (including grant and philanthropic funding) for database development.

Chapter 8

Align Resources with Student Success Recommendations

POLICY STATEMENT

Both the redirection of existing resources and the acquisition of new resources will be necessary to implement the recommendations contained in this report.

In developing its recommendations, the Task Force took care to work within reasonable assumptions of available state funding. Clearly the current economic recession and California's lingering structural budget shortfall will continue to constrain the ability of the state to make new large-scale investments in the community colleges. For this reason, the Task Force crafted its recommendations to minimize financial costs.

Throughout this document, many recommendations are designed to make the colleges and the system as a whole more efficient, by improving productivity, lowering costs and better targeting existing resources. The resources saved by implementing these recommendations can then be reinvested to advance the system's student success efforts. The following is a list of resource saving strategies included in previous chapters of this report:

- Improving enrollment and registration priorities to focus scarce instructional resources on the most critical educational needs;
- Centralizing the implementation of assessment, technology, and other initiatives to achieve greater economies of scale;

- Modifying the Board of Governor's Fee Waiver program;
- Expanding the use of technology to promote efficiency and effectiveness;
- Identifying best practices that can be achieved by redirection of local resources.

Despite efforts to contain costs, many aspects of this Student Success Plan will require additional funding in order to implement the recommendations at scale and achieve significant positive impacts on student outcomes. Notably, expanding the use of diagnostic assessments, orientation, and education planning have been identified as critical elements for our colleges to better serve students. Under the current community college funding model and within the system's current funding levels, it is not feasible to expand these practices to the degree necessary to spur systemic improvement. However, with a modest additional state investment, coupled with the reallocation of existing community college funding, and the expanded use technology, we believe it is possible to implement system-wide improvements capable of yielding substantial increases in student outcomes.

Recommendation 8.1
Consolidate select categorical programs.

Over time, the Legislature, often at the urging of the community college system, has developed categorical programs to address specific priorities and concerns. In the community colleges, these programs were by-and-large designed for several reasons:

- To ensure that traditionally underserved populations of students received services (Basic Skills, Disabled Student Services and Programs, CalWORKs; Fund for Student Success, EOPS);
- To ensure that money was available to support the needs of part-time faculty (Part-Time faculty health insurance, Part-Time Faculty Office Hours and Part-Time Faculty Compensation); and
- To provide a mechanism to centrally fund various core programs and services or to designate that dollars be spent for specified, yet critical programmatic purpose (Telecommunications and Technology Infrastructure, Academic Senate, Physical Plant and Instructional Equipment).

While well intentioned, the cumulative effect of this budget practice has been to create 21 separate programs that local colleges must manage and coordinate as they attempt to focus on the ultimate objective of helping students achieve their educational goals. Further, while each categorical program benefits the students being served by that particular program, every year hundreds of thousands of otherwise eligible students go without assistance due to capacity constraints. The community college system is in need of large-scale, systemic strategies to assist students in overcoming challenges on their way to attaining their educational objectives.

One of the overarching themes of this report is to set state and local goals for student success and hold districts and colleges accountable for reaching those goals. A second major theme is to align funding with these goals. Under this consolidation model, districts would have the ability to target their dollars in a coordinated and unified manner to promote student success. Further, by consolidating categorical

programs, local districts reduce the number of different program requirements to which they must adhere, thus being able to spend less time focusing on program compliance and more time focusing on overall institutional effectiveness. In exchange for this added flexibility, districts will be subject to additional performance review based on specified student and institutional metrics.

This proposal does not mandate that districts shift their categorical resources and districts may choose to maintain categorical programs consistent with past practice. However, districts wishing to restructure categorical programs in a more coordinated and unified manner will now have greater authority to do so. This additional flexibility will allow districts to craft student success strategies that best fit their students and institutions.

The Task Force recommends that the existing 21 categorical programs be consolidated as follows:

Student Support Initiative

Combine eight existing programs into the new Student Success Initiative. These include: Basic Skills; Financial Aid; CalWORKs; Foster Care; Matriculation; Physical Plant and Instructional Equipment; Fund for Student Success; Child Care Tax Bailout. This fund would then be augmented as the first priority for new state monies.

Faculty Support Initiative

Combine four existing programs into a consolidated faculty support program. These include: Equal Employment Opportunity; Part-Time Faculty Office Hours; Part-Time Faculty Health Insurance; and Part-Time Faculty Compensation.

Workforce Development Initiative

Combine four existing workforce training programs into a consolidated workforce program. These include: Economic and Workforce Development; Career Technical Education; Nursing Support; and Apprenticeship.

Other Programs

The remaining categorical program would be treated as follows:

- Disabled Student Services and Programs would remain a separate categorical program due to federal and state mandates to provide educational access to students with disabilities.
- Telecommunications and Technology Infrastructure Program, the Academic Senate, and Transfer and Articulation would remain separate categorical programs due to their critical statewide functions.
- Extended Opportunity Program and Services would remain a separate categorical program.

Requirements for Implementation

- Amend statute (annual Budget Act) to reflect the consolidated programs and appropriation levels.

Recommendation 8.2

Invest in the Student Support Initiative

At the heart of the Student Success Plan is the need to improve and expand core student support services such as diagnostic assessments, orientation, and education planning in order to help students successfully navigate the community college environment. Bolstering these support programs will require reprioritization of resources at the state and local levels, increased use of innovative technologies, as well as additional state investment.

While innovation and reprioritization will be necessary, the reality is that without additional funding in these areas, the ability of colleges to implement many key elements of the Student Success Plan, particularly in the area of support services, is doubtful. Accordingly, the state and the community college system should set as the first priority for additional state funding investment in the new Student Support Initiative.

- Beginning with the 2012-13 State Budget, the first priority for new monies appropriated to the system would be to augment the Student Support Initiative.
- These funds would be directed to community college districts to make strategic local investments in activities and programs that are necessary to promote student success, including but not limited to implementing diagnostic assessments, orientation, and education planning.
- Receipt of these funds by a district would be conditioned on the district developing and submitting to the Chancellor's Office local student success plans that are consistent with state and local district goal setting (as outlined in chapter 7) and address student equity impacts. Plans will identify specific strategies and investments over a multi-year period.
- Further, as a condition of receiving Student Support Initiative funds, districts would be required to implement the common assessment proposed in Recommendation 2.1 and the accountability score card described in Recommendation 7.3.
- The Chancellor's Office will monitor district progress towards meeting goals, both in terms of programmatic implementation and also student success metrics.

Requirements for Implementation

- Amend the annual Budget Act, statute, and title 5 regulations to fund and implement the new Student Support Initiative as outlined above.

Recommendation 8.3

Establish an alternative funding model to encourage innovation and flexibility in the delivery of basic skills instruction.

Helping students successfully master basic skills requires a variety of interventions that span from innovative pedagogical strategies to proactive student support services. The right combination of interventions varies across colleges and across students; there is no “one size fits all” model. In addition, the intensity and timing of interventions needed to help students progress in basic skills acquisition may vary considerably. Despite this variation in individual student needs, the current community college funding model assumes that basic skills students progress along a standard course sequence, with funding dispensed to the district based on a standard full-time equivalent students (FTES) allocation formula.

Rather than having “seat time” as the dominant driver in basic skills funding, the development and implementation of an alternative funding model would reimburse colleges for successfully moving students from below college level to college level. This approach would allow districts to innovate and develop programs built around student needs rather than the standard FTES allocation model. The total cost to the state of successfully moving a student through the basic skills sequence would remain unchanged. See the example below:

Eddy assesses at two levels below college level in math. In the traditional FTES funding model, we would assume that Eddy would take two three-unit courses on his path to attaining college readiness in math. Instead, Eddy's college uses an intensive program that involves smaller class sizes, tutoring, and other support services. As a result, Eddy retests at college level in math at the end on his first three-unit class. The college receives FTES reimbursement for the three unit course that Eddy completed, in addition, the alternative funding model provides the college with funding equivalent to the FTES (roughly \$450) that would have been claimed in the event Eddy enrolled in a second three unit course.

Requirements for Implementation

- Amend statute and the annual Budget Act to provide dedicated funding and funding authority. Resources could either be provided as an augmentation in the State Budget or could be authorized, via a statutory and/or regulatory change, to be drawn from community college base apportionments.
- Adopt Recommendation 2.1 related to the development and implementation of a common assessment in order to ensure the fair and uniform implementation of this alternative funding model. Districts would be required to use the common assessment in order to participate in this alternative basic skills funding model.

Recommendation 8.4

Do not implement outcomes-based funding at this time.

Review of Outcomes-Based Funding

As part of its charge, the Task Force studied outcomes-based funding as one of the many potential strategies to promote improved student success. The topic was addressed extensively in both the full Task Force and in a smaller Working Group on Finance. In this examination, the Task Force benefited from input by practitioners from other states that have implemented outcomes-based funding as well as nationally recognized researchers who have examined various funding models. In addition, the Task Force reviewed the available literature, including numerous studies and reports from academic researchers and education groups.

The underlying premise of outcomes-based funding is that by providing funding to colleges in manner that rewards improvement in desired outcomes, college personnel will develop a greater focus on student success and modify activities and investments to harness the greatest possible achievement in the specified outcomes. As the Task Force examined the topic, they considered potential concerns about this funding model including: (1) the risk that community colleges might “cream” students in order to improve success rates; (2) that colleges serving more disadvantaged population might be financially penalized; and (3) that increased funding volatility might actually undermine the ability of colleges to plan and support effective programs. The Task Force also studied strategies that could be used to mitigate against these potential concerns. In this work, the Task Force studied the implementation of outcome-based funding in other states, including Pennsylvania, Indiana, Tennessee, Ohio, and Washington.

Of the models examined, the Task Force determined that the program implemented in Washington State offered the most promising approach. Their success metrics focus on momentum points and reward colleges for a variety of outcomes including advancing students through a basic skills sequence and accumulating specified thresholds of units that have been shown to be important “tipping points” leading to successful program completion. Each college is compared against its own past performance, thus neutralizing differences associated with local economic and demographic variables. The outcomes-based funding mechanism involves a relatively small portion of overall funding, thus limiting funding volatility. Lastly, the

Washington State model has demonstrated early signs that student outcomes have improved under the new funding formula.

Split Decision

After considerable review, the Task Force was deeply divided on the topic of outcome-based funding. A vocal minority supported implementing some version of outcome-based funding, while the majority of Task Force members did not support such a proposal at this time due to various concerns, some of which are noted above. For many Task Force members, the lack of evidence demonstrating that outcome-based funding made a positive impact on student success was an important factor in their decision to reject implementing outcome-based funding at this time. While some states have identified positive impacts, others have not and have terminated implementation of their outcomes-based funding models. The Task Force suggested that the Chancellor's Office continue to monitor implementation of outcomes-based funding in other states and model how various formulas might work in California.

Related Recommendation for an Accountability Score Card

In presentations to the Task Force, educational leaders from Washington and Ohio emphasized that while linking funding to outcomes helped their states bring attention to measures of success, it was the public reporting of outcome data that had the greatest effect on the planning and decisions of college leaders. This information fueled a spirited discussion in the Task Force that led to a widely supported recommendation that the California Community Colleges implement a new outcome-based accountability tool that would present key student success metrics in a clear and concise manner. These score cards would be posted at the state and local level and would help to concentrate the focus of educational leaders on student performance. (Please see Recommendation 7.3 for additional details on the score card proposal.)

Task Force on Student Success Members

Dr. Manuel Baca

Professor of Government Rio Hondo College
Member, Board of Governors, California Community Colleges
Member, Board of Trustees, Mt. San Antonio Community College District

Christopher Cabaldon

Mayor West Sacramento
Capitol Impact

Dr. Constance M. Carroll

Chancellor San Diego Community College District

Tara Cooper

Matriculation Student Personnel
Assistant American River College

Dr. Yasmin Delahoussaye

Interim Vice Chancellor Educational Programs and Institutional Effectiveness
Los Angeles Community Colleges District

Dr. Benjamin Duran

Superintendent/President Merced College
Co-Chair, Community College League's Commission on the Future

Kevin Feliciano

President, Student Senate for California Community Colleges

Dr. Robert Gabriner

Director, Research and Planning Group
Center for Student Success and Director of the Educational Leadership Program at SF State University

Richard Hansen

Mathematics Instructor De Anza College
President, California Community College Independents

Dr. Brice Harris

Chancellor Los Rios Community College District

Carol Liu

Senator, 21st District

Rubén Lizardo

Associate Director PolicyLink

Dr. Peter MacDougall

President Emeritus Santa Barbara City College
Member, Board of Governors, California Community Colleges

Dr. Jeannette Mann

President California Community College
Trustees Member, Board of Trustees Pasadena Area Community College District

Dr. David Morse

English Professor Long Beach City College

Dr. Melinda Nish

President, California Community Colleges
Chief Instructional Officers Executive Board
Vice President, Instruction, Orange Coast College

Dr. Jane Patton

Past President, Academic Senate

Cynthia Rico-Bravo

Counselor/Professor Counseling Faculty
San Diego Mesa College

David Rattray

Senior Vice President of Education and Workforce Development
Los Angeles Area Chamber of Commerce

Dr. Nancy Shulock

Professor/Director Institute for Higher Education Leadership and Policy
California State University

Ex Officio Member

Dr. Jack Scott,

Chancellor, California Community Colleges

Executive Director

Amy C. Supinger