



# California Community Colleges

system strategic plan

EDUCATION AND THE ECONOMY:  
SHAPING CALIFORNIA'S FUTURE TODAY

JANUARY 17, 2006

THE STRATEGIC PLANNING PROCESS IS SUPPORTED BY  
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prepared for  
THE CALIFORNIA COMMUNITY COLLEGES BOARD OF GOVERNORS

prepared by  
THE CALIFORNIA COMMUNITY COLLEGES SYSTEM STRATEGIC PLAN STEERING COMMITTEE

and



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# I. INTRODUCTION

## PURPOSE

The System Strategic Plan for the California Community Colleges provides a comprehensive road map for improving student access and success. The Plan addresses the major demographic, economic and educational challenges that California will face over the coming decades. It presents clear system goals, specific strategies and implementation measures, as well as methods for assessing implementation and ensuring the Plan's ongoing renewal. Developed through consultation with the College's educational leaders and external partners, this Plan builds on the planning and work done by the individual Colleges and Districts, and provides a framework for all constituencies to work together.

## PLAN FRAMEWORK

As shown in Figure 1 on the following page, the Plan includes five elements:

**Vision.** The preferred future for the system.

**Planning Principles.** The foundational assumptions that recognize the benefits and limits of strategic planning for a diverse "system" of autonomous colleges and districts.

**Values.** Qualities and principles that will guide implementation of the plan.

**Missions.** Core focus areas of the Colleges.

**Strategic Goals.** Directions for change. The strategies under each Strategic Goal present the specific initiatives that will implement the plan.

## PARTICIPATORY AND BILATERAL GOVERNANCE

California's Education Code specifies the roles and responsibilities for governance of California's Community Colleges. In 1988, AB 1725 established the current structure for the Colleges, including the bilateral governance structure and the role of faculty, classified staff and administrators in the governance process. The System Strategic Plan presents areas of collaboration and coordination between the local governance structures, the statewide governance bodies, and the system's partners—while maintaining all existing bilateral and participatory governance roles.

## STRATEGIC PLANNING PROCESS

The Strategic Plan was developed with input from a wide range of internal constituencies of the California Community Colleges system, as well as external stakeholders and

*The Plan provides a common set of goals and directions for the California Community Colleges System.*



# VISION

California's Community Colleges provide upward social and economic mobility through a commitment to open access and student success by delivering high quality, affordable and comprehensive higher education.

Figure 1

## GUIDING FRAMEWORK

### Planning Principles

Access to Quality Higher Education

California's Social, Civic and Economic Development

Shared Goals, Ideas and Resources

Existing Governance Processes

Regional and Local Circumstances

A Systems Approach to Management of Higher Education in California

### Values

All people have the opportunity to reach their full **educational potential**.

The Colleges embrace **diversity** in all its forms.

The Colleges strive for **innovation and creativity**.

All people have a right to access **quality higher education**.

All people have access to **lifelong learning**.

An **educated citizenry** is the basis for democracy.

### Missions

Transfer Education

Basic Skills and English Language Proficiency

Economic and Workforce Development

Lifelong Learning

Associate Degrees and Certificates



## Strategic Goals

### A. College Awareness and Access

Increase awareness of college as a viable option and enhance access to higher education for growing populations.

## Strategies

- A1. Early Awareness of College as a Viable Option
- A2. Removing Barriers to Access and Student Success
- A3. Innovative Programs and Outreach for Growing Populations
- A4. Multiple Delivery Methods
- A5. Institutional Capacity for Diversity

### B. Student Success and Readiness

Promote college readiness and provide the programs and services to enable all students to achieve their educational and career goals.

- B1. Basic Skills as the Foundation for Student Success
- B2. Assessment and Placement
- B3. Articulation with K–12
- B4. Intersegmental Transfer
- B5. Teaching and Learning Effectiveness
- B6. Degrees and Certificates
- B7. Innovative Practices in Workforce Education

### C. Partnerships for Economic and Workforce Development

Strengthen the Colleges' capacity to respond to current and emerging labor market needs and to prepare students to compete in a global economy.

- C1. Coordination of Statewide Workforce Programs and Policies
- C2. Career Pathways
- C3. Curriculum and Program Development and Approval Process Improvements
- C4. Regional Collaboration Through Multi-Agency Networks
- C5. Defining and Addressing Long-Range Economic and Workforce Trends
- C6. Funding and Pay Equity

### D. System Effectiveness

Improve system effectiveness through communication and coordination, regulatory reform, and performance measurement.

- D1. Accountability Research for the Community Colleges
- D2. Comprehensive Measures of Success
- D3. Analytical Capacity for Measuring Success
- D4. System Office Roles and Functions
- D5. Agreement on System-Wide Priorities
- D6. Selective Regulatory Reform
- D7. Resource Sharing
- D8. Leadership and Professional Development
- D9. External Relations
- D10. Coalition for Higher Education

### E. Resource Development

Provide enhanced resources and allocation methods to ensure high quality education for all.

- E1. Alignment of Budget Priorities with System Strategic Plan
- E2. Resource Diversification
- E3. Funding for Increased Access and Student Success
- E4. Resource Optimization
- E5. Fee Policy Review
- E6. Equity in District Funding





The Strategic Plan uses the terms “California Community Colleges” and “Colleges” to refer to the 109 Colleges. The term “System Office” refers to the State agency with limited leadership, support and regulatory functions (also referred to in state law as the Chancellor’s Office).

partners, including other segments of education, businesses and State agencies. A Strategic Plan Steering Committee, with representation from these stakeholder groups, developed recommendations for review by the California Community Colleges Board of Governors. (The Steering Committee membership is shown in Appendix A.)

The strategic planning process was initiated with ten Regional Planning Meetings held throughout the state to obtain input from administrators, faculty, classified staff, trustees and students on major issues and challenges facing the Colleges. The meetings generated overall themes and directions regarding the future of the Colleges.

Other groups that provided valuable input include the California Community Colleges Board of Governors, the California Education Roundtable, the California Community Colleges Statewide Academic Senate Executive Committee, business and industry groups in the San Francisco Bay Area and the Inland Empire region of Southern California, the Boards of the

California Community College Trustees and Chief Executive Officers, System Office staff and state government policy staff from the Department of Finance, the Legislative Analysts Office, and Senate and Assembly education committees. (A complete list of the meetings is shown in Appendix B.)

The Center for Student Success of the Research and Planning Group for California Community Colleges provided quantitative data and policy analysis in an environmental scan, *Summary of Key Issues Facing California Community Colleges Pertinent to the Strategic Planning Process*. This document presents the information that serves as a background and context for developing the strategic goals and strategies.

The System Office will lead the Strategic Plan implementation process, which will include representatives of bilateral and participatory governance bodies, as well as business, government and community groups and organizations (see Section V).

## II. CHALLENGES AND OPPORTUNITIES

The California Community Colleges face four major challenges that will be addressed through this Strategic Plan and the updates that will follow:

- Demographic Change: A New California
- Educational Challenges
- Aligning State Educational Policies
- Capacity for Change

### DEMOGRAPHIC CHANGE: A NEW CALIFORNIA

California is home to a diverse population. By 2025, the state's multicultural character will expand dramatically, as the state adds between 7 and 11 million residents—as many people as now live in Ohio. Increasing the state's population of 37 million to almost 48 million will change California:

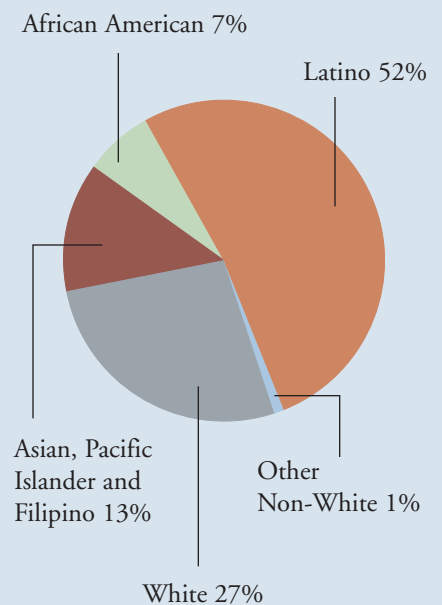
**Latino and Asian Growth.** The Latino population will grow dramatically. As shown in Figures 2 and 3, Latinos are projected to become the State's largest ethnic group by 2011, the majority population in public schools by 2013, and the

overall majority by 2040. The Asian population will grow from its current level of 11 percent to 13 percent in 2040. Latino population growth will be greatest in Southern California, while Asian population growth will be greatest in the San Francisco Bay Area.

**Older Age Profile.** Due to increasing longevity and the size of the baby boom generation, by 2030 the number of seniors will double—one in every six Californians will be age 65 or older and 22 percent of California's adults will be age 60 or older. The distribution of older Californians will also vary by region.

**Inland Growth.** The population of the inland parts of the state will increase by 45 percent, because there is available land for growth. Coastal areas will grow by only 17 percent. According to the Public Policy Institute of California, the highest rates of growth will occur in the San Joaquin Valley, the Inland Empire (Riverside and San Bernardino counties), and in the Sacramento metropolitan area.

*Figure 2*  
**DEMOGRAPHIC  
TRANSFORMATION**  
PUBLIC SCHOOL  
STUDENTS IN 2013



*Source: California Department of Finance*



### CALIFORNIA'S NEWCOMERS

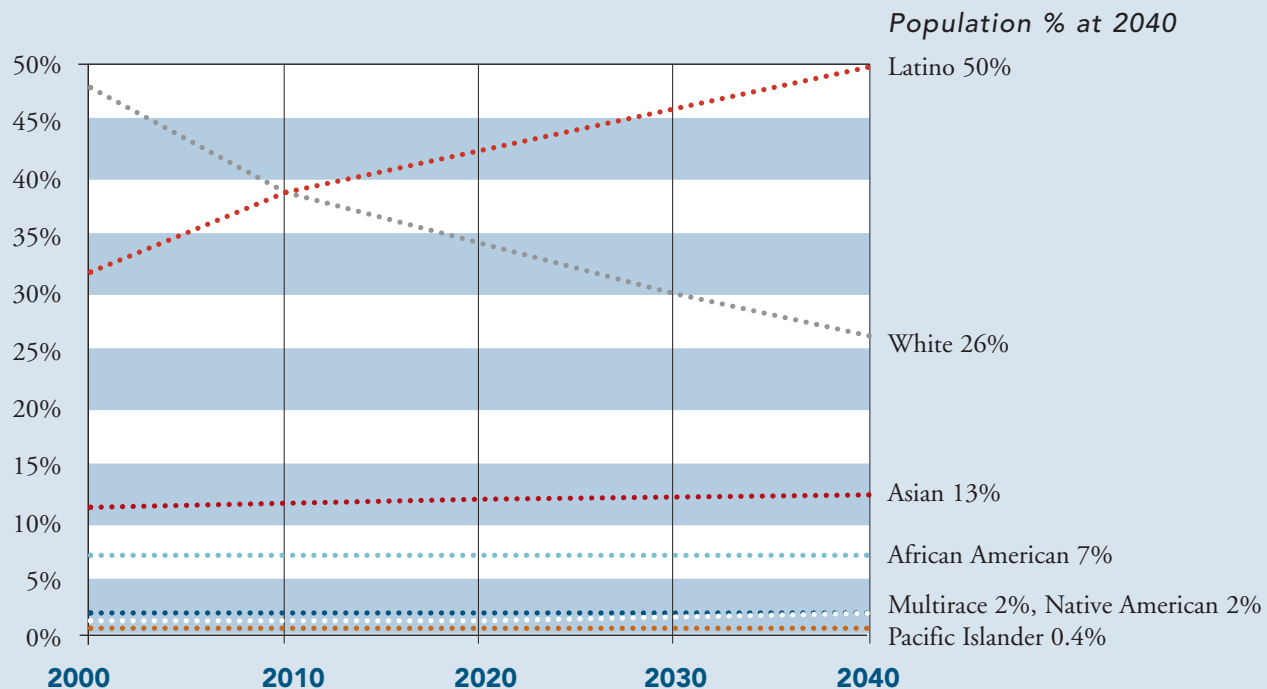
The historic level of immigration since 1980 is the major cause of California's changing demographics, and this fact has significant implications for the California Community Colleges, for education in general, and for the future of the State.

California currently is home to 8 million immigrants, constituting 22 percent of the State's population, a percentage that is expected to rise to 30 percent in 2025. Today, 50 percent of the State's children have at least one foreign-born parent. California has had higher rates of immigration than other states, and has twice as many immigrants as the next highest state, New York, which had 3.6 million immigrants in 1997.

Newcomers to California come from over 60 countries and represent a wide range of economic and educational backgrounds. Immigrants from Asia, Canada and Europe tend to have relatively high levels of education and income. Southeast Asian immigrants differ from this general pattern, having among the lowest educational attainment and income among California's immigrant groups. Immigrants from Mexico and Central America, which contribute the greatest number of newcomers, also have

Figure 3

### CALIFORNIA DEMOGRAPHIC PROJECTIONS



Source: California Department of Finance

lower educational attainment and incomes. The ten countries listed in Figure 4 account for approximately 74 percent of the immigrants living in California.

Unlike some states, California’s newcomers have settled throughout the state (see Figure 5). In contrast, New York City and Chicago serve as the primary destination in their states.

### EDUCATIONAL CHALLENGES

The educational levels of many recent immigrants are lower than required for economic success in most regions of California. However, as noted in a recent analysis: “The low educational attainment of Hispanic adults is not simply a result of recent immigration. U.S.-born Hispanics, particularly those of Mexican descent, have consistently lower high school and college completion rates than do African Americans, Asians, or whites.”

The significance of this is explained in the report:

**Educational attainment is perhaps the most important indicator of lifetime economic opportunities. Higher educational attainment is associated with lower unemployment, higher wages, higher family income, and better health. Parental education is associated with better health, enriched development, and greater educational opportunities for children....Across these measures, Hispanics fare worse than any other group.**

(Public Policy Institute of California, 2003)

Educational attainment has a much greater impact on wages than it had in previous decades. With Latinos on the verge of becoming the largest single population group in the state, these patterns portray a major challenge to the sustainability of California’s economic competitiveness and the promise of social mobility.

Figure 4

### IMMIGRANTS’ COUNTRY OF BIRTH

Country of Origin	Number of Immigrants
Mexico	3,928,701
Philippines	664,935
China	570,487
Vietnam	418,249
El Salvador	359,673
Korea	268,452
Guatemala	211,458
Canada	141,181
United Kingdom	133,090
Germany	98,160

*Source: 2000 Census*

Figure 5

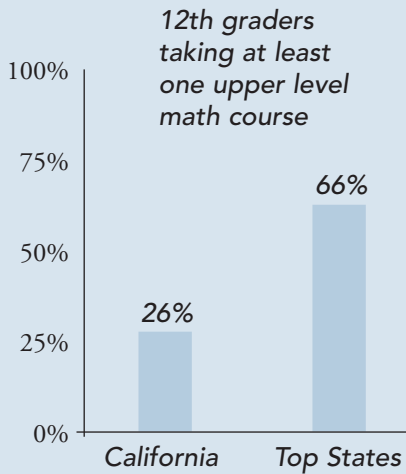
### REGIONAL IMMIGRATION RATE

Region	Rate per 1000 Residents
South Coast	10
Bay Area	6
San Diego	6
Central Coast	5
San Joaquin Valley	5
Inland Empire	4
Sacramento Metro	3.5
Upper Sacramento Valley	3
North Coast	1.75
Mountains	1
Sierra Foothills	0.5

*Source: Public Policy Institute of California, 2001*

Figure 6

**READINESS**



Source: California Department of Education

The aging California population is creating an additional educational challenge that needs to be addressed. Between 2005 and 2020, the population of older adults age 60 and older will increase by 59 percent in California; by 2050 there is a projected increase of 147 percent in the age 65+ population. The baby boom generation is unlike any previous generation of older adults and they are expected to be healthier and live longer, be more mobile and active, and have more free time to pursue their interests. The percentage of adults over age 65 who participate in educational programs has increased from 4 percent in 1984 to 22 percent in the year 2000. Eighty percent of baby boomers plan to work during their retirement years.

**EDUCATION PREPARATION**

California’s educational challenge has many dimensions, including factors outside the effects of immigration. For example, across California’s higher education system, a significant proportion of students start their college education in need of additional basic skills education in English, math, or both. Figure 6 shows California ranking far below top-performing states in the percentage of students taking rigorous math

courses. Over half of the incoming community college students need basic skills programs. Many teens and young adults leave the education system before attaining necessary skills. Figure 7 presents the national loss of students at key points in the education process, a pattern reflected in California.

According to California statistics from 1999–2000, based on a ninth-grade enrollment of 461,606 students, 29 percent, or 133,746 students did not graduate from high school. The proportion of working-age adults in California without some credential of high school completion has been about 20 percent since the late 1970s.

Many people who have had problematic experiences with formal education may not have sufficient knowledge, skills, or motivation to return later to augment their educational and career skills. The challenge of providing access to people who have become disconnected from education is real, especially among low-income students and first-generation Americans who achieved low levels of education in their home countries. As shown in Figure 8, returning to school and increasing educational attainment has a much greater impact on wages than in previous decades.

Figure 7

**EDUCATION PIPELINE**

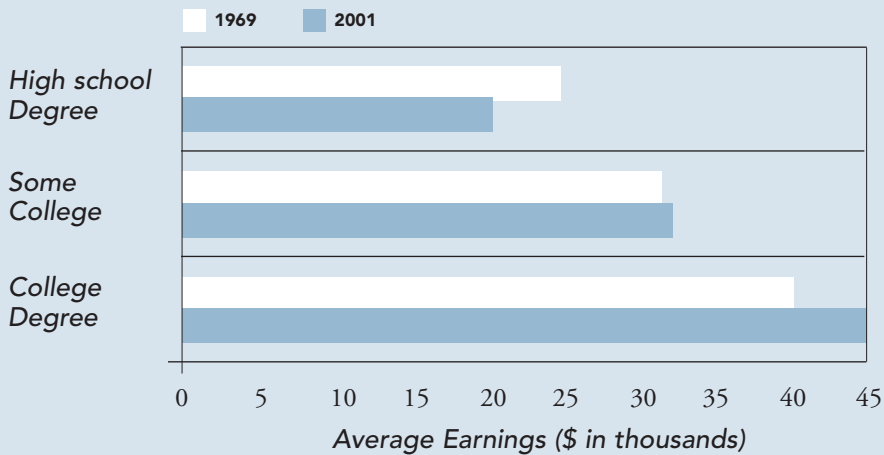
Group	Initial Cohort	High School Graduate	Some College	BA
White	100	93	62	29
Latino	100	61	31	10
African American	100	86	48	15

Source: The National Center for Public Policy and Higher Education, 2005



Figure 8

## INCREASING IMPACT OF EDUCATION ON EARNINGS



Source: Public Policy Institute of California

### IMPLICATIONS: SIGNIFICANT INCREASE IN NEED FOR BASIC SKILLS EDUCATION

New Californians and their children, as well as long-time citizens with low educational attainment, will increasingly look to the Community Colleges as the gateway to educational and career opportunities. As a result, there will be a dramatic increase in the need for enhanced basic skills programs and associated academic support services.

The Community Colleges can meet this challenge. As documented in a 2003 report by the Academic Senate for California Community Colleges, effective measures include: innovative program structures, peer support, tutoring, supplemental instruction, counseling, support services, learning communities, and intensive assessment and follow-up. The Academic Senate's survey of effective practices presents examples in four key areas: program structures, instructional interventions and academic support services, faculty and staff development, and program evaluation.

In addition, many Colleges have developed non-credit programs to increase educational attainment for the segments of California's adult population that lack English language proficiency and other basic skills. Non-credit courses have been very successful in attracting students who might not otherwise think of attending college. However, funding for non-credit courses is approximately 60 percent less than for credit courses, which is a disincentive for Colleges to offer them.

The Colleges will need to implement a range of strategies to meet the State's growing educational needs over the next decades. California's workforce will increasingly be drawn from groups with low levels of educational attainment. While college participation and completion will increase for many groups, this growth will fall far short of the demand for college-educated workers in 2020. (See Figure 9 on the next page.)

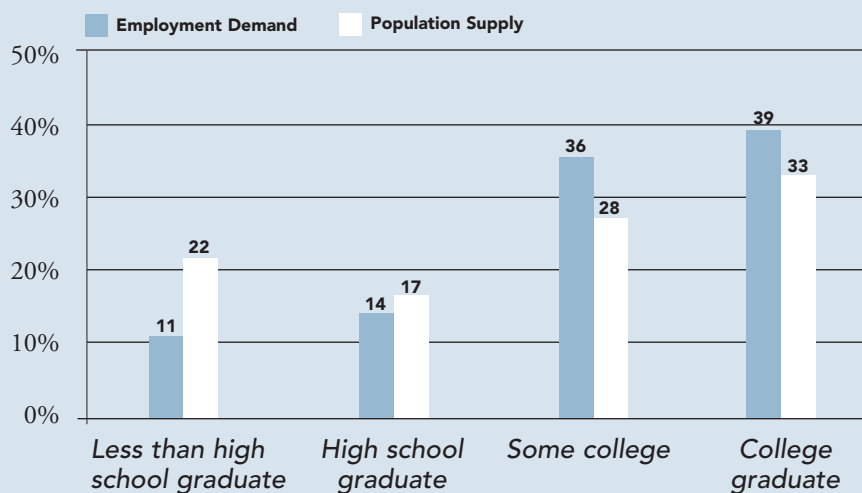
“In many ways, California's future economy will depend on the children and grandchildren of recent immigrants. Their education will determine whether the state's income and tax revenues will grow rapidly or slowly. All residents have an interest in providing access to higher education for all eligible students, and many will begin their higher education at California's Community Colleges.”

*Stephen Levy, Director, Center for Continuing Study of the California Economy*

Figure 9

## EDUCATION PROJECTIONS FOR 2020

EMPLOYMENT DEMAND AND POPULATION



Source: Public Policy Institute of California, 2005

### ALIGNING STATE EDUCATIONAL POLICIES

California's five segments of education—the K–12 system, the California Community Colleges, the California State University system, the University of California, and the private/independent college sector—have separate governing structures. Any coordinated planning is voluntary, and there are few incentives for collaboration. A recent policy analysis of broad-access institutions evaluated the fractured relationship between schools and colleges across the nation (*The Governance Divide: A Report on a Four-State Study on Improving College Readiness and Success*). While the analysis focused on four states other than California, the results are relevant:

Currently, K–12 and post-secondary education exist in separate worlds in the United States. Policies for each system of education are typically created in isolation from each other—even though, in contrast to the past, most students

eventually move from one system to the other. Students in K–12 rarely know what to expect when they enter college, nor do they have a clear sense of how to prepare for that next step. Particularly now, in the 21st century, when more students must complete some post-secondary education to have an economically secure life, the need for improved transitions from high school to college is urgent...

The report cautions against seeking one-size-fits-all solutions, but does identify four “policy levers” that the states should evaluate in the context of state culture and history:

#### Alignment of Courses and Assessments.

States need to make sure that what students are asked to know and do in high school is connected to post-secondary expectations—both in coursework and assessments. Currently, students in most states graduate from high school under one set of standards and face a disconnected and different set of expectations in college. Many students enter college unable to perform college-level work.

**Finance.** State education finance systems must become K–16; this includes the legislative committees and staff functions that oversee finance and budgetary decisions. State finance structures are lagging behind other areas in existing K–16 reform. If education finance can span education systems, it has the potential to drive change in many other policy arenas as well.

**Data Systems.** States must create high-quality data systems that span the K–16 continuum. K–16 data systems should identify good practices, diagnose problems, provide information about all education levels, provide students with diagnostic information to help them prepare better, assess and improve achievement and track individual students over time across



levels. Without such systems, it is impossible to assess needs effectively, understand where the problems are, gain traction for changes needed and evaluate reforms.

**Accountability.** States need to connect their accountability systems to span both K–12 and post-secondary education. Currently, accountability systems are usually designed for either K–12 or post-secondary education without much attention to the interface between the two. Accountability systems need to better reflect the reality of students’ educational paths.

## CAPACITY FOR CHANGE

The Strategic Plan will facilitate continued experimentation at the local, regional and state levels to respond to emerging needs. Some of the key institutional challenges and opportunities facing the Colleges and the System are outlined below.

### LOCAL COLLABORATION AND COORDINATION

At regional planning meetings held as part of the strategic planning process, College representatives identified opportunities for increasing the coordination between college units to better meet community, student and business needs. For example, participants suggested that partnerships between career/technical faculty and academic faculty could link career and basic skills courses. Such “career pathway” approaches effectively aid basic skills acquisition, because the skills are connected to students’ near-term goals. Additionally, the Colleges can work with industry to develop contextualized basic skills curriculum.

The career pathway concept recognizes that people frequently shift between education and work throughout their lives. A pathway approach can be the most appropriate avenue for attaining a bachelor’s—or

even a master’s or doctoral degree—for the community college student who must work full time or nearly full time to meet family obligations. As working students’ levels of educational attainment increase and their effectiveness in managing the educational/career process improves during their lives, they can achieve successes that might have seemed impossible based on standard assumptions about the necessity of continuous, full-time engagement in successful post-secondary education.

The Colleges can enhance relationships with their community partners in business/industry, labor and the non-profit sector. Colleges can respond to community and student career education expectations, while maintaining academic standards. There are several examples of multi-agency regional partnerships that can provide models of effective collaborations.





For colleges that have small non-credit offerings, partnering and collaborating with local adult schools can facilitate student transitions between K–12, Adult Education and the Colleges.

### ADVOCATING FOR STUDENTS

This Strategic Plan focuses on issues of statewide significance and long-term impact. The Plan assesses the role of the community colleges system in relation to California's other education segments, state agencies and policy makers. This analysis identifies the changes with the greatest potential benefit for students—improving incentives, standards and resources of the system at the level of state policy. As noted in the *The Governance Divide*: “Changes in statewide governance policies and structures can enable deep, classroom-level effects.”

The Community Colleges can provide leadership within the state policy arena on behalf of the needs of current and future students. A clear opportunity is the high level of public support for education expressed by the public in opinion polling.

The Strategic Plan positions the System

Office to improve the visibility and policy effectiveness of the system. The System Office can enhance the role it plays in coordinating the dialog and decision-making processes of the Board of Governors, the Consultation Council, and bilateral and participatory governance. However, the System Office is currently subject to a variety of challenges that limit the advocacy role it can play on behalf of the Colleges. For example, the oversight applied to the system by other state agencies is unique within California's higher education system. The need for increased advocacy is clear in the system's declining share of state funding relative to the CSU, UC, and K–12 systems over the past decades.

### THE COLLEGES' ROLE IN STATE GOVERNMENT AND PUBLIC POLICY

In important areas, public policy regarding the Colleges is akin to that governing the K–12 system, i.e., requiring high degrees of scrutiny and control. Some laws and regulations limit the flexibility, autonomy, effectiveness and efficiency of the Colleges without clear benefit to students, the state, or due process.

Some compliance procedures also create barriers to innovation at the local level, but can be evaluated and improved without changes to the underlying law.

### RESOURCES

The challenges facing the State and the Colleges will require assessing resource needs and strategies. The overall level of need will rise dramatically with population growth, and the educational needs of the new Californians could require even higher levels of funding to support the practices and support services known to be effective for students needing basic skills.

Assessing resource needs will be especially

important given current funding levels. The California Community Colleges rank 45th nationally in per-community college-student revenue. Despite improvements since 2003, each full-time student still receives substantially less than the national average for community colleges.

The challenge of addressing the needs of California's fastest growing student groups—who will become the majority of the state's workforce—will involve a large increase in the sheer volume of education and in experimentation with new

approaches.

Providing leadership in meeting California's educational and workforce needs is also a significant opportunity. The Colleges have a deep reservoir of effective practices and program models that can be adapted and institutionalized to meet the growing needs. This, combined with a shared vision and effective advocacy, can mean expanded opportunity and achievement for students, the Colleges and the State.







### III. GUIDING FRAMEWORK

This Strategic Plan brings all of the issues and opportunities facing the Colleges into a cohesive view, recognizing the major changes that have occurred during the past 40 years and building on the planning and work the individual colleges have done over the past decades. In developing the Plan, the Steering Committee first laid the foundation—the essential guiding ele-

ments of the framework (see Figure 1, Strategic Plan Framework, on page 2):

- Planning Principles
- Values
- Missions
- Vision

Those elements led directly to the strategic goals and strategies outlined in Chapter IV.



## PLANNING PRINCIPLES

The Plan is grounded in six key planning principles, developed by the Steering Committee:

### **Principle 1: Access to Quality Higher Education**

Ensure that the California Community Colleges continue to provide affordable, quality educational experiences, with the support services necessary to facilitate student success.

### **Principle 2: California's Social, Civic, and Economic Development**

Reflect and address the wider needs and values of a democratic California and the State's people.

### **Principle 3: Shared Goals, Ideas and Resources**

Frame a shared strategic agenda for collaboration across the Colleges and with our partners in education, business, industry, government and labor.

### **Principle 4: Existing Governance Processes**

Implement the Plan through the established processes of bilateral and participatory governance.

### **Principle 5: Regional and Local Circumstances**

Recognize and include the flexibility to address the broad diversity of community circumstances and institutional responses across California.

### **Principle 6: A Systems Approach to Management of Higher Education in California**

Develop systems that recognize that the most productive solutions will be based in effective coordination within the Colleges, across educational segments, and with external partners in civic, employer, and community groups.

## VALUES

The Steering Committee also reaffirmed the values that the Colleges adhere to—the fundamental and unequivocal beliefs that California Community Colleges represent:



All people have the opportunity to reach their full **educational potential**



An **educated citizenry** is the basis for democracy



The Colleges embrace **diversity** in all its forms



The Colleges strive for **innovation and creativity**



All people have a right to access **quality higher education**



All people have access to **lifelong learning**

## MISSIONS

The mission of the Colleges has evolved and expanded over time in response to the changing needs of students, communities and the state. The Colleges provide:



**Associate degrees and certificates** shown to increase earnings and enable students to move forward in their professional development



**Transfer education** to public and private colleges and universities



**Basic skills and English language proficiency** for increasing numbers of students



**Economic and workforce development** to meet the ever-increasing demands of career-oriented young people, adult learners and incumbent workers



**Lifelong learning** and educational opportunities for all Californians

## VISION

The vision presents the preferred future of the Colleges:

**California's Community Colleges provide upward social and economic mobility through a commitment to open access and student success by delivering high quality, affordable and comprehensive higher education.**





## IV. STRATEGIC GOALS

The elements of the Guiding Framework will be implemented through five Strategic Goals:

- A. College Awareness and Access
- B. Student Success and Readiness
- C. Partnerships for Economic and Workforce Development
- D. System Effectiveness
- E. Resource Development

For each Strategic Goal, the Steering Committee identified key strategies. Each strategy is further described in terms of *Needs and Issues*, *Desired Outcomes* and *Initiatives*:

**Needs and Issues.** For each strategy, these sections provide the rationale for the strategy and an overview of the issues. It highlights the most compelling findings using the environmental scan to describe critical needs and challenges.

**Desired Outcomes.** These sections outline the desired future and describe what success will look like for each strategy.

**Initiative.** These sections outline a broad direction and a range of opportunities to be considered in the strategy development process.

Throughout this chapter, brief sidebar descriptions of recent achievements or innovations illustrate key concepts of the Strategic Plan.

## COLLEGE AWARENESS AND ACCESS

Increase awareness of college as a viable option and enhance access to higher education for growing populations.

### STRATEGIES

- A1 Early Awareness of College as a Viable Option*
- A2 Removing Barriers to Access and Student Success*
- A3 Innovative Programs and Outreach for Growing Populations*
- A4 Multiple Delivery Methods*
- A5 Institutional Capacity for Diversity*

### BACKGROUND

Under the Master Plan for higher education, the California Community Colleges are the State's open door to post-secondary education. Their importance will increase dramatically, as California experiences significant demographic changes coupled with ongoing increases in the educational demands of the State's economy.

By 2025, California will add between 7 and 11 million people. The State and the Colleges will need to increase educational capacity to serve the additional students and workforce participants that this growth will generate. At the same time, the Colleges will need to ensure that Californians of any race, sex, age, color, ethnicity, economic means or national origin have access to a community college education.

By promoting awareness and access for all, the Colleges will ensure greater participation and success in higher education. For example, Latinos will make up 50 percent of the workforce by 2020. But current Latino participation and achievement in higher education is low, making enhanced outreach to this group critical at this time.

Greater outreach will also increase participation in other growing populations, such as older Americans, Asian Americans, first-generation college students, and adult

workers without post-secondary education. Expanding access to everyone who can benefit is essential to the economic and social health of the State, as high-technology industries, the service sector and emerging fields continue to fuel California's growth.

### STRATEGY OVERVIEW

The strategies outlined in this section indicate that a holistic response is required to enhance access. The Colleges will begin working with students at the earliest possible stage: grade school. An "early awareness of college as a viable option" by students—and their parents—will communicate college readiness requirements and highlight the importance of some level of college education for future economic success.

The Colleges will create strategies to address the barriers to participation that many potential community college students face. Enhanced outreach will ensure that growing populations know about the opportunities and requirements of college education, while a variety of delivery methods will be used to provide flexibility in the time, place and manner of education. For example, first-generation college students, many of them children of immigrants, may have different approaches and needs regarding education.

## **A1 Early Awareness of College as a Viable Option**

**Encourage early awareness of the Community Colleges as an option and the need for K–12 students and parents to prepare for college success.**

### **NEEDS AND ISSUES**

California's overall high school graduation rate is only about 71 percent. The graduation rates for African-American and Latino students are even lower: 60 percent for Latino students and 56.6 percent for African-Americans. Only about 37 percent of high school freshmen will continue on to some form of college education within two years of their expected graduation date. Those who do not continue on to college education will be disproportionately from underrepresented minority and low-income families. While some of the students who do not continue on to college from high school may attend college at a later date, research has shown that continuous enroll-

ment from high school to college leads to higher levels of transfer and associate degree attainment and other measures of success.

Low college-going rates leaves too many students unprepared for the workforce, leading to higher unemployment and underemployment rates. A University of California, Santa Barbara, study concluded that one year's worth of high school dropouts costs the state \$14 billion in lost wages.

Students' expectations are formed early in the educational process, perhaps early in primary school, and this is reinforced by parental beliefs. If expectations are low, commitment to rigorous preparation may decline after this expectation is set. Recent research indicates that groups with lower rates of participation in higher education are more likely to over-estimate the costs of college attendance. Inaccurate perceptions of cost may weaken commitment to college preparation and attendance. On the other hand, students and families who believe



### **KinderKaminata**

Cañada College combined a traditional Latino children's festival, El Día Del Niño, with an exciting child-oriented career fair. During KinderKaminata, the campus came alive with hundreds of kindergarteners from local school districts as they enjoyed visiting a series of educational career stations. The event allowed children to see the promise of higher education and gave them an early understanding of the opportunities that higher education brings. The college will follow up on the successful event by involving families and communities in early awareness efforts.

*For more information:*

*<http://canadacollege.net/kindercaminata/>*







## DESIRED OUTCOME

Parents and students view Community Colleges as a viable and important higher education opportunity. As a consequence, they see rigorous academic preparation as relevant and necessary for further education and successful careers. A majority of high school students know the subject requirements and develop the skills necessary for college success. Increasing percentages of high school students continue directly from high school to Community College.

## INITIATIVES

Develop strategies to address the following areas:

college is a viable option are more likely to take more rigorous coursework and make plans to attend college.

Those who “opt out” of the college-bound track are also less likely to be aware of college entrance requirements, procedures for applying to college, and how to apply for financial aid.

There are many examples of successful partnerships between Community Colleges and high schools that increase awareness of college as a viable option. But further collaboration in early and enhanced outreach is needed between teachers, parents and students in the K–12 system—even as soon as primary school. There is a need to provide information, clarify procedures, set clear expectations and create seamless pathways from high school to higher education institutions. The Colleges can partner with the four-year institutions that are already working with the K–12 system on similar efforts.

### **Outreach to Students and Parents.**

Support efforts by four-year institutions and K–12 to encourage widespread expectations among primary school students and their parents of the feasibility and importance of pursuing post-secondary education. Secondary students are the primary focus for this strategy, given that these students and their parents are involved in college decision-making.

**Reach Students Early.** Promote a college-going culture early on in middle and primary school. Improve perceptions at high schools about community colleges as options of first choice. Improve information available at K–12 on the subject requirements needed to succeed in community college and the availability of financial aid.

## A2

### Removing Barriers to Access and Student Success

Ensure that the Colleges remain affordable and fulfill their primary mission of providing open access to all Californians.

#### NEEDS AND ISSUES

The California Community Colleges serve students with diverse backgrounds, needs, learning styles and educational and career goals. These students have varied means with which to pay for college education. Many are from low-income families, work part-time or full-time jobs, have dependent families, have a disability, and/or have not accessed college education before.

College fees (see also E5: Fee Policy Review), the cost of books, transportation, childcare, housing, employment obligations, lack of adequate student services, low student engagement on campus and lack of adequate information about financial aid contribute to student obstacles. Existing programs include both financial aid and assistance with other needs. Low-income students are eligible to have their enrollment fees waived through the Board of Governors Enrollment Fee Waiver. Other financial aid is available through federal and state grants, federal loans programs and work-study programs. The Community Colleges provided over \$1 billion in total aid through all its programs in 2003–2004. Despite the efforts of public awareness campaigns, many students are not aware of these financial aid opportunities and requirements, and are not able to access information, read forms or understand procedures.

The Colleges provide a wide range of counseling and support services, some direct service (such as child care), and information

and referral to public and non-governmental services. Despite these efforts, data suggests that challenges in students' personal lives are among the main reasons for interruptions in continuous progress toward student goals. Counseling and other support services will need to be adapted to meet the needs of growing student populations, especially immigrants and their children, low-income students and first generation college students.

Non-credit courses are an option to overcome the initial barrier to entering college. Many community college students—especially students from under-represented populations—use non-credit courses to increase basic skills or take a life enrichment course. Non-credit basic skills courses can provide a high school diploma or GED, or increase literacy skills for adults of all ages. Once at a college, students are then encouraged to take additional courses that can lead to certificates, for example.

About half of all students who enroll in non-credit courses are students of color, and almost a third are Latino. In four of the larger non-credit districts (San Diego, North Orange County, Rancho Santiago and San Francisco), non-credit instruction serves as a gateway to transfer for about two-thirds of the total college student population. About a quarter of all non-credit students enroll concurrently in credit courses.

Many non-credit classes can be located off campus where they are more accessible. Often after gaining basic skills and confidence in their abilities, these adults can transition to college credit classes. Statewide, 23 percent of AA and AS recipients have used non-credit as a stepping-stone to a college education (CCSF Office of Governmental Relations).



### Enhancing Access to Financial Aid

To combat rising Community College fees, the California State Budget Act allocated \$38 million for expanding public awareness about financial aid and increasing staff in financial aid offices. Ninety percent of the funds were allocated directly to Districts for local outreach efforts and staffing. Ten percent went toward a statewide campaign to increase student and family awareness of financial aid and how to access it.

There is strong evidence that the local and statewide efforts improved access to financial aid:

- More than \$1 billion in aid was distributed to nearly 800,000 students in 2003–04
- 89,739 additional continuing students received financial aid
- 270,509 new students received financial aid
- 250,000 visitors accessed [www.icanaffordcollege.com](http://www.icanaffordcollege.com)



## Overcoming Barriers

Ellen is a great example of student success. A native of Monrovia, California, and a single mother of five children, Ellen dropped out of high school at a young age and went through a divorce that left her and her children without a home. She then dedicated herself to education: she achieved her GED from Monrovia Adult School and enrolled in Pasadena Community College (PCC). After only two years, Ellen graduated with an associate in arts degree in Education and will attend a four-year university to become an elementary school teacher. “Going to school to better myself was important so that I could support my kids,” Ellen said. “I was determined to enroll in the best community college child development program and friends recommended PCC. I believe you should never give up on your goals.”

Funding for most non-credit education in the Community Colleges is less than half the funding for a credit course, although the costs to deliver and expectations for the work within many non-credit courses are similar to or may exceed those for credit classes.

Currently, twenty-two colleges offer nearly 68 percent of the non-credit classes and generate 76 percent of Fulltime Equivalent Students (FTES).

Students with disabilities face many barriers to access and success in addition to financial aid, appropriate courses and support services. These barriers include: physical restrictions on campus; access to distance education, software and other electronic resources; and availability of funding for interpreters to assist the deaf.

For students who are developmentally delayed, the complete lack of, or limited availability of non-credit Disabled Student Programs and Services special classes in many Colleges limits their access to Community College education. Basic skills training, independent living, job preparation, and integration into the community may all be delayed due to limited access to classes meeting their needs.

### DESIRED OUTCOME

*Students have information and access to the resources and services they need to achieve their educational goals.*

### INITIATIVES

Develop strategies to address financial and other barriers for community college students:

**Financial Aid.** Expand and improve existing programs to enhance students’ awareness and access to available financial aid programs. Students with access to financial aid encounter fewer barriers and are able to devote sustained attention to the achievement of their educational goals. Research has shown that continuous enrollment is associated with achievement of educational goals.

**Student Support Services.** Identify those services most vital to students and partner with social service and transit agencies, publishers, local jurisdictions and others to make childcare, transportation, housing, technology (especially to bridge the “digital divide” for low-income students), books and other needs more accessible and affordable for students. Develop alternative delivery methods for student services, including technology-mediated services.

**Non-Credit Courses.** Enhance funding and the use of non-credit courses as a tool to expand access to higher education and to meet the educational needs of local communities.

**Student with Disabilities.** Explore ways to improve access for students with disabilities.



### A3 Innovative Programs and Outreach for Growing Populations

**Increase college access among growing population groups that will emerge from current demographic trends.**

#### NEEDS AND ISSUES

The vast majority of low- and middle-income, African-American and Latino, older, working, second-career and non-English-speaking higher education students attend Community Colleges. Two-thirds of California's "first generation" higher education students and most students from minority groups begin their academic careers at a Community College. An estimated 27 percent of Community College students are immigrants (Woodlief, Blaze et al., cited in California Tomorrow).

As the state's population grows rapidly and becomes more diverse, and as four-year institutions restrict access due to financial constraints, the Community Colleges' role in providing access to under-served populations will increase significantly. A projected 600,000 additional students (Tidal Wave II) are expected to enroll in Community Colleges by 2015, which will increasingly be composed of first-generation college students, low-income students, Latino and African American students.

An additional 750,000 young adults who currently do not have high school credentials (Hidden Tidal Wave) can also benefit from Community College education. Many in this group may not be aware of academic and career advancement opportunities at Community Colleges. Non-credit high school diplomas, GED, literacy, and basic skills programs, can provide a bridge to developmental education and credit programs for these under-prepared young adults.

The number of Latino high school graduates will increase dramatically, but many will

not attend Community Colleges based on historic college-going rates. By 2010, 42 percent of high school graduates and only 30 percent of Community College students will be Latino. Not only are these groups under-represented at higher education institutions; they also require higher levels of support services to be successful at college-level work.

#### DESIRED OUTCOME

*Students with diverse backgrounds, such as ethnicity, income level, educational background, age, and learning styles, have access to quality education at Community Colleges. All individuals, in addition to the traditional college-bound population and those who are interested in education for a vocational need, perceive the Colleges as an accessible opportunity for higher education.*

#### INITIATIVES

Develop strategies to enhance comprehensive access for the following key groups:

**Tidal Wave II.** Explore methods for providing adequate support services and addressing low participation rates in response to the demographics of Tidal Wave II.

**Hidden Tidal Wave.** Develop strategies to address the educational needs of the "hidden tidal wave" of people 18–24 years old without high school degrees.

**Adult Learners, Workforce Participants and Unskilled and Under-Skilled Workers.**

Develop strategies to inform current job-holders about the opportunities available for training and retraining at the Community Colleges. In addition, reach out to working adults who may not be accessing education on community college campuses, for example through dislocated worker programs and community-based organizations.



### Pathways to Success

When 21-year-old Cecilia Rios moved to Azusa from Mexico, she couldn't speak a word of English. Three years after entering Citrus College, Cecilia received her associate's degree in social and behavioral sciences and will transfer to Cal Poly Pomona. "Citrus College changed my life tremendously," Cecilia said. "It became my second home. This school has so many great teachers."

In addition to mastering English, Cecilia received several scholarships from the Citrus College Foundation. She plans to earn a bachelor's degree in political science and become a high school teacher. Ultimately, she would like to attend law school and become an immigration attorney. "I had a lot of obstacles such as the language barrier and the financial barrier. The key to success is in how you face these obstacles. You always need to have courage and remain positive."



#### *A4* **Multiple Delivery Methods**

**Expand and sustain an appropriate range of delivery methods to enhance access while maintaining and promoting high standards of academic rigor and excellence.**

#### **NEEDS AND ISSUES**

The use of technology is a necessary skill that students will need to learn to stay competitive in the current academic and work environment, and a tool for providing access to college education both in remote areas of the state and to part-time or full-time working students who are not able to fit into the regular college calendar. The California Community Colleges can increase the use of technology to help students succeed in their academic careers and ultimately participate in a knowledge-based society. The Colleges can provide universal access to quality education, and use technology to bridge access gaps that may be caused by income or geographical disparities.

#### **DESIRED OUTCOME**

*There are multiple modes and formats available for teaching and learning, and for providing services that offer greater flexibility and enhanced access to students who otherwise would not be able to pursue a Community College education. Students develop skills and competencies for interfacing with current and relevant technology. Community College programs and services keep current with technological advancements and innovations.*

#### **INITIATIVES**

Develop strategies to address the following areas:

**Increased Access.** Expand the use of alternative delivery methods such as distance education and outreach centers. Develop online and hybrid courses and programs where it can be demonstrated that expansion serves student success. Develop strategies to incorporate technological competence in programs and student learning outcomes.

**Rural Areas.** Explore ways of using distance education to transmit advanced courses to rural high schools, provide professional development for teachers, nurses, business owners and others in rural communities, provide college classes to students in remote areas, and import specialized instruction from other community colleges.

**System-Wide Infrastructure.** Create a voluntary process of using system-wide hosting that will reduce costs and enable smaller colleges to host distance education courses. Enhance the technology infrastructure across all colleges to address various platforms, for example: high-speed internet access, wireless connections, technical support, and computer replacement strategies.

## A5 Institutional Capacity for Diversity

**Support equity and diversity at the Community Colleges to build a strong society and enable a multicultural democracy.**

### NEEDS AND ISSUES

The demographic profile of California has changed dramatically over the last three decades. In 1970, 80 percent of the population was non-Hispanic white. By 2000, one of every four residents was foreign-born, and no racial or ethnic group constituted a majority of the State's population. Demographic trends suggest that the State will get more diverse in the future.

In September 2001, the System Office issued an advisory that listed various steps the agency would take to maintain the Board's commitment to diversity in light of the changes in California law.

Among other things, the advisory announced the System Office's decision to

establish an Equity and Diversity Task Force to consider new approaches. The task force explored innovative policy approaches to promoting diversity and student equity without running afoul of the restrictions imposed by Proposition 209. These approaches are listed in the November 2002 "Commitments" document that was adopted by the Board of Governors.

### DESIRED OUTCOME

*The Colleges celebrate and benefit from the diversity of California's population and provide equal opportunity to a diverse student population. The Colleges strengthen and expand the ability of all employees to demonstrate sensitivity to student diversity and provide equal opportunity for recruiting new employees.*

### INITIATIVE

**Promote Diversity.** Monitor and track implementation of the "Commitments" from the Equity and Diversity Task Force Report adopted by the Board of Governors.





# STUDENT SUCCESS AND READINESS

Promote college readiness and provide the programs and services to enable all students to achieve their educational and career goals.

## STRATEGIES

- B1 Basic Skills as the Foundation for Student Success*
- B2 Assessment and Placement*
- B3 Articulation with K–12*
- B4 Intersegmental Transfer*
- B5 Teaching and Learning Effectiveness*
- B6 Degrees and Certificates*
- B7 Innovative Practices in Workforce Education*

## BACKGROUND

Student success is the primary goal of the Colleges. Whether students come to a college to take one course to develop a specific skill, begin or re-orient their career, learn English or take a citizenship class, obtain a degree or certificate, transfer to a four-year institution, or study a topic for personal enrichment, the common link is that they move closer to an important personal objective. Over 2.5 million people, over 9 percent of the state’s adult population, attended the Colleges in 2004–2005 to advance their goals. Almost 70 percent of students attend part-time. In addition to benefiting from harder-to-measure successes such as job advancement and personal enrichment, approximately 70,000 students transfer to a California State University or University of California campus each year. In 2004–2005, 74,000 students received the associate’s degree and 25,000 received career certificates.

The Colleges face several challenges to maintaining and expanding on these successes. A recent survey of the Colleges indicates that over 50 percent of incoming students arrive lacking the basic math or English skills required to complete college level work. This low level of preparation contributes to a ranking of 37th nationally for the rate at which freshmen return for a second year of college: 48 percent in 2002 compared to the national average of 55 percent. The large number of unprepared students also affects the other public institutions of higher education and is projected to become more pressing as demographic changes further increase the number of students who have low rates of participation and achievement in higher education.

Another challenge is the lack of consistency between high school curriculum, standards, and assessments, and those of the Colleges. Many students arrive at the Colleges believing they have successfully prepared for college by meeting the requirements at the high schools, only to discover that they will need to improve their basic skills before being able to take courses for college credit.

## STRATEGY OVERVIEW

The strategies in this section position the Colleges to address these challenges. The core strategy is to provide the best possible basic skills education to all students who need it. There is a wealth of knowledge and experience on what works. The task is to

*Figure 10*  
**STUDENT EDUCATIONAL GOALS**

Student Goal <sup>1</sup>	Percent
Transfer	43%
Associates or Vocational Degree	9%
Career	18%
Personal interest	7%
Basic Skills	4%
High School Completion/GED	2%
Undecided	16%
Total	100%

<sup>1</sup> This goal is the initial, perhaps uninformed goal of the student.

*Source: California Community Colleges System Office*



*Figure 11*

**STUDENT AGE PROFILE**

Student Age	Percent
19 or Less	24%
20 to 24	28%
25 to 29	12%
30 to 39	14%
40 to 49	10%
50+	11%
Total	100%

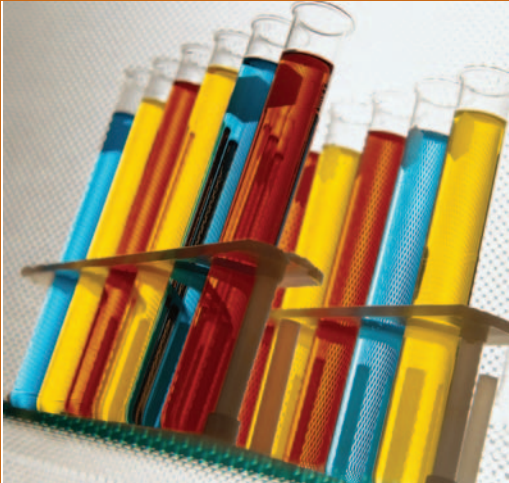
*Source: California Community Colleges System Office*

ensure that students receive the benefit of the most effective program. A critical element is to examine the assessment and placement process to ensure that students' level of preparation is accurately identified and used to place students in appropriate courses. Another area of significant potential for enhancing basic skills is the career pathway model. This connects basic skills education with a coordinated sequence of courses linked to growing career areas, an approach which clearly connects basic skills attainment to a student's near-term goals.

One of the most important long-term strategies is to improve the consistency and alignment between the K-12 system and the

Colleges. Improving preparation levels and awareness of career options "early in the pipeline" is potentially the most effective way to improve readiness. The CSU Early Assessment Program is a positive development. Similarly, strengthening partnerships with California's other higher education institutions to facilitate transfer will greatly benefit students, especially if these efforts involve bold and systematic changes.

Another important long-term strategy is to improve the collaboration and alignment between the Colleges and their own non-credit programs, as well as adult schools in the community.



## Bridge to Biotech

City College of San Francisco's (CCSF) "Bridge to Biotech" program provides underserved students with the necessary background to enter CCSF's biotechnology certificate program. "Bridge to Biotech" responds to the needs of two San Francisco neighborhoods—the African American community in Bayview/Hunter's Point and the Hispanic/Latino community in the Mission District.

"Bridge to Biotech" offers basic skills education in the context of a specific career. The semester-long program integrates credit and non-credit classes that reinforce each other: biotechnology (credit), language (non-credit) and mathematics (non-credit). Students enroll in the three classes concurrently and visit local biotechnology companies to better understand the industry. This "contextualized education" links success in basic skills courses to clear career goals and benefits, increases relevance for students, and increases skills for near-term career success and long-term academic goals.

*For more information:*  
<http://www.ccsf.org/>

### **B1** **Basic Skills as the Foundation for Student Success**

**Ensure that basic skills development is a major focus and an adequately funded activity of the Colleges.**

#### **NEEDS AND ISSUES**

This Plan refers to the need for pre-collegiate math and English skills development as "basic skills." Another term is "developmental education." Many students entering all segments of higher education in California need to develop these basic skills to successfully participate in college coursework. Given the level of need, providing effective basic skills education is a critical challenge to the promise of the Colleges as a gateway to opportunity and success for students.

Developing solutions to meet basic skills needs is critical to success in all other Community College missions: career training, transfer, and lifelong learning. According to an Academic Senate survey of colleges, "far more than half of...entering students who were assessed in fall 2000 placed at a level below college readiness" at most responding Colleges. A recent survey of California Community College placement test results confirms this high level of student need—only about 9 percent of students place in transfer level math and about 27 percent of students place in transfer level English. Over 70 percent of students needed basic skills math and 42 percent needed basic skills English.

While the need for developmental education is high and growing, there are barriers to success for basic skills students.

**Course Success.** Basic skills course success rates are significantly lower than those for transfer courses. The statewide course success rate in basic skills (60 percent) is about

10 percent lower than that of other courses. Course success in elementary algebra is particularly poor, with a statewide average of less than 50 percent (49.6 percent), and even lower rates for some ethnic minority groups. At a rate of 46.9 percent, Latino students are below the systemwide average, as are African-Americans at 40.2 percent.

**Retention and Persistence.** Increasing student retention rates will allow more students to complete their programs. Efforts are also needed to improve semester-to-semester persistence, especially into the second year of college study.

**Information Literacy.** With rapid technological change and an expanding array of information resources, information literacy is becoming an increasingly important skill, both in higher education and in the workplace. At the same time, increasing numbers of Community College students arrive at the Colleges lacking basic information literacy: the ability to recognize when information is needed and then locate, evaluate, and use the needed information effectively. This issue faces both students who have completed high school and those who dropped out.

**Achievement of Degrees or Transfer.** Students who begin at the lowest levels of basic skills are unlikely to get a degree or transfer to a university. Students who begin the basic skills math sequence in arithmetic have only a 10 percent probability of attempting transfer level mathematics, while students who begin the basic skills English sequence in reading fundamentals have just a 25 percent probability of attempting transfer level English.

**Funding.** While for-credit, non-degree-applicable basic skills courses are funded at the same level as other credit courses, non-credit basic skills courses are funded at





approximately 60 percent of the rate provided to credit courses, reducing the resources available to this critical function and creating a disincentive to offering non-credit basic skills courses.

There is a rich array of research literature on effectiveness practices. The critical needs are to secure funding, promote adaptation and adoption, and ongoing implementation. A number of strategies have proven effective, including: innovative program structures, peer support, tutoring, supplemental instruction, counseling, support services, learning communities, and intensive assessment and follow-up.

Many programs that incorporate these effective practices are currently offered to some targeted populations, but the Colleges are not funded to implement effective approaches to reach all students needing basic skills education. Furthermore, Colleges that have developed successful pilot projects

lack institutional funding for ongoing implementation and assessing success.

#### **DESIRED OUTCOME**

*Effective basic education programs are adequately funded and integrated into the curriculum. Students see the relevance of basic skills education and have a clear “road map” of the course sequences leading to their goals. Colleges provide institutional commitment to basic education and integrate instruction and support services. All students needing basic skills education participate in matriculation processes, receive effective student services and have access to instructional support programs, leading to enhanced levels of academic achievement and equity of student outcomes. There are Statewide strategies for compiling, disseminating and supporting effective practices for basic skills education.*



## INITIATIVES

Develop strategies to address the following areas:

**Best Practices.** Identify existing basic skills effective practices, funding needs for institutionalizing the effective practices, and an approach for disseminating the effective practices (with or without augmented funding). Develop a shared effort across the Colleges, leading to the implementation and funding of a range of effective basic skills offerings, tailored to address local needs by college faculty, staff and administrators.

**Comprehensive Approach.** Address all relevant aspects of community college education and services, including: matriculation (assessment, placement, advising, counseling); instructional design; learning resources; curriculum design and sequencing; and supplemental learning activities (e.g., tutoring, group learning, supplemental instruction, etc.); and other student support services. Identify effective practices in professional development and training and organizational processes and structures. A key organizational topic is the relationship between instruction and student services.

Evaluate and apply the following success factors:

- **Shared Responsibility:** Develop regular processes for cross-functional discussion about effectiveness and improvements. Faculty have the primary responsibility for educational matters and therefore for basic skills programs, and basic skills development is a concern for all faculty. At the same time, basic skills education is a responsibility of the whole College system and there should be supportive processes across the Colleges.
- **Program Development Leadership:** Ensure that discipline faculty have the resources and staffing to provide leadership in developing instructional approaches to providing basic skills education, working in partnership with student service professionals, non-instructional faculty and instructional paraprofessionals.
- **Effective Pedagogy and Classroom Research:** Ensure that basic skills programs are relevant, engaging, and pedagogically sound. Faculty have the resources to regularly conduct research on the effectiveness of their teaching methods.
- **Clear Course Sequences Leading to Goal Achievement:** Link basic skills programs directly to students' ultimate educational goals. The sequencing of basic skills to general education, transfer-level, or career/tech courses should be clearly understood by students.
- **Applied Learning:** Link basic skills to employment skills. Student acquisition of basic skills is enhanced when connected to a practical application.
- **Early Math and English:** Ensure students take appropriate math and English courses early in their programs. Colleges should have the resources to provide assessment and necessary courses.
- **Integration:** Integrate basic skills development into the course of educational life at the colleges. Identify and implement best practices for incorporating basic skills development across the curriculum. Provide linkages between non-credit basic skills, credit developmental basic skills and credit programs to provide pathways for student success.
- **Funding for Institutionalizing Best Practices:** Identify the funding needs for implementing the best practices. Propose needed funding levels and sources to support ongoing funding for enhanced levels of services.

## B2

### Assessment and Placement

**Develop methods to more effectively assess student preparedness levels and to place students in appropriate courses.**

#### NEEDS AND ISSUES

Students who enroll in courses that are appropriate for their preparation levels are much more likely to achieve course success and persist in their path to their goals. Yet the assessment and placement process, which is designed to achieve this outcome, has had mixed results. Traditionally, community colleges have favored student choice in course selection, but more direction may be beneficial. The difficulties with assessment and placement reflect a range of issues—from the negative stigma attached to basic skills courses by some students, to students' strong desire to move immediately to courses they can apply toward degrees, transfer, or career advancement. Solutions will need to address this broader context to be effective. (See Strategy B1 for the Plan's overall approach to Basic Skills). The key issues identified by practitioners and researchers include:

**Validity/Efficacy.** According to an Academic Senate report, 25 percent of colleges report that their assessment processes do not adequately place students into appropriate basic skills courses. The report estimates that this represents approximately 337,000 students having been potentially misdirected. (*Issues in Basic Skills Assessment and Placement*, Academic Senate, 2004.)

**Uneven Use of Assessment Recommendations.** One-third of students do not choose to take basic skills courses after tests indicate that they would benefit from such courses. (*Issues in Basic Skills Assessment and Placement*, Academic Senate, 2004.)

**Lack of Non-Credit Assessment.** Many students begin in non-credit courses and the

majority of non-credit courses are exempt from assessment. (*Issues in Basic Skills Assessment and Placement*, Academic Senate, 2004.)

**Appropriate Testing for Adult Learners.** Many students who come to the colleges are not recent high school graduates and may have unique needs that are not addressed by the usual approaches to assessment and placement.

**Appropriate Testing for Non-Native Speakers of English.** There is a range of issues related to ensuring appropriate assessment for non-native speakers of English. For example, recent immigrants may take English assessment tests for native speakers of English, but English as a Second Language assessments may be more appropriate. Tests designed for native speakers may direct non-native speakers into inappropriate courses. (*Issues in Basic Skills Assessment and Placement*, Academic Senate, 2004.)

**Need for Orientation and Counseling.** Orientation and counseling are crucial steps in ensuring that students use assessment and placement results effectively. Although these services are widely available and effective, many students are not participating in orientation and counseling. About 1.5 million credit students were directed to orientation in 2002–2003, but 500,000 did not attend. Of the 44,776 non-credit students directed to orientation, only 26,380 attended. During the same year, 1.5 million were referred to counseling, but almost 1 million did not go. (*Issues in Basic Skills Assessment and Placement*, Academic Senate, 2004.)

**Articulation with K–12.** The wide range of academic content in Community College courses signals the need for improved coordination between high school and Community College course work. Students are frustrated and discouraged when they are placed into basic skills courses in subjects they passed in high school.



**Opportunities for Early Assessment.** The CSU Early Assessment Program is an opportunity for the Colleges to engage with high schools and with CSU to improve preparation levels in ways that meet the needs of the Colleges. But unlike the CSU, the Colleges need to balance the move towards standardization of assessment with flexibility and innovation.

**Opportunities for Informed Self-Assessment as a Complement to Assisted Assessments.** Research experience suggests that some students can accurately assess their level of preparation by reading descriptions of courses and their required competencies. New assessment software programs could provide an initial preparation profile that could then be assessed with a counselor.

**Articulation within the Colleges.** EdSource estimates that there are 495 forms of English, math, and ESL placement exams across the 109 colleges. For students seeking to attend multiple Community Colleges, the need to retake tests can present a barrier.

**Need for Information Sharing and Consistency.** There is a wide range of definitions of what constitutes college level work across California's education system. There is an opportunity for expanded information sharing—and developing common definitions—between the Colleges, UC, CSU and K–12 to identify types of data that will be needed for basic skills placement and for evaluating the success of basic skills programs.

**Opportunities for Using On-Going Assessment as a Diagnostic Tool.** On-going assessment results may be used for evaluating student learning needs and outcomes and effective on-going case management.

#### DESIRED OUTCOME

*Students see the value of the assessment process and use the results to enroll in appropriate courses. The assessment process accurately identifies preparation levels and provides students with a better understanding of their needs, and enhances their ability to manage their own educational path. Increasing numbers of students who can benefit participate in orientation and counseling services.*

*The Colleges and K–12 continue to coordinate to improve the alignment of the curriculum and standards in ways that support the interests and approaches of both segments, in collaboration with CSU and UC. The Colleges partner with CSU and K–12 in early assessment. There are multiple options for assessment, including informed self-assessment, and there are active efforts to ensure that students can easily attend multiple Community Colleges without having to repeat assessment testing.*

#### INITIATIVE

Develop strategies to identify effective assessment and placement practices, to identify funding needs for institutionalizing the effective practices, and to identify an approach for disseminating the effective practices.

### B3

## Articulation with K–12

**Enhance alignment of K–12 and Community College standards, curriculum and assessment processes.**

### NEEDS AND ISSUES

There is a mismatch currently between the skill levels achieved by high school students and the requirements for success at the Community Colleges. High school curriculum and exit exams do not reflect higher education assessment and curriculum needs. The result is that over 50 percent of entering students require basic skills education before beginning college work.

The lack of alignment reflects the weak policy mechanisms for creating connections between secondary and post-secondary education. The two systems have historically been seen as serving different needs, with an assumption that not every student is going on to college. However, nationally, 90 percent of high school seniors say they will go to college and 70 percent do engage in post-secondary education.

The CSU Early Assessment Program is a positive development for K–12/post-secondary education alignment. CSU has embedded its assessment within the 11th Grade California Standards Test (CST), so the two tests can be taken together. In the second year of the effort, 46 percent of 11th-grade students volunteered to take the English test, and 69 percent took the math test. The Los Angeles Community College District is conducting a pilot project to use the CSU results to encourage increased college preparation and to place students in some math courses.

Another effort is the California Partnership for the Achievement of Student Success (CalPASS), an initiative that collects, analyzes and shares student data in order to

track performance and improve success from elementary school through university. The project began in Southern California and is now spreading statewide through a grant from the California Community Colleges System Office.

Career curriculum alignment is a goal of Tech Prep Education, which supports educational programming in a variety of career pathways that begin in high school and are designed to culminate in a two- or four-year degree, certificate or apprenticeship. Implemented through local consortia, Tech Prep brings together multiple partners including high schools, Community Colleges, other institutions of higher education, job training providers, employers and industry leaders.

### DESIRED OUTCOME

*Community College assessments of appropriate preparation levels are reflected in high school curricula and assessments. High school students and their parents have clear understandings of the competencies needed for college success and the processes for application. The Colleges are actively engaged with K–12, non-credit programs, adult schools and other segments of higher education on an ongoing basis to work toward increased alignment.*

### INITIATIVES

Develop strategies to address the following areas:

**Early Assessment.** Collaborate with the CSU early assessment program to increase K–12 preparation levels and alignment of curricula. Also, identify options to align high school and college assessments so that they reinforce each other.

**Curriculum Alignment.** Participate in state-level dialogs to increase the alignment of curriculum between the Colleges and K–12.



## Maintaining and Improving Transfer Functions

In early 2005, California State University began a new transfer program, the Lower Division Transfer Pattern (LDTP) program. For many years, individual community colleges had transfer admission agreements with their local CSU campuses. Some college administrators were concerned that LDTP would threaten those successful existing programs. To preserve those successful arrangements the Community Colleges and the CSU system drew up a memorandum of understanding, preserving existing relationships and ensuring that students in the Community College system would have an expanded array of possibilities open to them for pursuing a four-year degree.

*For more information:*  
[www.calstate.edu/AcadAff/agreements.shtml](http://www.calstate.edu/AcadAff/agreements.shtml)





Key areas to be addressed include: lack of congruence between high school math and English courses and community college equivalents, and clarity of pathways in career technical sequences. Build on existing programs, for example, CalPass and Tech Prep, to avoid duplication.

**Concurrent Enrollment.** Provide opportunities for advanced education for high school

students through concurrent enrollment in community colleges. Promote early college/high school and middle college/high school programs.

**Supporting K-12 Reform.** Support current K-12 reform efforts to improve student achievement levels that are supportive of college preparation.



## **B4** **Intersegmental Transfer**

**Ensure that the Community College system and its partners are maintaining and improving the transfer function to meet the needs of students and the State of California.**

### **NEEDS AND ISSUES**

A bachelor's degree is a minimum requirement for many workforce fields, highlighting the importance of transfer. The State's economy is increasingly knowledge-based, requiring technical professional education. In recent years, California has seen increasing recruitment of professionals from other countries, indicating the need and opportunity to increase the number of Californians who possess baccalaureate training or more. A majority of entering community college students identify transfer to a baccalaureate institution as their educational goal. While approximately 70,000 Community College students transfer to California's senior institutions each year, several issues present challenges to the ongoing success of the transfer function.

#### **Complexity of Intersegmental Programs.**

There are several major processes and programs intended to enhance transfer, and a range of coordinat-

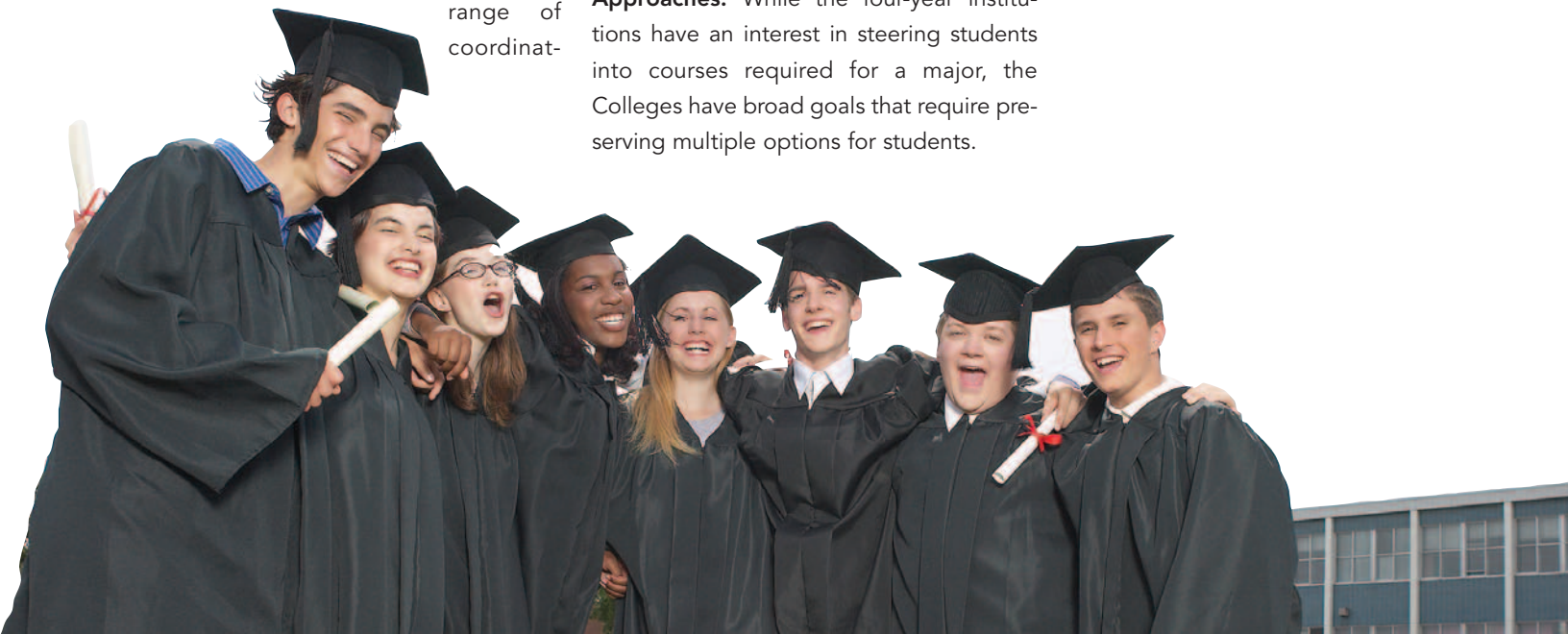
ing committees. A discussion document by the Intersegmental Committee of Academic Senates reviewed these efforts to address the fact that "often these intersegmental transfer programs have been established without specific, clear plans for how they will interface with other existing programs." Consolidation of transfer efforts across these programs will increase effectiveness of transfer.

#### **Student Perception and Experience.**

There are 23 CSU and 10 UC campuses in the State and each campus has its own transfer program. Along with the structural complexity, the transfer process itself is often complex and confusing. Students experience a high level of uncertainty about transfer requirements due to unexpected changes in admittance notices and application requirements. For example, a student who chooses not to apply for transfer because she does not meet the four-year institution's published requirements may find out after the application deadline has passed that the requirements have been relaxed. The complexity and unpredictability of transfer creates additional work for Community College students and counselors.

#### **Differing Educational Missions and Approaches.**

While the four-year institutions have an interest in steering students into courses required for a major, the Colleges have broad goals that require preserving multiple options for students.



**Need for Sufficient Upper Division Transfer Slots to Meet Demand.** While some transfer institutions are heavily enrolled, others have availability. However, some community college students cannot or would prefer not to leave their home communities to transfer.

**Some Groups Underrepresented in Transfer.** First-time California Community College admits have roughly the same racial/ethnic distribution as high school graduates, but transfers are characterized by severe under-representation of African-American (5 percent) and Latino (20 percent) transfer students.

**College-to-College Variation in Transfer.** Community Colleges vary in their transfer rates. The primary factors are: proximity to a CSU campus, average age of students, and differences in educational goals and preparation of students.

## DESIRED OUTCOME

*Students seeking transfer can easily and reliably identify the requirements for transfer to a four-year institution. Students are able to transfer to a four-year institution that meets their educational needs. Intersegmental transfer programs and agreements are streamlined or comprehensively redesigned to reduce the number and complexity of transfer processes.*

## INITIATIVES

Develop strategies to address the following areas:

**Upper Division Transfer Spaces to Meet Needs.** Identify a target number of upper division transfer slots that matches projected needs. Develop funding and other methods to promote an adequate number

of slots at four-year institutions for transfer-ready Community College graduates. Address real and perceived barriers to transferring to universities outside of students' home communities.

**Streamlining Existing Transfer Processes.** Update the Community College system's approach for partnering with the other segments of higher education to improve the efficiency and effectiveness of the transfer process. Build on the recent transfer proposals of the Intersegmental Coordinating Committee of the Education Roundtable and Intersegmental Committee of the Academic Senates, and other resources. Address key issues such as: faculty-to-faculty dialog, course number identifiers, course qualification, dissemination of articulation information, communication and connections between schools and higher education institutions about the transfer option, early intersegmental discussions of policy decisions, and transitions to independent colleges and universities.

**Structural Reform.** Identify and evaluate options for increasing the effectiveness of the transfer process by developing simple, comprehensive approaches. For example, evaluate the structure of degrees in light of transfer so that CSU and UC accept a Community College degree as equivalent to the first two years of a four-year degree.

**Evaluate the Pattern of Transfers Across Colleges.** Evaluate the pattern of transfer across the Community Colleges and identify effective practices that can be disseminated within the system. Address potential disparities regarding probability of transfer based on geography, race/ethnic composition of college, relationships with four-year institutions, etc. Address student barriers to transferring to university campuses outside



their home communities. Also, determine where transfer-ready students go and the reasons for their status to assess the apparent discrepancy between the number of transfer-ready students and the number of actual transfers. Identify transfer success factors.

**Other States and Private Institutions.** Develop transfer agreements with other states and private institutions to expand opportunities for Community College students.





## **B5** **Teaching and Learning** **Effectiveness**

### **Support effective teaching and learning.**

#### **NEEDS AND ISSUES**

Community Colleges serve many educational needs and are dedicated to the teaching and learning process. The delivery of consistent high-quality instruction faces several challenges:

- Diverse student learning styles and preparation levels
- Limited funding for program innovation and professional development
- Need for expanded instructional support services
- Lack of information needed to assess teaching effectiveness
- The need for more full-time faculty positions
- Inability of part-time faculty to adequately interact with students outside class
- Facility constraints that hamper effective learning environments

The Colleges can benefit from a range of resources and opportunities. The Colleges have experienced success in several areas, including: innovative program designs, such as learning communities and integrated curricula; information literacy training; and new instructional approaches and academic support services (tutoring, supplemental instruction, distance education, classroom assessment). The Colleges have begun a process of identifying and measuring actual student learning through the “student learning outcomes” process. This process will continue forward as the Colleges address new accreditation standards based on student outcomes.

Student engagement is a significant factor in determining success. Mentoring, counseling, direct contact with faculty, counselors

and librarians, freshman programs, job shadowing, career information, campus activities and other personalized approaches foster student involvement in academic and non-academic goals.

Meaningful faculty contact is currently available primarily from full-time faculty members. Full-time faculty members spend more time on campus than part-time faculty, and provide opportunities for many formal and informal interactions with students. By definition, part-time faculty cannot provide an equivalent level of student contact. But funding office hours for part-time faculty will enhance opportunities to provide advice and mentoring. Part-time faculty can also participate in curriculum development, especially in career technical programs.

Counselors play a critical role in enhancing teaching and learning effectiveness through direct contact with students, especially students from low-income families and first-time college students. Counselors provide services that address personal development and other barriers that students face in pursuing their educational and career goals at the Colleges.

The overall challenge is to support high levels of quality in instruction through innovation and adoption of existing effective practices.

#### **DESIRED OUTCOME**

*All Community College faculty members and counselors, as well as other academic support service professionals, engage in an ongoing process of ensuring the highest levels of effective teaching and learning.*

#### **INITIATIVES**

Develop strategies to promote the expansion of existing practices and the adoption of new, effective practices to support quality of instruction and student engagement.

## **B6** **Degrees and Certificates**

**Identify effective practices for enhancing students' ability to attain degrees and certificates.**

### **NEEDS AND ISSUES**

Perceptions are mixed about the value of degrees and certificates granted by the Community Colleges—both inside and outside the Community College system. For example, some students who qualify for the associate's degree do not petition to receive it, and the public is either not aware of or does not recognize the value of the degree. With regard to distance education, there are restrictions in unit transfers among Community Colleges that inhibit the development of distance education degree programs offered on multiple campuses.

At the same time, associates degrees and certificates are actually very valuable, increasing student earnings and promoting career enhancement. The non-credit certificates of completion for certain courses and programs can be valuable in obtaining employment or meeting the specific needs for work skills.

### **DESIRED OUTCOME**

*The public increasingly perceives that certificates and associate's degree are valuable credentials that signal the achievement of a range of academic and personal competencies. Students, faculty and staff also have increasing levels of support for certificates and degrees.*



### **INITIATIVES**

Conduct communication and outreach to increase awareness, both inside the College system and with key external audiences. Increase the use of degree audits to help students understand their degree status. Increase the number of students petitioning for degrees. Ensure programs are designed and the subsequent course offerings are delivered through in-class or distance education in a comprehensive and organized track that allows a student to complete a degree or certificate in a timely manner.



## **B7 Innovative Practices in Workforce Education**

**Support innovation in workforce education.**

### **NEEDS AND ISSUES**

The Colleges provide education and training to incumbent workers and those seeking employment. Many of these students are seeking short-courses to meet specific vocational needs. Others will enroll in degree or certificate programs. Many incumbent workers will need short-term, not-for-credit instruction designed to

upgrade or enhance job performance, or to hasten finding a job.

In addition to many challenges faced by younger students, adult learners face returning to the classroom after a long hiatus from formal education and the lack of assessment instruments appropriate to adult learners. Many students also seek a variety of “soft skills” ranging from work readiness to communication and team dynamics.

### **DESIRED OUTCOME**

*The Colleges provide a full range of instructional and support services that meet the needs of students preparing to enter the workforce or already working. The Colleges work with key industries and local employers to determine the skills, competencies, on-the-job performance requirements, and delivery mechanisms needed to enhance workforce education programming.*

### **INITIATIVE**

Promote the adoption of effective practices in adult workforce education.



## PARTNERSHIPS FOR ECONOMIC AND WORKFORCE DEVELOPMENT

Strengthen the Colleges' capacities to respond to current and emerging labor market needs and to prepare students to compete in a global economy.



### BACKGROUND

Career education and economic development are critical elements of the Community Colleges' mission. Many students come to the Colleges to obtain occupational degrees and certificates. In addition, long-term demographic trends indicate that California will need to serve a substantial population of working-age adults with low levels of educational attainment and few connections to traditional education. The changing nature of the economy will also require ongoing education and training opportunities for the existing workforce.

The State of California does not have a comprehensive approach to overcome this challenge. The Colleges, through their statewide presence and existing links to employers, offer tremendous potential. Vocational training has long been a mission

of the Community Colleges, but over the past two decades, economic development has emerged as a major program. In 2003–04, the System's Economic and Workforce Development Program (EWD) served over 200,000 students, including many who cannot attend traditional campus programs. In addition, the EWD provides services to small business through its Small Business Development Centers and assistance in international trade development. These are important missions, given the state's overwhelming dependence on small firms to generate new jobs and the explosive economic development in Asia.

The EWD has begun providing opportunities for faculty development, and the creation and incubation of new curriculum and new technologies that, over time, can become institutionalized and disseminated statewide. To date, these efforts have occurred in high growth or emerging indus-

### STRATEGIES

- C1 Coordination of Statewide Workforce Programs and Policies*
- C2 Career Pathways*
- C3 Curriculum and Program Development and Approval Process Improvements*
- C4 Regional Collaboration Through Multi-Agency Networks*
- C5 Defining and Addressing Long-Range Economic and Workforce Trends*
- C6 Funding and Pay Equity*

tries like multimedia, biotechnology, advanced transportation, environmental health and safety, and healthcare.

Additional career pathways in growing sectors are being identified and curricula developed to provide a skilled labor pool to meet employer needs within them. Meanwhile, the Governor's Career Technical Initiative is being funded to provide stronger linkages between high schools and the Community Colleges to help strengthen a pipeline of students prepared for jobs to support growing industries and meet future labor supply needs.

The Census Bureau 2004 American Community Survey found that 41.2 percent of Californians aged 25 and over have not had a single college class. The expansion and success of programs such as the Partnership of Economic and Workforce Development of the Community Colleges is crucial to the State's economic success.

### STRATEGY OVERVIEW

These broad needs necessitate a diverse set of programs and services to maintain

California's commitment to individual and family opportunity and the State's long-term economic vitality. Central to this approach is strengthening existing partnerships, and identifying and developing new collaborations. The approach outlined in this goal area bridges traditional divides between education and business, and between the Colleges' career/technical, academic, and economic development programs. Students, communities and the State of California all share the fundamental need for educational and economic development programs that provide gateways to personal and community economic success.

A collaborative network infrastructure is already in place and can be expanded to increase the Colleges' capability to provide workforce education, training, and services that contribute to the economic competitiveness of the State. The key is to align business needs with the skills of students who are entering the workforce, workers who are transitioning from declining to growth industries, and incumbent workers needing retraining or skills enhancement to maintain or progress in their careers.

The overarching goals are expanding the Community College role in regional and State economic advancement and increasing the capacity, interest, and commitment of the Colleges to high-quality career/technical education, informed by business and industry participation.



## **C1 Coordination of Statewide Workforce Program and Policies**

**Ensure that community college programs are aligned and coordinated with State and local economic and workforce development needs.**

### **NEEDS AND ISSUES**

The Colleges are the largest providers of workforce training in the state. The Community College system has a high stake in State policy, programs and funding related to workforce education. Currently, there are multiple workforce training programs that may or may not involve the Colleges. These include: Regional Occupational Programs and Centers, Workforce Investment Boards, adult schools and high school career technical programs, as well as incumbent worker training funded through such sources as the Employment Training Panel.

Meeting the needs of employers and the employment community, including State programs monitored through the Workforce Investment Boards, will often call for industry-specific training.

The Colleges can take the lead in coordinating programs, leveraging resources and influencing statewide policies that benefit the regional and local economy and serve a diverse student population and businesses. The EWD Program can serve as a catalyst for addressing State human capital needs by seeking collaboration.

### **DESIRED OUTCOMES**

*Community College programs reflect Statewide priorities and are consistent with State policies and programs. Students' perception of the workforce education programs in the state is that of a seamless, integrated system. The Colleges and the system as a whole are viewed as leaders in economic and*



*workforce development, responsive at the community, regional and state level.*

*The System Office provides leadership in seeking federal and State resources to meet critical workforce development needs and to address changing career needs in the curriculum development process.*

### **INITIATIVES**

Develop strategies to address the following areas:

**Collaboration.** Improve State-level collaboration for workforce development and education programs throughout the State. Explore how college resources might be leveraged with non-credit programs, K–12, adult schools, other public workforce agencies and employers to support a market-responsive, demand-driven workforce system at the State level.

**Funding.** Explore alternative sources of funding including State and Federal grants, as well as fee-based services through the contract education delivery system. Expand the use of Economic and Workforce Development Program Initiatives to attract additional investment in workforce training.

## **Nursing Expansion Effort**

To address a serious shortage of registered nurses, the System Office has been working in partnership with California's Department of Labor, the California State University System, the University of California, and other state agencies to expand Nursing Associate Degree and Bachelor's Degree programs—a coordinated effort to recruit, educate and license about 10,000 nurses a year.

This partnership has allowed the Community College system to award and monitor nearly \$15 million in grant funding provided by the State Legislature and the Governor's Office. The System Office has also used federal Vocational and Technical Education Act funds to develop student success tools to provide instructional resources to the nursing programs. This coordinated effort, involving a variety of State and federal agencies, will help to meet California's future health care needs.

*For more information:  
<http://www.healthoccupations.org/>*



## C2 Career Pathways

**Create linkages between academic and career fields to provide clearly defined career pathways that encourage and support a lifetime of educational and career advancement opportunities. Build on specific pathway initiatives to improve ongoing coordination and collaboration across academic, career/technical and economic development programs.**

### NEEDS AND ISSUES

In the current economy, high-wage, high-growth employers require a workforce with high levels of basic skills, as well as the ability to adapt quickly to changing and more complex technology. In a state where significant numbers of students fail to graduate from high school and many others, both in and outside the workplace, lack critical core and applied skills, community colleges as

an institution need to develop new and comprehensive approaches to workforce development.

Integration of academic and career fields is one of several approaches that provide a focus for progressive education and training integrated with upward career mobility.

### DESIRED OUTCOME

*The Colleges work with high schools, non-credit programs, adult schools and employers to create comprehensive workforce preparation strategies encompassing core basic skills, applied academic and vocational preparation and ongoing educational and career advancement.*

*Academic, economic development and career/technical education programs are integrated where appropriate. Program integration leads to greater opportunities for student advancement in academic or career goals.*







## A Biotech Career Ladder

Skyline College and Ohlone College worked closely with scientists from Genentech and other biotech companies to develop a 14-week, intensive biotechnology-manufacturing program that prepares students for entry-level positions in local biotech companies. Graduates enter paid internships that may lead to full-time placements. Skyline College recently developed additional short-term instruction so students can make career advancements in the company. The college has also developed a focused bridge program for students who need stronger basic skills to enter the biotech program.

The biotech program is now being expanded to Laney, Contra Costa, and Solano Colleges in the Bay Area and Mira Costa College in the San Diego area. St. Louis Community College recently adopted a similar model.

The program was awarded the national Recognition of Excellence Award by the Department of Labor (DOL) in 2005. The DOL and the Employment Development Department are providing additional funding to support partnerships between the community colleges and local Workforce Investment Boards.

*For more information:*  
[www.skylinecollege.edu/workforce](http://www.skylinecollege.edu/workforce)

### INITIATIVES

Develop strategies to address the following areas:

**Best Practices.** Build on existing models, disseminate best practices and develop new programs for enhancing the career pathways approach in high-wage, high-growth areas of the economy.

**Ladders of Opportunity.** Secure funds to implement the career ladder concepts and practices from the Board of Governors' "Ladders of Opportunity." Create strategies to align curriculum with industry, education and workforce agencies. Provide comprehensive work and career preparation that incorporates core basic skills, applied education and continuing opportunities for career educational advancement.

Create pathways for students to combine work and education by providing clear, accessible and explicit information. Effective career pathways will allow movement across educational and training programs, including K-12, Community College, baccalaureate, and graduate or professional education. The initiative will include techniques for tracking student progress.

**Bridge Programs.** Create new "bridge" programs to prepare low-skilled Californians to succeed in Community Colleges and access employment in high-wage, high-growth sectors. Build on partnerships with workforce, social service and adult education systems to expand the reach, scope and funding of college-centered, industry-driven career pathways program.

### **C3 Curriculum and Program Development and Approval Process Improvements**

**Ensure high standards and academic rigor in Community College programs while delivering timely, relevant and high quality offerings that meet the needs of business and industry.**

#### **NEEDS AND ISSUES**

Employers and potential students must have access to timely, relevant and high-quality training programs to remain competitive in a global economy and to meet the demands of growing sectors of the economy. Providing this training is an opportunity for the Colleges to link students to career pathways and provide the benefits of wider educational offerings.

Effective programs require careful design, faculty planning and oversight, and appropriate facilities and equipment. The Colleges need to ensure that vocational and career education programs meet the same standards of quality and academic rigor that distinguish its academic programs. Business and industry value the high quality of Community College programs, and faculty are committed to maintaining these standards of excellence.

#### **DESIRED OUTCOME**

*Businesses understand that the Colleges' program development and approval processes lead to high levels of quality. The Colleges deliver programs within a time-frame that meets employer needs. The curriculum development process is flexible to respond to emerging and changing needs. Industry participation enhances the currency and relevancy of curricular offerings.*

#### **INITIATIVES**

Develop strategies to address the following areas:

**Process Improvements.** Increase responsive partnerships and mutual understanding between employers and the Colleges. Address the interest of business in non-traditional program formats and shortened development cycle times in ways that are consistent with the Colleges' quality standards. Increase the general awareness of the Colleges as providers of high-quality workforce education and training. Develop strategies to address the currency and relevance of programs and courses, including an adequate number of full-time faculty for curriculum development, while recognizing the value of practitioners. Consider existing best practices.

**Outreach and Participation.** Increase industry participation in the design and development of curriculum. Develop internal strategies to improve communication between occupational programs, the EWD Initiatives, and contract education programs.





## C4 Regional Collaboration Through Multi-Agency Networks

**Encourage and support Community College initiatives to collaborate with other economic and workforce development agencies and industry sectors to develop regional partnerships and networks.**

### NEEDS AND ISSUES

The Colleges play a vital role in economic development in their communities at the local and regional level. Community Colleges routinely collaborate with employers and other agencies to develop programs for workforce development. But a broader engagement is needed in collaborative networks involving the K–12 system, regional occupational programs, business, industry, labor, and a range of state, municipal, non-profit and county agencies that are engaged in economic and workforce development.

Regional collaborations provide greater leverage of available resources, are responsive to local needs and can have a greater ability to respond to short- and long-term workforce education needs at the state and regional level. While successful models of regional collaboration exist in many districts, San Bernardino County and the Bay Area have particularly strong regional collaboration and multi-agency networks.

While multiple organizations, agencies and business partners operate in large urban areas, in rural areas Community Colleges are often the only institutions that lead economic development, education and train-

ing. With supportive state policies, rural Community Colleges can become more effective in serving their regions. However, they face many challenges, such as their small size, large service area, students with lower educational attainment and lower expectations, and an economy that offers fewer opportunities for highly educated workers.

Regional collaboration in rural areas can achieve greater economies of scale and may include state agencies for education, welfare, economic development, workforce training, community development and regional planning.

### DESIRED OUTCOME

*Community Colleges are actively engaged in diverse regional economic development networks that support business and industry needs, extend the resources of the Colleges, build internal capacity and develop institutional mechanisms to address regional economies.*

### INITIATIVES

Develop strategies to address the following areas:

**Best Practices.** Identify and disseminate best practices for coordination, information sharing and collaboration on local, regional and statewide economic and workforce development. Identify best practices in the System's EWD Program, existing regional consortia and advisory committees.

**Partnerships.** Promote regional multi-agency networks and partnerships.

## Sierra College Mechatronics Program

Employers have been frustrated by a shortage of employees who understand how to design, operate, maintain and repair Mechatronics equipment. The technology, which integrates electronics, mechanics, pneumatics, hydraulics and computer programming, is used widely in applications such as ATMs, hybrid cars, vacuums, and gas station pumps.

The Sierra College Mechatronics program began in November 2004 with a \$1.2 million System Office grant and a number of businesses joining the college to create the curriculum and provide training opportunities.

The program will increase the labor pool in Mechatronics, extend career pathways, and create advancement opportunities for incumbent workers. The Sierra College Mechatronics program is unique: it is one of only two Mechatronics programs in the country, the only one in California, and the only Mechatronics program with lab curriculum certification and degree options.





## **C5 Defining and Addressing Long-Range Economic and Workforce Trends**

**Build on the California Community Colleges' Economic Development Initiatives to define and develop emerging career clusters. Ensure that the Colleges have access to the tools and resources needed to track and respond to long-term economic and workforce trends.**

### **NEEDS AND ISSUES**

Identifying long-range economic and workforce trends is critical to anticipating the needs of the economy in both the near and distant future. When trends are identified early, the Colleges and its partners can plan for future needs.

Economic trend analysis is routinely conducted at the national, state and local levels by agencies such as the Department of Finance, Employment Development Department, Economic Strategy Panel, chambers of commerce, city and county economic development agencies and other public and private entities. However, these are often not appropriate to guide a Community College response.

Although local trend data analysis is accessible to many Community Colleges, regional and global trends relevant to economic and workforce development at the Colleges are not well understood across all districts and colleges.

Furthermore, much of the available data is at a macro level and needs to be put into the context of a Community College response.

The System Office's Economic and Workforce Development (EWD) Unit is conducting environmental scanning through the Business and Workforce Performance Initiative (BWPI) to help the Colleges meet the economic and workforce development needs of their respective communities. The BWPI initiative also provides customized training to advance California's workforce, partnership development, and regional and statewide marketing.

In addition to data analysis, the EWD Program supports staff, curriculum, equipment and other resource development.

### **DESIRED OUTCOME**

*The Colleges have a long-term view of economic and workforce development in their region and the state. The Colleges have access to systemwide capacity to identify and plan for emerging workforce needs and strategic opportunities in high growth, high demand industries that are critical to the local, regional, or state economy.*

### **INITIATIVES**

Working through the BWPI, conduct ongoing long-range scanning of local, state and regional economic trends to anticipate workforce development needs and disseminate results to regional economic and workforce development networks.



## C6 Funding and Pay Equity

**Ensure that resource allocation mechanisms equitably address infrastructure and staffing needs of critical programs.**

### NEEDS AND ISSUES

Community College career technical programs vary significantly in terms of resource needs such as infrastructure and staffing. The current resource allocation mechanisms do not recognize this distinction. For example, nursing programs have higher laboratory costs and lower faculty-student ratios, but they are funded at the same level as other offerings. Rural community colleges have smaller class sizes and therefore higher costs per student.

Current faculty salary, placement and advancement schedules favor education credentials over professional experience. While this policy is geared towards academic programs, career technical programs often recruit practitioners from the field who bring current experience but who may not have the same academic credentials as the faculty teaching in general education programs. The Colleges are challenged in providing competitive compensation for these practitioners in high-demand programs.

### DESIRED OUTCOME

*Specialized programs have the resources they need to provide quality education, adequate staffing and infrastructure. The Colleges have the flexibility to allocate*

*resources to meet unique funding and staffing needs for high-priority programs.*

### INITIATIVES

Develop strategies to address the following areas:

**Funding.** Improve resources for specialized high-cost occupational programs. Develop collaborative partnerships that encourage industry to take a more active role in equipment and facilities development. Explore innovative ways in which regional, state or national industries can support the development of system infrastructure, facilities and services.

**Pay equity.** Address pay inequity of faculty and practitioners, especially for high-demand programs.



## SYSTEM EFFECTIVENESS

Improve system effectiveness through communication and coordination, regulatory reform and performance measurement.

## STRATEGIES

- D1 Accountability Research for the Community Colleges*
- D2 Comprehensive Measures of Success*
- D3 Analytical Capacity for Measuring Success*
- D4 System Office Roles and Functions*
- D5 Selective Regulatory Reform*
- D6 Resource Sharing*
- D7 Leadership and Professional Development*
- D8 External Relations*
- D9 Coalition for Higher Education*
- D10 Ongoing and Collaborative Strategic Planning*

## BACKGROUND

Increasing the effectiveness of the California Community Colleges as a system of higher education will improve student success. By creating an effective process for strategic action, the system can advocate for policy and funding improvements to support open access, high-quality education. Some of the most powerful classroom-level benefits can only be achieved by improving the position of the Colleges in State law, for example: enhanced funding, greater flexibility and structural improvements to the system's relationship to the school system and other higher education segments. Other important improvements can best be identified by taking a statewide perspective within the system such as identifying effective college pedagogical practices for dissemination across the State.

The strategies in this section will increase the system's effectiveness through existing bilateral and participatory governance. The Board of Governors and local boards of trustees ensure that local college circumstances and needs are effectively addressed.

## STRATEGY OVERVIEW

The strategies in this section will improve the system's capacity to advocate on behalf of students' needs. The System Office will focus more of its attention on facilitating dialog and collaboration across the Colleges and constituencies. The goal is to share best practices and focus the system's energies on the strategic issues of greatest benefit to students. This will include facili-

tating an ongoing dialog to reach agreement on essential system-wide priorities. Another capacity enhancement is to assess whether system regulations can be modified (without removing any important guidelines or safeguards) when they impede adopting new solutions. The plan will also focus attention on leadership and professional development as foundations for ongoing improvement and identify opportunities for resource sharing across districts and colleges.

The Colleges must be able to take credit for success and identify areas for improvement to system effectiveness. The Plan includes implementation of the recently adopted accountability reporting system, and an effort to identify new ways to quantify the range of benefits received by students. These efforts will ensure that the Colleges continue to be seen by the public and policy makers as meeting students' needs. The Plan focuses directly on external relations as a key means for ensuring awareness of the needs of Californians and the benefits provided by the Colleges. Reaching beyond the Colleges, the Plan calls for a broad coalition of civic, governmental, and business leaders to join together in advocating for the full spectrum of education needed to support California's development as a vibrant and equitable state. Implicit in all of the strategies in this section is the role of technology, which offers great potential for improving planning, communication and resource management in operations at the College, District and statewide levels.



## ***DI*** **Accountability Research for the Community Colleges**

**Implement the performance framework  
Accountability developed by the System  
Office in response to AB 1417.**

### **NEEDS AND ISSUES**

AB 1417 charged the Board of Governors with providing recommendations to the Legislature and the Governor for a workable structure for annual evaluations of college-level performance in meeting statewide educational outcome priorities. After an extensive internal and external outreach effort, the Board of Governors submitted recommendations to the Legislature and Governor in March 2005.

The framework will provide the necessary information to State policymakers and local

Community Colleges that would, over time, lead to improved instruction and related programs for students. The framework recommends four performance categories: degrees, certificates and transfer; vocational, occupational and workforce development; basic skills and English as a Second Language; and participation rates. These metrics will be reported at the college and the system level, starting in 2007.

### **DESIRED OUTCOME**

*The Colleges have a workable structure for the annual evaluation of college-level performance in meeting statewide educational priorities.*

### **INITIATIVES**

Implement the success measurement framework developed in 2005 by the System Office in response to AB 1417.





## ***D2*** **Comprehensive Measures of Success**

**Develop additional measures of success based on student outcomes and the unique role of the Colleges in providing open access, lifelong learning and career exploration opportunities.**

### **NEEDS AND ISSUES**

The Colleges are subject to an array of accountability metrics, but the data generally does not lead to improved student outcomes and may in some cases lead to perverse unintended effects. For example, a number of students enroll in Community Colleges to meet their short-term educational and career goals and have no intention of completing a degree or certificate. While a low completion rate among community college students is clearly an issue that needs to be addressed, intermittent college attendance may actually be the goal of many students. The AB 1417 performance framework does not capture these outcomes as successes.

### **DESIRED OUTCOME**

*The Colleges define and measure success factors that appropriately reflect its unique*

*role, especially regarding students who transition frequently between education and the workforce. Accountability structures are streamlined, as is appropriate to a self-governing sector of higher education. Local flexibility is balanced with statewide requirements for measuring educational quality.*

### **INITIATIVES**

Develop strategies to address the following areas:

**Appropriate measures.** Identify measures of success that recognize and quantify the unique contributions of the Colleges and are appropriate to its multiple missions. Identify streamlining proposals that increase the use of the information gathered and decrease the administrative and resource requirements. Address unique student demographics (older, working, low preparation, with children, first-generation) that influence attendance and the time needed to attain goals.

**Models.** Examine accountability arrangements used at Community Colleges in other states, and at the UC and the CSU.



### **D3 Analytical Capacity for Measuring Success**

**Enhance the research and analysis capability at the System Office to support the Colleges and the Board of Governors in tracking performance, planning and budgeting, and in policy.**

#### **NEEDS AND ISSUES**

While some colleges have effective research capabilities, many small colleges rely on the System Office for their analysis needs. Recent budget cuts have resulted in a 33 percent reduction in staffing at the System Office, constraining the ability of the entire Community College system to analyze and respond to emerging needs and issues.

#### **DESIRED OUTCOME**

*The Colleges and the System Office have the research and analytical tools and the resources needed to support system functions.*

#### **INITIATIVE**

Ensure that adequate resources are available in the System Office for building appropriate analytical capacity for analyzing educational trends, researching best practices and evaluating system performance.





#### ***D4*** **System Office Roles and Functions**

**Support the System Office in its role as an advocate and a facilitative leader of the Colleges.**

#### **NEEDS AND ISSUES**

The System Office is the administrative branch of the California Community College system. It provides leadership and technical assistance to the 109 Community Colleges and 72 Community College Districts in California. It is also responsible for allocating State funding to the Districts and for ensuring compliance with State laws and regulations. The System Office operates under the direction of the Board of Governors, which sets policy and provides long-range planning and guidance to the Chancellor and System Office staff.

As an agency of State government, the System Office is subject to control by the Department of Personnel Administration and the Department of Finance. This limits the System Office's ability to respond to changing conditions, especially in areas of economic and workforce development. The lack of autonomy is unlike the System Office's public higher education counterparts. In 2004, the System Office Agency Review identified a range of improvements that would enhance the effectiveness of the System Office. The System Office has implemented the improvements that are

achievable without changes to State law, but some challenges remain.

#### **DESIRED OUTCOME**

*The System Office has the ability to facilitate collaborative solutions to challenges and opportunities facing the Colleges and to carry out its regulatory function without unduly burdening the Colleges. The System Office ensures that resources support State priorities.*

#### **INITIATIVES**

Build on the recommendations of the Agency Review to develop the role of the System Office as an advocate and facilitative leader for the Colleges as a self-governing sector of higher education:

- Facilitate the development of the Colleges' shared strategic agenda.
- Enhance the System Office's capacity for strategic analysis.
- Advocate for innovation.
- Facilitate regional collaborations across Districts and Colleges.
- Collect and disseminate best practices.
- Ensure the continuation of policies and methods of measurement that foster statewide education quality, access and fairness.
- Pursue new resources to fund systemwide priority needs.

**D5**  
**Selective Regulatory Reform**

**Identify targeted areas to reform in the Education Code and Board regulations.**

**NEEDS AND ISSUES**

Many statutes and regulations governing the system are based on legitimate concerns or goals, but some may be duplicative or contradictory. There is also concern that specific laws and regulations limit the flexibility, autonomy, effectiveness and efficiency of the Colleges.

**DESIRED OUTCOME**

*Statutes, regulations and administrative practices serve a valid public purpose, do*

*not impose unnecessary burdens on the Colleges, and support efficiencies within the Colleges, especially in targeted areas critical to achieving the goals of the Strategic Plan.*

**INITIATIVES**

Identify select areas for statutory or regulatory change that will support the efficiency and effectiveness of the Colleges. A selective policy review will target statutes, regulations and administrative practices and procedures for improvement, focusing on areas where changes are needed to implement the Strategic Plan.





## *D6* **Resource Sharing**

**Encourage collaboration and networks across districts and colleges.**

### **NEEDS AND ISSUES**

There are opportunities to improve access and success for students by increasing the collaboration across the Colleges and between the Colleges and the System Office. Regional collaboration currently takes place in some aspects of career technical program delivery, especially with regard to programs requiring specialized, high-cost equipment.

Regional collaborations can lead to sharing information and best practices, and development of coordinated approaches to engage the Colleges' partners, such as the

adult schools, K–12, four-year institutions, and business and industry. Opportunities for cost savings can be achieved through combined purchases of large volume or high-cost items.

A specific issue relates to the movement of employees between Districts, and between Districts and the System Office. Current policies and regulations can create disincentives to staff movement, which can reduce opportunities for people with field experience to provide useful information and perspective to the System Office, for Districts to learn from one another, and for the Districts and the Colleges to benefit from System Office staff.

Another area for collaboration is the articulation and alignment of curriculum and assessments among the Colleges. Lack of alignment could create barriers for students who seek to move to another community college or enroll in multiple colleges.

### **DESIRED OUTCOME**

*Districts and colleges collaborate in regional networks to expand information sharing and leverage resources to improve student success.*

### **INITIATIVES**

Develop strategies to address the following areas:

**Collaboration.** Explore opportunities for regional collaboration to share information, staff, resources, facilities and effective practices. Potential areas for collaboration include curriculum alignment (based on student learning outcomes), sharing of best practices and resources and collaborating on regional economies.

**Flexibility.** Promote policies that allow flexibility for faculty, staff and administrators to move within the College system.





## D7

### Leadership and Professional Development

**Support learning and growth opportunities to enhance the skills and competencies of all College, District and System Office employees.**

#### NEEDS AND ISSUES

Based on the complex and evolving array of educational and service needs facing the Colleges, there will be a continuing need for a major commitment to all aspects of human resource development. There are three broad needs:

**Leadership Development.** As existing leaders in the system retire, the Colleges need to invest in developing new leadership from within the system. Participatory governance places a special premium on high-level communication and consensus building skills, in addition to traditional management skills and leadership competencies. Furthermore, current laws, policies and local collective bargaining agreements regarding compensation, benefits and tenure constitute barriers to faculty moving into administrative positions.

**Professional Development.** Ongoing professional development is critical to high quality instruction and services. Faculty and staff are most effective when they are supported in developing progressively more sophisticated competencies. The professional skills needed are also evolving with the changing demand in the workplace. Faculty and staff must demonstrate sensitivity to and serve an increasingly diverse student population.

**Technology.** Other areas of this Plan address technical infrastructure needs, recognizing that faculty and staff need adequate training to use technology to its fullest potential. Leadership and profes-



sional development need to address both the pedagogical uses of technology and also the many administrative and student service areas where technology can support the effectiveness of the Colleges.

#### DESIRED OUTCOME

*The Colleges and the System Office have the resources and the structural capability to provide adequate professional and leadership development opportunities.*

#### INITIATIVES

Develop strategies to address the following areas:

**Training.** Provide pedagogical training for faculty, leadership training for staff and faculty at all levels, programs to recruit and retain quality staff and faculty, and programs to support technology use and innovation (e.g., faculty and staff release time). Evaluate appropriate ways to build faculty and staff capacity to serve a diverse student population.

**Legislative Change.** Consider legislative changes that encourage movement of faculty, staff and administrators within the system in leadership positions.



## **D8** **External Relations**

**Improve the visibility and positive awareness of the Colleges and the system.**

### **NEEDS AND ISSUES**

Public and stakeholder perception of the role and success of the Colleges is uneven. Among the general public, there is widespread support for the Colleges as an important gateway for educational opportunities. However, many perceive other post-secondary institutions such as the UC and CSU as their first choice, with the Colleges serving only a secondary role. Public policy makers similarly tend to focus on UC, CSU and baccalaureate degrees. Community Colleges can do more to improve their reputation as institutions of quality higher education.

The Colleges are most often known for their transfer role, overlooking their substantial role in workforce education, lifelong learning and basic skills. There is an opportunity to position the Colleges for greater visibility and influence in the policy arena and public perception.

### **DESIRED OUTCOME**

*The Colleges are perceived as a quality higher education institution among the general public and external partners, including other segments of education, public agencies and the legislature.*

### **INITIATIVES**

Develop strategies to address the following areas:

**Messaging.** Enhance the Colleges' effectiveness in conveying strategic messages to the legislature, the public, and the media. Capitalize on the positive image of Community Colleges with the voting public—as seen in opinion polls and local bond elections—to mobilize support for enhanced funding.

**Outreach.** Provide information to industry, the Legislature and the general public about how community college education provides civic, social and economic benefits.

## D9

### Coalition for Higher Education

**Support a coalition of leaders from all sectors of California to enhance access to higher education.**

#### NEEDS AND ISSUES

Completion of some post-secondary education is a requirement for workforce success. Flexibility in moving within the contemporary economy is increasingly a component of on-the-job success. In California's knowledge-based economy, this need is particularly acute in traditional high-tech fields, but also in service and manufacturing sectors that rely on automated systems and computerized information management. The emerging fields of biotechnology, nanotechnology and alternative energy, as well as new applications in information technology, will only increase the premium placed on an effective educational system.

While the need for an effective higher educational system is great, many of the issues described throughout this report are not well understood by policy makers or the public. The growing demand for education and the challenges of K-16 articulation have not resulted in greater public policy attention, support or change.

#### DESIRED OUTCOME

*The general public and policy-makers recognize the role of higher education in supporting California's economic and social health, resulting in increased levels of policy innovation and funding. There is increased public awareness of the need to coordinate the State's educa-*

*tional institutions to increase success of students and the State as a whole. The Colleges, as the largest provider of post-secondary education, participate in a broad coalition of civic, education and governmental leaders supporting expanded access to higher education.*

#### INITIATIVES

Develop strategies to address the following areas:

**Expanded Access.** Maintain a "common voice" advocating for higher education in the State and championing the expansion of access to the Colleges.

**Statewide Policy Agenda.** Work with a coalition of civic, business, education, labor and governmental leaders to build and foster an effective statewide policy agenda to expand access to higher education.





## **D10** **Ongoing and Collaborative Strategic Planning**

**Develop and maintain a shared vision  
for the Colleges.**

### **NEEDS AND ISSUES**

Many governmental and professional organizations share collective leadership of the Colleges. It is in the interest of students and the State of California for these groups to develop stable, efficient and mutually agreeable governance and consultative

arrangements that allow identification of substantive issues and solutions. The system as a whole suffers when its constituents are not aligned with statewide priorities.

### **DESIRED OUTCOME**

*The Colleges have a well-defined, shared vision, and the system's leaders present a consistent message to legislators, State officials and the public in advocacy of the Colleges' role in the State's future.*

### **INITIATIVES**

Develop and maintain a consistent strategic agenda for the Colleges:

**Common Goals and Messages.** Work with the leadership entities of the California Community Colleges, within the existing bilateral governance structure, using participatory processes to identify common goals and messages.

**Participatory Governance.** Develop mechanisms that promote and encourage true bilateral and participatory governance. Work with leadership groups to create feedback mechanisms to ensure that all segments of the Colleges are working in a coordinated way and are appropriately represented in the decision-making processes for which they have local and system-level responsibility.





# goal E

## RESOURCE DEVELOPMENT

Provide enhanced resources and allocation methods to ensure high-quality education for all.

### BACKGROUND

Financial resources have a fundamental impact on student success. The importance of funding will increase as both the level and type of education that residents need are dramatically affected by the demographic changes projected for the next 20 years. Students will increasingly require higher levels of support and intensive basic skills education, and enrollments will soar in the Inland Empire, the San Joaquin Valley, and the Sacramento metropolitan area. California's prosperity will depend on its investment in human and social capital.

### STRATEGY OVERVIEW

The Plan includes strategies to improve and optimize the Colleges' resources and guide

the allocation of resources. Plan goals will serve as overall system budget guidelines, ensuring that resources reflect shared priorities. Resources will be assessed to provide additional access and quality improvements. The Plan will provide a rationale to advocate for additional resources to meet State needs: requests for additional funding will be made in reference to priority needs and investments. The Colleges will investigate optimizing and sharing resources internally, and the system's fee policy will be assessed. The Plan calls for a new District funding model, and for the System Office to explore ways of assisting local Districts in diversifying their resources.

### STRATEGIES

- E1 Alignment of Budget Priorities with System Strategic Plan*
- E2 Resource Diversification*
- E3 Funding for Increased Access and Student Success*
- E4 Resource Optimization*
- E5 Fee Policy Review*
- E6 Equity in District Funding*



## Expanded and Diversified Funding

The Colleges have achieved several notable successes in expanding and diversifying the resources to support student access and success:

- \$250,000 in federal funds for the System Office Applied Competitive Technologies Program
- Funding from UC to establish a new Community College research institute at the University of California, Riverside
- Enhanced State and federal funding to help the Colleges' train more nurses
- \$20 million in new funding to support articulation between the colleges and K–12
- Funding of strategic planning by The James Irvine Foundation
- \$400,000 in federal funding for electronic K12-CCC transcript exchanges and enhanced video access for rural students



### *E1* **Alignment of Budget Priorities with System Strategic Plan**

**Existing resources are leveraged to implement the initiatives identified in the System Strategic Plan.**

#### NEEDS AND ISSUES

The Strategic Plan defines a shared agenda for the California Community Colleges, presenting overall goals and priority strategies for the entire system. The Plan guides development of annual system budgets.

#### DESIRED OUTCOME

*The California Community College System Strategic Plan is integrated into the planning and budgeting process.*

#### INITIATIVE

Initiate an inclusive process to ensure that the System Strategic Plan guides the Board of Governors' annual resource allocation and budgeting process for the California Community College System and that there is a concerted effort to fund systemwide priorities.

### *E2* **Resource Diversification**

**Develop alternative sources of revenue to reduce overall reliance on State funding and maintain open access in times of state budget shortfalls.**

#### NEEDS AND ISSUES

Proposition 98 accounts for over 75 percent of funds provided annually to the Community Colleges, resulting in an over-reliance on the state for funding its operations. State funding has not been reliable in the past. The Proposition 98 statutory split has been suspended each year since 1991–92, shortchanging the Community Colleges by almost \$3 billion, cumulatively.

While the state has the primary responsibility for adequately funding the Community Colleges, resource diversification can supplement State funding and provide long-term stability to Community College operations. The Colleges have already developed some of the capacity to deliver these resources in part, through State and local foundations, industry partnerships and grants.

The Colleges have also successfully raised funds for the construction of new facilities through local bond measures.

While there is wide variation among Districts, overall, local funds account for about 14 percent of total system revenues. These revenues are substantial contributions and more can be done at the local level to ensure resource diversification and enhancement. However, while local bonds provide construction funds, they do not provide operational and maintenance funds—a significant concern for the Community College system.



## DESIRED OUTCOME

Resources are flexible, consistent with desired educational outcomes, stable and diversified. The Colleges increase the overall resources available to maintain and enhance their missions. Districts and Colleges are able to offset some operational costs through local resources.

## INITIATIVES

**New sources of funding.** Develop non-State resources to improve the ability of the Colleges to meet the needs of students and the state. Pursue foundation grants, federal funding, industry partnerships, contract education, private giving and local parcel taxes.

**Capacity-building.** Explore ways in which the Foundation for the California Community Colleges can provide technical assistance to Districts and District foundations to identify alternative resource strategies with the goal of improving local resources in support of high quality education.

## E3

### Funding for Increased Access and Student Success

**Ensure that the Colleges receive their share of State resources to fulfill the primary mission of providing open access and ensuring student success.**

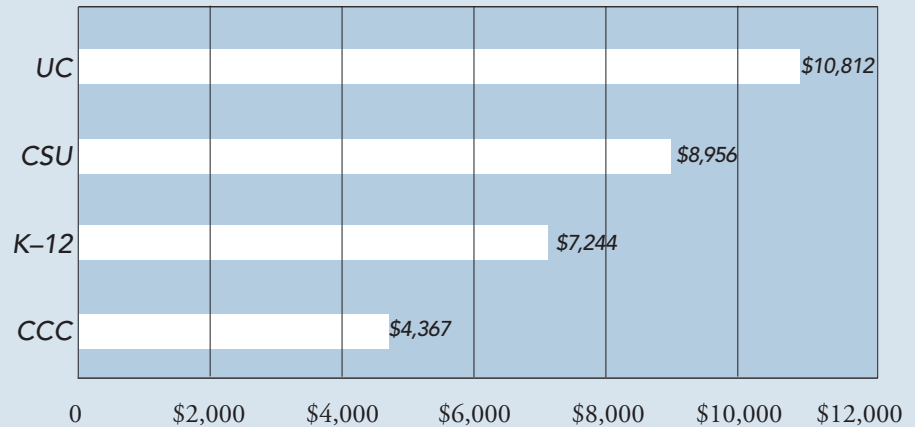
## NEEDS AND ISSUES

Historically there has been a great disparity in the funding of public education in California. (Figure 12 on the next page shows the funding per student in California.) Over the past 30 years, funding per full-time equivalent student (FTES) has grown at a modest rate of 4 percent for Community Colleges in real terms. Funding growth for UC and CSU over the same time period has been 23 percent and 24 percent, respectively. The funding gap per FTES between K–12 and Community Colleges rose from 24 percent in 1988 to 44 percent in 2001. The Colleges rank 45th nationally among community colleges, in terms of per-FTES funding; the national average is 23 percent higher than

Figure 12

## RESOURCE CONSTRAINTS

STATE INSTRUCTIONAL FUNDING PER STUDENT (2003–2004)



Source: California Postsecondary Education Commission, 2004

California. While the Community Colleges have received state funding increases since 2003, it is crucial that this pattern continue.

Enrollment at community colleges is projected to increase at a much faster rate (between 3 percent to 4 percent annually) than K-12 attendance (less than 1 percent annually). Based on relative rates of enrollment growth projected for both systems by the Department of Finance, the Colleges will account for about 19 percent of combined attendance by 2012-13. But the statutory funding level for Community Colleges currently is set for 10.93 percent of Proposition 98.

Budget constraints in recent years have affected all sectors of public higher education in California, especially the Community Colleges. It is estimated that 175,000 California residents were "turned away" from the Community Colleges during the Fall 2003 term, primarily due to reduced number of courses caused by budget cuts and increased fees. Service reductions greatly reduce the Colleges' ability to fulfill their primary mission of open access.

### DESIRED OUTCOME

State funding for the Colleges is reliable, predictable and fully meets growing student needs for quality higher education in California. Funding reflects the Colleges' unique role.

### INITIATIVES

Develop strategies to address the following areas:

**State funding.** Advocate for adequate state funding levels to meet California's needs for post-secondary education, including restoring the Colleges' statutory share of Proposition 98 funding. Develop policy proposals to stabilize funding and increase predictability.

**Outreach.** Identify and advocate for funding the initiatives in the Strategic Plan. Work proactively to educate members of the legislature about system priorities.





#### **E4 Resource Optimization**

**Ensure that existing resources are used efficiently in meeting State priorities.**

##### **NEEDS AND ISSUES**

The size of the system provides unique challenges for coordination among Districts and Colleges to enhance efficiencies, as well as opportunities for collaboration for resource sharing.

##### **DESIRED OUTCOME**

*The Colleges benefit from the size of the system, deriving efficiencies and sharing resources. The Colleges have flexibility in using the resources that meet their needs and ensures student success. The Colleges are not burdened with unfunded mandates from the Legislature.*

##### **INITIATIVES**

Develop strategies to address the following areas:

- Use resources more effectively.
- Explore ways to provide flexibility in the use of resources.
- Pursue consortial purchasing to take advantage of the bargaining power of the 109 colleges.
- Consider coordinated systemwide approaches to achieve cost savings in appropriate areas.

#### **E5 Fee Policy Review**

**Address the Community College fee policy as it relates to student access, system revenue and financial aid policy.**

##### **NEEDS AND ISSUES**

Most Community College student fees are set by the Legislature. Fee increases or decreases have historically been in response to State budget cycles or crises. The per-unit Community College fee in 1993 was \$13, reduced to \$12 in 1999, and to \$11 in 2000, in the periods of economic prosperity. (A differential fee of \$50 per unit was introduced for BA/BS degree holders in 1993 and eliminated in 1996.) During the State budget shortfall, the student fee was increased to \$18 in 2003, and to \$26 in 2004. Historically, the fee increases have not been gradual, moderate or predictable. A study by the System Office suggests that fee increases, along with other factors such as course reduction due to budget cuts, contribute substantially to swings in enrollment.

The Colleges have the lowest enrollment fees in the nation and the highest participation rates (defined as enrollment per 100,000 people). However, Community College students also pay many other mandatory and optional fees and the cost of living in California is higher. Enrollment fees collected do not stay within the institution and represent only a small proportion



of system revenue (about 5 percent in 2004–05). Increased fees do not translate into a proportional increase in revenues for the Colleges.

In 1984, when the enrollment fee was first instituted, the Legislature provided for fee waivers for low-income students. Fee waivers ensure that the enrollment fee is not a barrier to education for any Californian. In 2003–2004, the Board of Governors Fee Waiver Program benefited almost 640,000 students and accounted for about 16.5 percent of the total financial aid program (about \$168 million).

#### DESIRED OUTCOME

*The Colleges' fee policy is equitable and protects its historic commitment to open access. Planned fee adjustments are gradual, moderate and predictable, and complemented with an adequate financial aid package.*

#### INITIATIVES

Develop strategies to address the following areas:

**Fee policy.** Develop a fee policy proposal coordinated with student aid and State appropriations and consistent with the goal of providing access to affordable education.

**Additional fees.** Look at other fees students pay in addition to enrollment fees and develop a consistent and simplified approach to student costs that takes into account the overall impact that fees have on students.

## E6 Equity in District Funding

**Support the System Office legislative initiative to address District funding mechanisms.**

#### NEEDS AND ISSUES

In 2005, the System Office submitted a proposal to the Legislature that would modify existing disincentives for non-credit and high-cost programs and partially address equalization. The proposal has been drafted into a bill and is pending in the Legislature.

#### DESIRED OUTCOME

*Non-credit and high-cost programs that are critical to academic and workforce education are adequately funded. The District funding mechanism is equitable.*

#### INITIATIVE

Pursue adoption of the bill for improving funding mechanisms regarding non-credit programs, equalization, and funding for high-cost programs.

## V. IMPLEMENTING THE PLAN

### IMPLEMENTATION PROCESS

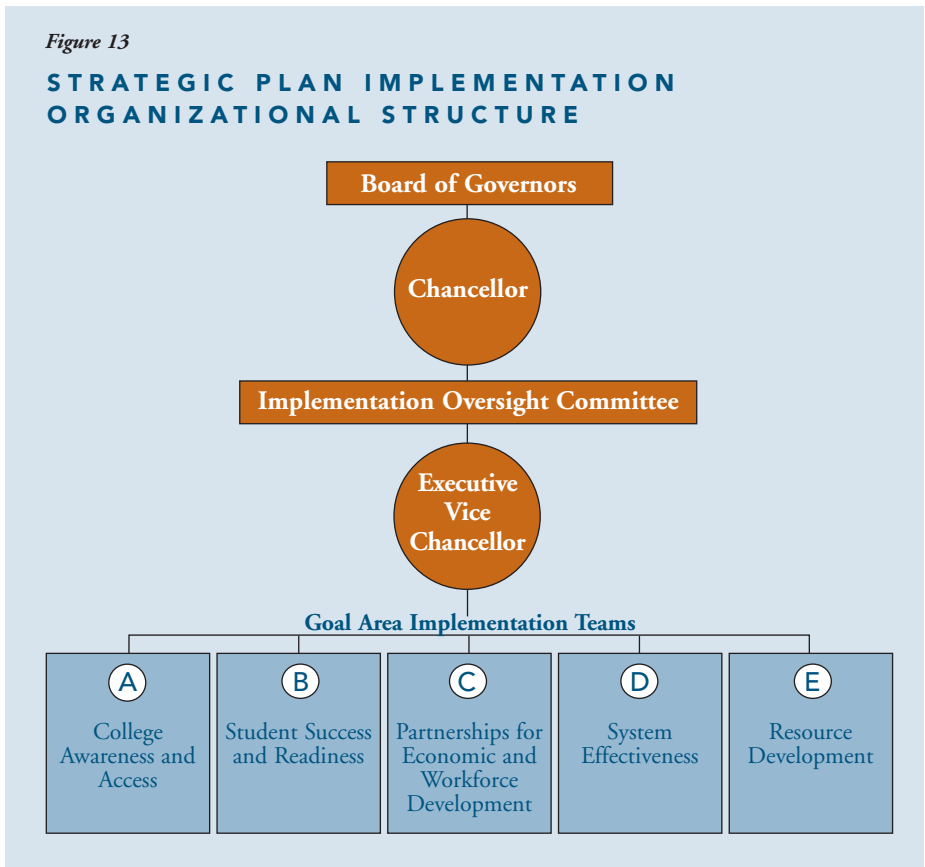
An *Implementation Oversight Committee* (IOC) will oversee and coordinate the implementation process for the Plan. The Executive Vice Chancellor will act as the Chair; other members will include the Chancellor's Cabinet and members of the Strategic Plan Steering Committee. The IOC will coordinate five Goal Area Implementation Teams, one for each Strategic Goal Area. These teams will oversee development of detailed implementation plans with measurable outcomes and timelines.

### BUDGET ALIGNMENT

The Strategic Plan Guiding Framework and Strategic Goals provide an ongoing framework for developing and presenting budget requests. The Board of Governors will use the Plan as a tool for advancing overarching systemwide goals and priorities.

### PLAN REVIEW AND UPDATE

The IOC will guide an annual process to assess progress and update the Plan to keep it current and relevant. The review and



update process will address the Guiding Framework as well as specific strategies and initiatives.





## APPENDIX A: STRATEGIC PLAN STEERING COMMITTEE

**Manuel Baca**

*Trustee*  
Mount San Antonio Community  
College District

**Charles Bacchi**

*Legislative Advocate*  
Economic Development &  
Workers' Compensation  
California Chamber of Commerce

**Ralph Black**

*Assistant General Counsel*  
California Community Colleges

**Victoria Bradshaw**

*Secretary*  
Labor & Workforce Development Agency

**Steve Bruckman**

*Executive Vice Chancellor*  
California Community Colleges

**George Caplan** (Vice Chair)

*President*  
Board of Governors  
California Community Colleges

**Linda Collins**

*Project Director*  
Career Ladders Project

**Pam Deegan**

*Vice President of Instruction*  
San Diego Miramar College

**Mark Drummond**

*Chancellor*  
California Community Colleges

**Frank Hernandez**

*Senior Dean of Students*  
Contra Costa College

**Scott Himelstein**

*Deputy Secretary/Chief of Staff*  
Office of the Secretary for Education

**Marty Hittelman**

*President*  
Community College Council, California

**John Husing**

Economics & Politics, Inc.

**Michael G. Jackson**

*Director*  
California Government Relations  
The Boeing Company

**Guy Lease**

*Superintendent/President*  
Lake Tahoe Community College

**Michele Jenkins**

*Trustee*  
Santa Clarita Community College District

**Ruben Lizardo**

*Director of Capacity Building Programs*  
California Tomorrow

**Georgia Mercer**

*Trustee*  
Los Angeles Community College District

**Carolyn F. Norman**

*System Office*  
California Community Colleges

**Kindred Murillo**

*Chief Business Officer*  
Copper Mountain Community  
College District

**Jack Scott**

*State Senator*  
Chair, Education Committee

**Sandra Serrano**

*Chancellor*  
Kern Community College District

**Will Smith**

*Trustee*  
Redwoods Community College District

**Nancy Shulock**

*Executive Director*  
Institute for Higher Education Leadership  
& Policy  
CSU, Sacramento

**Anette Smith-Dohring**

*Program Manager*  
Workforce Development  
Sutter Health for Health Professions

**Sue Stickel**

*Deputy Superintendent*  
Curriculum & Instruction Branch -  
California Department of Education

**Tanna Thomas**

*Chair*  
Community College Committee  
California School Employees Association  
Yuba College

**Jason Teramoto**

*President*  
Student Senate  
California Community Colleges

**Larry Toy** (Chair)

*President/Chief Executive Officer*  
Foundation for California Community  
Colleges

**Ian Walton**

*President*  
Academic Senate for California  
Community Colleges  
Mission College

## APPENDIX B: OUTREACH MEETINGS 2005

### APRIL

Academic Senate Convention	April 7
CCCT Executive Board	April 16
Steering Committee #1	April 18
Economic and Workforce Development	April 20
Consultation Council	April 21
Regional Planning Meeting, Sacramento	April 26
Regional Planning Meeting, Oakland	April 27
Regional Planning Meeting, Santa Rosa	April 28

### MAY

Board of Governors' Retreat	May 1
Regional Planning Meeting, San Jose	May 3
Regional Planning Meeting, Visalia	May 3
Regional Planning Meeting, Santa Barbara	May 4
Regional Planning Meeting, Orange County	May 10
Regional Planning Meeting, San Bernardino/Riverside	May 11
Regional Planning Meeting, San Diego	May 12
Regional Planning Meeting, Los Angeles	May 17
Association for Continuing Education	May 17

### JUNE

System Office Staff	June 9
Steering Committee #2	June 14

### JULY

Legislative Representatives	July 8
Board of Governors	July 12
CCC Cabinet	July 13
Business and Industry Representatives, San Francisco	July 25
CCC Cabinet	July 26

**AUGUST**

- Business and Industry Representatives, San Bernardino . . . . .August 3
- CCC Cabinet . . . . .August 12
- Education Roundtable . . . . .August 17
- Academic Senate . . . . .August 19
- Steering Committee #3 . . . . .August 23

**SEPTEMBER**

- Academic Senate . . . . .September 9
- CCC Chief Executive Officers . . . . .September 16
- CCC Trustees Board . . . . .September 23
- CCC Chief Instructional Officers . . . . .September 28
- K-12 Representatives . . . . .September 28
- Telecommunications and Technology Advisory Committee . . . . .September 28
- Steering Committee #4 . . . . .September 29

**OCTOBER**

- Faculty Association of CCC . . . . .October 6
- Library Directors . . . . .October 14
- Consultation Council – Steering Committee #5 . . . . .October 20
- Intersegmental Coordinating Committee . . . . .October 21

**NOVEMBER**

- Academic Senate . . . . .November 3

**DECEMBER**

- Service Employees International Union, Local 1000 . . . . .December 7
- Steering Committee #6 . . . . .December 15

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