

Vice-Chair
Ochoa Bogh, Rosilicie

Members
Cortese, Dave
Glazer, Steven M.
McGuire, Mike
Smallwood-Cuevas, Lola
Wilk, Scott

California State Senate

SENATE EDUCATION AND ASSEMBLY HIGHER EDUCATION



**SENATOR NEWMAN
ASSEMBLY MEMBER MIKE FONG
CHAIRS**

Staff Director
Lynn Lorber

Principal Consultant
Olgalilia Ramirez
Ian Johnson
Kordell Hampton

Committee Assistant
Maria Velez
Irma Kam

**1021 O Street, Room 6740
(916) 651-4105
FAX: (916) 324-0917**

AGENDA

Wednesday, February 7, 2024
9 a.m. -- 1021 O Street, Room 1200

JOINT INFORMATIONAL HEARING

The State of Public Higher Education Coordination and Collaboration

I. Welcome

II. Overview

- *Su Jin Jez, PhD, CEO, California Competes: Higher Education for a Strong Economy*
- *Audrey Dow, Senior Vice President, The Campaign for College Opportunity*

III. CA Higher Education Segments: Areas of success, challenges, and strategies for enhancing coordination.

- *Dr. Aisha Lowe, Executive Vice Chancellor of Equitable Student Learning, Experience and Impact, California Community College Chancellor's Office*
- *Dr. Nathan Evans, Deputy Vice Chancellor, Academic and Student Affairs, Chief Academic Officer, California State University*
- *Provost Katherine Newman, University of California*
- *Kristen Soares, President, Association of Independent California Colleges and Universities*

III. Academic Senates: Areas of success, challenges, and strategies for enhancing coordination.

- *Professor Virginia May, Past President, Academic Senate for California Community Colleges, Professor of Mathematics Sacramento City College*
- *Beth A. Steffel, Chair, Academic Senate of the California State University and Chair of the Intersegmental Committee of the Academic Senates*
- *James Steintrager, Chair, University of California Academic Senate*

VI. Public Comment

Joint Informational Hearing
Senate Committee on Education and Assembly Committee on Higher
Education

The State of Public Higher Education Coordination and Collaboration

Table of Contents

Background Materials

- WHAT IS HIGHER EDUCATION COORDINATION?
- RELATED REPORTS
- COMMUNITY COLLEGE CHANCELLOR'S
 - Transfer Documents
 - AB 928 Final Report
 - Intersegmental Coordination
 - Common Course Numbering Taskforce Summary
- ASSOCIATION OF INDEPENDENT CALIFORNIA COLLEGES AND UNIVERSITIES
 - Sector Factsheet
 - Impact Report
 - Teacher Education Factsheet

Joint Informational Hearing
Senate Committee on Education and Assembly Committee on Higher Education

The State of Public Higher Education Coordination and Collaboration

In the 2011–12 budget, Governor Brown vetoed funding for the California Postsecondary Education Commission (CPEC), citing the agency's ineffectiveness in overseeing higher education. The governor, in his veto message, acknowledged the well-established need for coordination and guiding state higher education policy. He further called upon stakeholders to consider alternative ways these functions could be fulfilled. Following CPEC's closure, the Legislative Analysts' Office cautioned in its 2012 higher education oversight report that no office or committee has the resources to devote to reviewing degree programs to identify long-term costs, alignment with state needs and institutional missions, duplication, and priority relative to other demands. This statement still holds true more than a decade later.

What is higher-education coordination? Higher education coordination involves structures and processes that guide public and private educational institutions toward collectively meeting state needs and realizing state goals. It involves the development and implementation of policies, initiatives, and practices that facilitate seamless communication, resource sharing, and intersegmental cooperation among California's universities, colleges, and relevant state entities. ¹Coordinated higher education efforts aim to maximize the use of resources, improve, for example, the transferability of credits, promote research collaboration, and ensure that academic programs align with the evolving needs of students, the workforce, and California's citizenry. There are many possible coordination functions:

- **Planning**—monitoring demographic and economic trends, advising state policymakers on how to respond, and articulating state goals and objectives.
- **Advising on Resource Allocation**—advising policymakers on mission differentiation, program development, campus development, and budgeting.
- **Data Collection and Analysis**—assessing system performance in meeting state goals, and recommending policy solutions.
- **Collaboration and Innovation**—promoting articulation and transfer functions, outreach, and college readiness efforts; supporting efforts to improve outcomes including productivity, student learning, and the success of underrepresented groups; advancing partnerships with business, industry, and other constituencies; and providing incentives for intersegmental collaboration. (Course articulation is the formal recognition of specified courses at one institution to meet equivalent course and program requirements at another institution.)

¹ Legislative Analyst's Office. 2010. The Master Plan at 50: Greater Than the Sum of Its Parts—Coordinating Higher Education in California.

Why is it important? ²A coordinated approach can help policymakers consider the higher education system as a whole, and develop policies and budgets that maximize the system's value to the state. If the segments' activities are complementary and they operate as an integrated system in which each part adds value that is unique to its role, then their combined efforts may add up to more than what the institutions could achieve independently. Examples include:

- ***A Smooth Intersegmental Pathway to Obtaining a Baccalaureate Degree***—robust preparation of students in the K–12 system, a solid base of general education and major preparation courses in community college, and focused upper–division coursework at senior institutions. Each segment performs its mission effectively, minimizing the need for overlap.
- ***Regional Planning***—considering the educational needs in a region of the state and identifying how the community colleges, public university campuses, and private colleges and career schools in the region will contribute to meeting these needs.
- ***Joint Degrees***—combining the strengths of more than one university without duplicating programs.

In contrast, if there is significant overlap of mission, duplication of effort, or lack of curricular alignment across segments, their combined efforts will be less valuable—and more expensive—to the state. Some evidence of this includes:

- Remedial courses required for students unprepared for college–level work due to lack of alignment between high school curricula and college expectations.
- Excess course units resulting from inconsistent course articulation between community colleges and universities, or lack of effective academic advising.
- Competition for specialized faculty among duplicative programs.
- Building new capacity in one part of the system while facilities are underutilized in another part.
- Separate data and accountability systems that do not allow policymakers to aggregate results.

² Legislative Analyst's Office. 2010. The Master Plan at 50: Greater Than the Sum of Its Parts—Coordinating Higher Education in California.

Higher Education Coordination Timeline

1932: Commission of Seven

Seven out-of-state experts commissioned by Legislature to make recommendations on California's higher education system. Commission submitted recommendations in 1932 report.

1933: Coordinating Council

Nine members comprised of UC President, State Superintendent of Education, and seven lay people. Council commissioned one study that was not completed. Members last met in 1941, but council remained formal coordinating body in state law until 1960.

1945: Liaison Committee

Informal committee comprised of representatives from UC and the State Board of Education. At Legislature's request, committee implemented major higher education planning reviews and new campus studies throughout 1940s and 1950s, including the 1960 Master Plan.

1960: Coordinating Council for Higher Education

Twelve member board comprised of three representatives each from UC, the state colleges, the community colleges, and the independent colleges. Throughout the 1960s, the council recommended the locations of new campuses and program, missions of each segment, and higher education finance.

1973: California Postsecondary Education Commission (CPEC)

Sixteen member board comprised of members of the public appointed by the Governor and Legislature, student representatives appointed by the Governor, and representatives from each education segment. Throughout the years, CPEC reviewed new campus and program proposals, recommended new guidelines for capital outlay guidelines, gathered key higher education data, and studied workforce issues.

1980s-2000s: CPEC Reviews

Legislative studies of the Master Plan in 1987, 1989, and 2002; a white paper commissioned by the Legislature in 2003; and a series of Assembly hearings in 2005 identify several weaknesses with CPEC's effectiveness.

2011: CPEC Eliminated

State eliminates funding for CPEC due to longstanding concerns with commission's effectiveness.

Present: Ad-Hoc Continuation of CPEC Tasks

New campus studies, freshman eligibility studies, and data gathering functions carried out by different state agencies.

A photograph of a university campus. In the foreground, two students are walking away from the camera on a paved path. The student on the left is wearing a white t-shirt with red sleeves and black pants, carrying a black backpack and holding papers. The student on the right is wearing a dark jacket and blue jeans, also carrying a backpack. In the background, there is a large, modern building with a wide set of stairs leading up to it. Several trees are scattered around the building and the path. The sky is clear and blue.

California Competes
Higher Education for a Strong Economy

Charting a Course for California's Colleges

STATE LEADERSHIP IN HIGHER EDUCATION

California Competes

Higher Education for a Strong Economy

In the second half of the twentieth century, California emerged as an economic powerhouse, the envy not just of other states but of nations. The future of every Californian is dependent on maintaining that leadership by developing the talent and productivity of Californians through higher education, the keystone of California's diverse economy.

Our colleges, universities and professional training programs have provided the intellectual and technical know-how to make California a hub of innovation and job creation. To remain competitive, we must create better pipelines from the opportunity of college and professional training to advancement in good-paying jobs. We can secure a stronger economy by building a talent pool whose creativity, innovation, entrepreneurship and industriousness match the needs of the 21st century.

THE COUNCIL

California Competes is guided by a council of independent business and civic leaders to review the postsecondary education and training needs required for a vibrant future state economy and to identify financially pragmatic avenues for addressing those needs.

Aida Alvarez
*Former Administrator,
U.S. Small Business
Administration*

Bill Bogaard
Mayor, Pasadena

Kim Belshé
*Executive Director,
First Five LA*

Mark Cafferty
*President, San Diego
Regional Economic
Development Corporation*

Cheryl Cox
Mayor, Chula Vista

Bob Foster
Mayor, Long Beach

Greenlaw "Fritz" Grupe
Founder, Grupe Company

Elizabeth Hill
*Former California
Legislative Analyst*

Paul Hudson
CEO, Broadway Federal Bank

Steven Koblik
President, Huntington Library

Ken McNeely
President, AT&T California

Lenny Mendonca
*Senior Partner,
McKinsey & Company*

Mike Roos
*Founder & Chief Consultant,
Mike Roos & Company*

Higher education is an investment ... in social welfare, better living standards, better health, and less crime. It is an investment in higher production, increased income, and greater efficiency in agriculture, industry and government ... It is an investment in human talent, better human relationships, democracy and peace.¹

- THE TRUMAN COMMISSION REPORT

(Higher Education for American Democracy), 1947



Introduction

Across the nation states have long grappled with how best to manage higher education. The tension springs from the multitude of objectives that higher education strives to address: providing educational access to a wide range of residents, maintaining affordability, ensuring that residents become constructive citizens of their communities and gainfully employed taxpayers, and contributing to the state's long term economic growth through innovation and a well-trained workforce.

In the 1960s state governments attended to higher education by focusing on the expansion of college access. The main strategy for doing so was by establishing state governing or coordinating boards charged with the responsibility of guiding our privately and publicly funded higher education institutions and systems. Today 48 out of 50 states have state entities that provide varying levels of oversight of their higher education systems. Surprisingly, California does not.² In 2011 the state's oversight agency was defunded, a notable irony since it was California's master planning process and the establishment of an oversight agency that spawned other states to think about how best to manage their own higher education systems.

California lost its higher education coordinating agency at a time of extreme flux: states across the country are facing increasing fiscal constraints and are providing less support to their higher education institutions; new trends in education, such as the strong emergence of online education and skill-

specific credentialing, have the potential to transform educational delivery; and students and families are questioning whether a college degree is worth the cost. Never has there been a greater need for strong guidance of higher education. While many would argue that the reasons were justified, the movement of California in the opposite direction begs the question of how and to what extent states still rely on centralized planning and coordination of higher education, and to the extent they do, how those entities might best be organized.

This brief provides an examination of the functions, structures and processes for providing statewide leadership in higher education in the United States today. With its vast infrastructure, there is clearly a need in California for policy leadership and oversight. This brief is intended to provide a framework for understanding how leadership for higher education is organized in other states.

Higher Education Governance: A National Movement

Since the 1960s, policy leadership for higher education has been vested in governance structures developed to help manage the significant expansion of higher education across the nation. The expansion was spurred by two colliding trends: general population growth and an increase in the proportion of the population enrolling in college. In 1960, total enrollment in higher education was 2.5 million compared with 20.5 million some 50 years later. While the proportion of people going to college grew across the board, participation of women grew from just 30 percent of the students to 57 percent. The proportion of GDP spent on higher education tripled from 1 to 3 percent. (Table 1)

TABLE 1

Higher Education in the United States by the Numbers

	1960	2010
Total enrollment in higher education ^A	2,444,900	20,427,711
Percent of total population enrolled in higher education ^B	2%	7%
Percent enrollment in public institutions ^C	1%	5%
Percent age 25 and over with bachelor's degree or higher ^D	7.7%	29.9%
Percent of male enrollment ^E	70%	43%
Percent enrollment of white/Caucasian ^F	95%	72%
Total higher education spending (millions of 2010 dollars)	\$41,312	\$446,483
Higher Education as a percentage of GDP	1%	3%

A Source: http://nces.ed.gov/programs/digest/d11/tables/dt11_197.asp

B Based on data from US Census population estimates and National Center for Education Statistics

C Source: http://nces.ed.gov/programs/digest/d11/tables/dt11_198.asp

D Source http://nces.ed.gov/programs/digest/d11/tables/dt11_008.asp

E Source: http://nces.ed.gov/programs/digest/d11/tables/dt11_197.asp

F These baseline data, for population ages 16-24, are for 1950 since the 1960 data were unavailable. http://nces.ed.gov/programs/digest/d11/tables/dt11_210.asp



Mindful of the need to expand yet fearful of duplicating services and wasting resources, state legislatures and governors established coordinating boards to provide oversight and develop a rational approach for providing education to the swelling demand of students. They also helped promote differentiation between the various types of state institutions. These entities were called on both to work on behalf of students while also providing a mechanism for moderating the interaction between the state and higher education institutions.³

How is state leadership for higher education organized?

The structure of state leadership for higher education varies significantly from state to state. One of the most significant issues that informs structure is that of authority, particularly how much direct authority over institutions an entity has as well as the extent of that authority. (For example, an agency with oversight for higher education may or may not have responsibility for setting tuition and fees, making recommendations about fees, or some combination depending on the type of fee.) Policies and practices across

institutions are likely to be more coherent if they are made centrally. Greater authority can also provide some inoculation from the political pressures that might emerge from a governor or legislators if they see their role as management and oversight of higher education.

The challenges with authority are often enmeshed in the specific institutional structure responsible for higher education oversight, and whether that responsibility is vested in a “coordinating” board or a “governing” board. The distinction between these entities largely rests in the formality of their authority: while consolidated governing boards hold fiduciary and managerial responsibility for the institutions themselves, statutory coordinating agencies “plan and orchestrate policy for relatively decentralized systems of colleges, universities and community colleges.”⁴ With that said, there is a spectrum of hybrid arrangements customized to fit each state’s particular needs. California with its vast higher education infrastructure has developed one such hybrid model.

California's Higher Education Governance

California's commitment to state leadership in higher education began with the development of the Master Plan for Higher Education, which in 1960 set an ambitious agenda for postsecondary education. Its primary architect Clark Kerr explained in 1999 that it represented “the first time in the history of any state in the United States, or any nation in the world, where such a commitment was made—that a state or a nation would promise there would be a place ready for every high school graduate or person otherwise qualified.”⁵

Beyond guaranteeing access for all qualified Californians and differentiating the role and mission of each of the three segments, the Master Plan also called for the creation of a coordinating entity to periodically review, assess and update the Master Plan, and to provide guidance to state lawmakers about new campuses or capital-intensive facility improvements. In 1974 the Coordinating Council on Higher Education, the designated entity for Master Plan review, was renamed the California Postsecondary Education Commission (CPEC), reconstituted to include more publicly appointed members and given greater authority for and latitude in continuous planning.

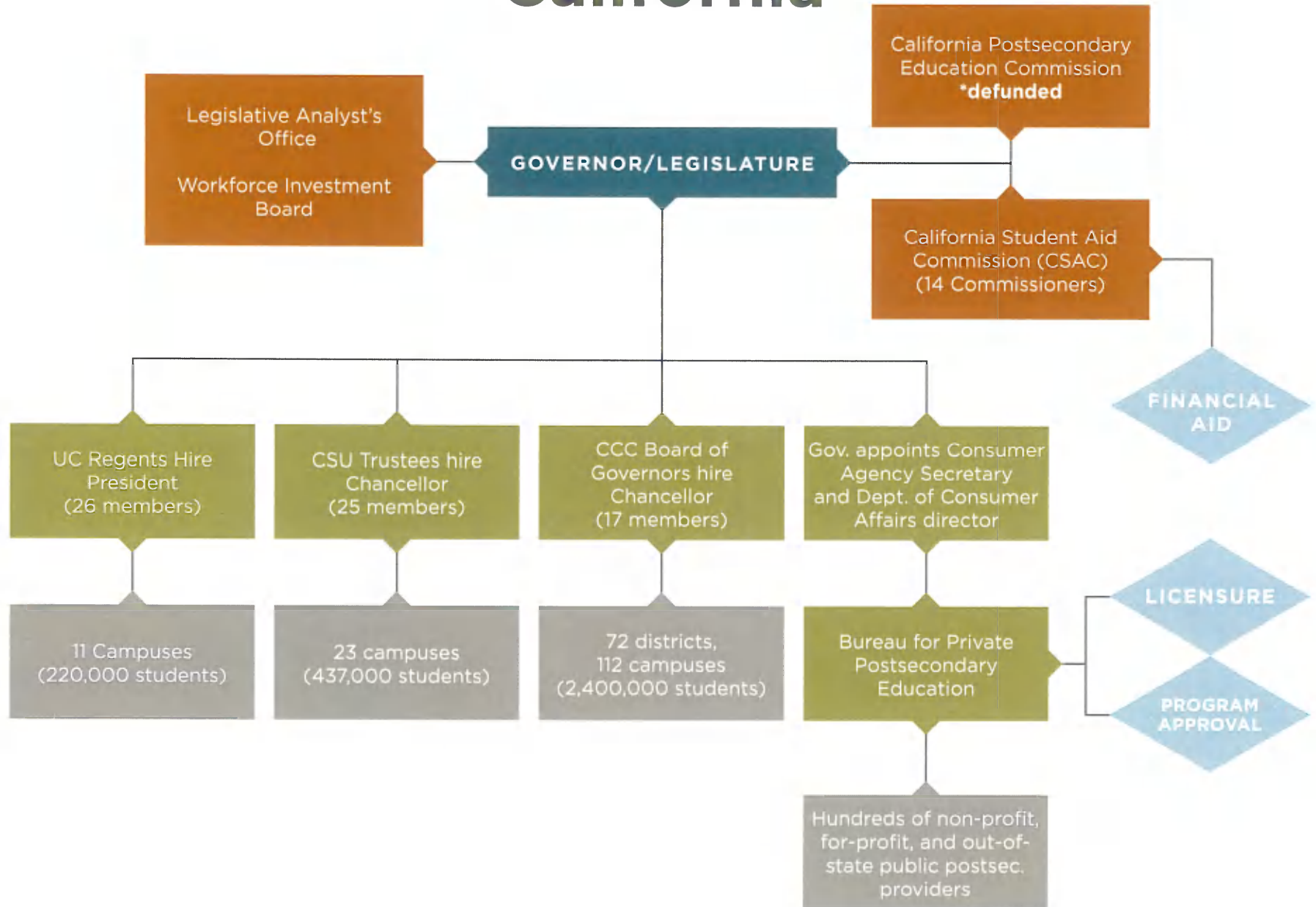
CPEC's purpose was to integrate California's “policy, fiscal and programmatic analysis” to ensure that resources were being allocated wisely in support of the mission of expanding degree attainment for Californians. The commission was charged with providing advice to the legislature and the governor on statewide policy and funding priorities for higher education—in other words, serving as the principal fiscal and program advisor to the governor and the legislature on postsecondary education policy. The law creating CPEC directed the agency to work with segments, the governor, and the legislature in preparing its analyses and recommendations, but at the same time CPEC was intended to be objective, independent, and nonpartisan.

CPEC suffered from an ongoing tension that ultimately undermined its effectiveness. It was difficult for the agency to balance its coordinating function with its charge to produce objective and critical policy analysis. In attempting to maintain positive relationships with the segments in order to manage technical issues at the campuses or cross-segmental

issues, the perception that it was producing objective and critical policy analysis suffered. Over time CPEC's credibility with lawmakers eroded, with some claiming that the segmental representatives on the commission tended to dominate CPEC's agenda and pointedly raising issues about the commission's objectivity. This resulted in policymakers ignoring CPEC's recommendations, further marginalizing the organization and making it difficult to attract effective leadership. As confidence slipped in CPEC's capabilities, policymakers reduced its funding, constraining its ability to carry out all of its statutory requirements. Between 2001–02 and 2009–10, the legislature cuts its budget by more than 60 percent. Eventually CPEC lost the political support it needed to survive: in 2011 Governor Jerry Brown used his line-item veto to completely zero out its budget.

Today California stands out as one of only two states nationwide (the other is Michigan) without comprehensive oversight or coordination of higher education. California's community colleges are governed by 72 locally-elected boards of trustees, with coordination by a relatively weak central office. The 23-campus California State University and the ten-campus University of California have their gubernatorially-appointed Trustees and Regents, respectively. And there is no state mechanism for bringing private colleges into planning or strategizing to address state and student needs. By not articulating the state's needs as they relate to higher education, California is missing an opportunity to better serve its residents, institutions, and economy well. An examination of the key functions that other states employ in guiding higher education might provide some insight as to how California might approach that task.

California



State Governance Models: Structure and Function

There is significant variation in the structure of how higher education institutions are managed. Half of all states have one or more governing boards that manage all of their public institutions. Twenty-two others have boards that coordinate plans and policy across all institutions, but do not manage. The three remaining states have higher education service agencies that take on administrative functions but possess little systemic oversight.

There are some consistent features of the two main models. Governing boards, with their direct formal authority, can readily implement broad policies across institutions and segments, particularly in the areas of academic policy and budgetary authority. They directly manage institutions, and as such tend to be designed to hold a long range view of a state's postsecondary education goals. However, as an extension of the institutional structure, they have been criticized as resistant to change and slow to respond to the increasingly market-based forces that are shaping higher education.

Coordinating agencies, with their more limited authority, do not manage institutions but are poised to be more responsive and to think broadly about state needs rather than institutional needs. They differ substantially in the amount of discretion they have in the budgetary process and in academic review, from no role whatsoever to significant influence and occasionally direct authority. Operationally they can be slow to act, held up by the imperative to achieve the broader consensus necessary to have a policy recommendation implemented.

Notably in both models there are examples of exceptions: one can easily find coordinating boards with significant authority, and governing boards keenly interested in responding to state needs. The structures in place have evolved to meet each state's specific culture, needs and preferences. Regardless of the governance model, effective leadership of higher education requires articulating an integrated set of policy priorities that address the needs of the state. The statutory, regulatory and administrative functions that must be considered and weighed are described below.

Planning and policy development

One of the main functions of a state coordinating organization is to plan for the future. The scope of planning can vary widely, from a plan to grow specific institutions to broader goals such as meeting the overarching demand for education from students or the state's business community. Targeted policy development has increasingly become an important tool for setting a public agenda rather than relying on a comprehensive master planning process. While exercising policy leadership can allow coordinating entities to be more adaptive and responsive to changing state needs, it can also result in inconsistent and erratic policies.

System coordination

This "traffic cop" function helps to mediate the respective mission and goals across all of a state's higher education systems so that the opportunities for students to obtain a quality postsecondary education are maximized. Such coordination and oversight also create efficiencies by minimizing duplication of services. The expectations for system coordination may be codified in an education master plan, such as in California and Washington, to reflect a state's broad public agenda and stipulate how each higher education segment is expected to contribute to that agenda.

Academic program review and approval

Authority over new programs allows coordinating boards to approve new degree or credential programs that are responsive to local and/or regional labor markets. This function may also include holding authority to abolish

Despite attempts to classify state governance systems into a few types, there are fifty different state governance models in this country. None is perfect, all must deal with cyclical tribulations and fluctuating confidence levels, and none is transplantable.⁶

- WILLIAM CHANCE (2002)

“[...] without consistent, long-term coordinated planning between state policy makers and university officials, and without a better understanding of what it costs to educate students, states and institutions will continue to see disjointed policy when it comes to higher education prices.⁷

- “THE NEW ‘NEW NORMAL’”

Inside Higher Ed, June 4, 2013

certain programs as the demand for them wanes. The intent behind imbuing responsibility for program review to a state agency is to reduce the inefficient duplication of programs. As the role of state coordination has evolved, program review has also been a mechanism for assessing program quality and improving program productivity.

Capital project construction/improvement

Akin to program review, this function allows boards to express their priorities by constructing facilities consistent with the goals of a broader public agenda, and to make capital improvements, such as in laboratory facilities for priorities such as Science, Technology, Engineering and Math (STEM) education.

Data collection, analysis and monitoring

The collection of data supports many of the other functions of higher education leadership. It provides information for future planning, collects and analyzes data for ongoing monitoring of information such as program enrollments, and provides accountability to determine which decisions have had the greatest impact. As a public entity, much of this data can be shared with external stakeholders, allowing higher education advocates to serve as watchdogs representing the public interest.

Budget development and resource allocation

Budget allocation (or a formal role in making budget recommendations) is a powerful tool for enabling a coordinating entity to reflect state priorities by

Elements of a Public Agenda for Higher Education

PREPARATION

How adequately does the state prepare students for education and training beyond high school?

PARTICIPATION

Do state residents have sufficient opportunities to enroll in education and training beyond high school?

AFFORDABILITY

How affordable is higher education for students and their families?

COMPLETION

Do students make progress toward and complete certificates and degrees in a timely manner?

BENEFITS

What benefits does the state receive from having a highly educated population?

LEARNING

What is known about student learning as a result of education and training beyond high school?

— Based on the performance categories defined in *Measuring Up: The National Report Card on Higher Education*⁸



providing resources for desired programmatic improvements or performance outcomes. The degree to which higher education entities are able to use the budget to demonstrate policy priorities largely depends on the state context and the extent to which the governor and legislature demand control over higher education budgets. Nonetheless, this function is so central to the day to day operations of the colleges themselves that these allocations are rarely made without the engagement of institutional leaders.

Financial aid administration

In addition to merely administering federal and state grant and loan programs, states increasingly have turned to using student aid as a policy lever for achieving their broader postsecondary education goals. While need-based aid can be used to provide access to higher education, programs have

proliferated to enable states to reach out to specific populations, such as “Dreamers” (undocumented immigrants) or groups with low higher education participation rates. States also have increasingly turned to other strategies, such as the Free Application for Federal Student Aid (FAFSA) completion or college savings plans, to promote college attendance and completion.

Licensure and oversight

All states require some type of approval for any entity to offer postsecondary education. In addition, the federal government restricts financial aid to colleges that have at least some minimal consumer protection oversight from states. This state role has grown in importance as private institutions, especially for-profit entities, have grown dramatically.

A Look at Other States

States vary in the extent to which they prioritize the various functions of state oversight. State guidance of higher education is more often dictated by that state's particular culture, priorities and policy environment than a predominant model. To illustrate this point, below we present five accounts of how different states have organized the governance of their higher education systems.⁹ Notably, for many of these states, governance includes not only the coordinated action of multiple agencies but also the overarching leadership provided to higher education by the governor, legislature and other state policy entities. These descriptions are complemented by several graphic depictions of how states organize their higher education systems, beginning on page 22. Together they present a cross-section of the types of governance, oversight and leadership models that are employed across the nation.

Florida

Florida has experienced almost constant turmoil in its statewide coordinating and governing structures over the past two decades. Prior to the late 1990s, all the state's public universities were governed by a single statewide Board of Regents. The locally governed community colleges were coordinated by a board within the jurisdiction of the State Board of Education and the Department of Education. A statewide coordinating board, the Florida Postsecondary Education Planning Commission (PEPC), was responsible for statewide planning, policy analysis, and making recommendations to the governor and legislature on critical issues facing the state's higher education system. Under the leadership of PEPC and legislative action, Florida led the nation in developing transfer and articulation agreements, statewide data/information systems, and other policy innovations.

With new gubernatorial leadership in 1999 Florida adopted massive changes that reconstituted the State Board of Education to lead a P-20 system, eliminated the Board of Regents, decentralized the governance of the nine universities by establishing boards for each university, and provided broad authority for a Secretary of Education to lead and coordinate the whole system.

These changes experienced an abrupt challenge in 2002 when Florida voters adopted a Constitutional amendment establishing a statewide governing board for the University System of Florida and recentralizing governing authority for the nine universities under this board. Individual institutional boards were retained but under the authority of the new statewide board. Any significant authority of the State Board of Education and the Commissioner of Education for coordination of the university system with other elements of the intended P-20 system was eliminated.

Despite these changes, the Florida Education department, with the support of the legislature continues to pursue nationally recognized innovations including statewide P-20 longitudinal data systems and alignment of assessments and curricula between K-12 and higher education (especially at the college level). Meanwhile, in 2011 the legislature established a new coordinating entity, the Higher Education Coordinating Council (HECC), comprised of the heads of Florida's higher education sectors and co-chaired by members of the business community. In contrast to PEPC the new entity has no formal authority with respect to the systems and sectors. The functions of HECC are to identify unmet needs and to facilitate solutions to disputes

⁹ Many thanks to Aims McGuinness for his feedback and guidance on the state descriptions.

The Principles of Effective State Leadership

Effective higher education guidance, irrespective of its specific organizational form, is largely characterized by the quality of its leadership. Both coordinating and governance boards can be successful: the extent to which one flourishes versus another is dependent on a particular state's history and culture.

Effective principles encompass:

- Focusing on developing and gaining broad commitment to long-term goals for the state (a public agenda)
- Linking finance and accountability to state goals
- Emphasizing use of data to inform policy development and public accountability
- Emphasizing mission differentiation
- Insisting on quality, objectivity and fairness in analysis and consultative processes
- Exhibiting consistency and integrity in values, focus, policy development, and communications
- Exhibiting balance in processes and decision-making
- Focusing on core policy functions (planning/policy leadership, budget/resource allocation, evaluation and accountability)
- Demonstrating willingness to take stands on matters of principle

Adapted from "State Coordination of Higher Education: Washington State in a Comparative Perspective" by Dennis Jones and Aims McGuinness of National Center for Higher Education Management Systems, in a presentation to the Higher Education Steering Committee Olympia, WA, September 19, 2011."

regarding the creation of new degree programs and the establishment of new institutes, campuses, or centers by making recommendations to the legislature, the State Board of Education, and the Board of Governors of the State University System of Florida.

Florida stands out among the states for its strong, activist legislature. Whether through the previous PEPC or the more recently established HECC, the influence of a coordinating entity in Florida depends fundamentally on its link with the state legislature. The state also illustrates the potential impact of repeated structural changes which can draw attention and energy away from sustained efforts to improve student success.

Illinois

The Illinois Board of Higher Education (IBHE), established in 1961 as the first statewide coordinating board in the country, was widely recognized as one of the most effective entities of its type through the first two decades of its operation. Through its planning, finance, and academic policy authority, the board ensured the orderly development of the state's higher education system, including developing a state need-based student aid program, the state's community college system, and new campuses both in the metropolitan Chicago and downstate areas. Until 1995, all the public universities were governed by one of four systems. A statewide association provided voluntary coordination of locally governed community colleges as it continues to do today.

In 1995, the state eliminated two of the systems and established individual governing boards for nine universities. The change significantly increased the complexity of IBHE's coordinating responsibilities, and despite ongoing efforts to innovate (especially in the use of finance policy to promote improved institutional productivity and performance), IBHE's influence declined. Then in 2008, in response to a legislative resolution, IBHE engaged the state's business, civic and higher education leaders in shaping a "Public Agenda for College and Career Success," calling for long-term goals and changes in finance and other policies to align with its goals. It exercises its authority by funding aligned programs, or gradually eliminating support for programs

that do not comport with those goals. IBHE continues to pursue the Public Agenda and is planning an update in 2013–14, however turnover in state and IBHE leadership have hampered the agency's effectiveness. It is too early to judge the long-term impact of its new policy leadership role.¹⁰

Ohio

The Ohio Board of Regents, established in 1963, is a highly decentralized network of universities and colleges each of which has an independent governing board. The Board of Regents played an important role in curbing unnecessary duplication, developing funding policy for allocation of state appropriations, and advising the governor and legislature on capital developments. The Regents influence over the first three decades depended greatly on the extent to which governors made strong board appointments and looked to the board for leadership and advice.

In 2006, after a period in which the Regents' influence had declined, a newly elected governor proposed, and the legislature adopted, a restructuring plan that placed responsibility for statewide coordination under the leadership of a Chancellor who was appointed by and reported directly to the governor rather than to the Board of Regents. The changes reduced the role of the Regents to an advisory body to the Chancellor. Under the leadership of a dynamic Chancellor, Ohio developed a bold strategic plan and pursued a series of reform initiatives that were widely recognized as among the most progressive in the country. Nevertheless, with the subsequent election of a new governor and the resignation of the first Chancellor, the state abandoned the strategic plan, discontinued most of the previous initiatives, including a new finance model, and began to implement the new governor's higher education agenda. Since these changes, the governor has continued to lead reforms through special task forces rather than through the state's coordinating entity. Ohio illustrates the challenge of sustaining attention to long-term goals and strategies over changes in political leadership, especially when the state coordinating structure is linked directly to the governor.

Texas

The Texas Higher Education Coordinating Board (THECB), established in 1965, has responsibility for strategic planning, coordination, and oversight of a vast enterprise including several university systems, two public universities with their own boards, and a network of locally governed community colleges.

The THECB has statutory responsibility for overseeing the community colleges. There is no separate state community college entity in Texas. It assures public accountability by engaging a cross-section of business, political and educational leaders who sit on its board. All members of its current board of nine represent the business community across a range of industries including health, finance, manufacturing and technology. THECB stands out among coordinating boards for its sustained leadership in closing the gaps in performance of the state's higher education system by serving the state's growing Latino and African American populations. Closing the Gaps, the THECB's strategic plan, is widely recognized as one of the most significant "public agendas" in the country. The THECB is widely recognized for its leadership in developing college readiness standards and related assessments, reforming developmental education, improving student transfer, developing new outcome-based funding methodologies, maintaining one of the most comprehensive data systems in the nation, and implementing web-based systems for institutional accountability.

Despite the THECB's leadership, disturbing trends persist: the state continues to fall below the national average on most student performance measures, faces huge racial and socioeconomic disparities, and has increasingly become a high tuition low aid state, further increasing the economic disparities.¹¹ The THECB has been engaging a wide range of the state's business and civic leaders in shaping the priorities for the next phase of Closing the Gaps in an effort to mobilize support for overcoming the state's major challenges. However, the politically powerful university systems have the capacity to ignore the THECB goals and priorities and to pursue their own agendas directly with the governor and legislature. Conflicts among the state's major political leaders on state priorities continue to draw attention away from the long-term agenda. A recent state sunset review of the THECB recommended that the agency should be reauthorized and made suggestions to increase its

effectiveness. The sunset review left no question that a strong coordinating entity was essential for the state to continue to make progress toward its long-term goals.

Washington

In July 2012 the Washington State Higher Education Coordinating Board (HECB) was dissolved and the Washington Student Achievement Council (WSAC) was established. The immediate catalyst for the changes was the objection of the state's major universities to the HECB's opposition to proposals for significant tuition increases for Washington state residents. The broader context, however, included the governor's earlier unsuccessful proposals to establish a P-20 structure reporting directly to the governor as well as concerns among the state's universities that they were not appropriately consulted in the HECB policy-making process. Both the governor and legislative leaders agreed that, in part because of the accumulation of outdated functions and mandates, the HECB had lost its credibility and relevance in state policymaking. This pipeline P-20 approach would enable the WSAC to propose "improvements and innovations needed to continually adapt the state's educational institutions to evolving needs; and engage in public advocacy with emphasis on the economic, social, and civic benefits of higher education, and the need for increased financial support and civic commitment."¹²

In designing WSAC it was agreed that there should be a priority on having a clearer mission and a more limited set of functions than the HECB. The design criteria included continuing the critical functions of the previous HECB but increasing the emphasis on developing long-term goals for improving education attainment, strategic planning to reach these goals, making strategic financing recommendations (instead of the previous budget review), and strengthening linkages between higher education institutions and K-12 to improve student transitions and success. The agency would also continue previous functions of administering student aid programs and consumer protection (approval of educational programs). A joint Higher Education Legislative Committee was established to ensure clear communication between WSAC and the legislative policy process. At this point, it is too early to judge the effectiveness of the new structure.

Qualities Necessary for Effective Higher Education Leadership

While much of the literature on higher education coordination describes the various structural forms for higher education leadership, these configurations do not by themselves determine whether or not a state is successful in developing or stewarding a public agenda for higher education. While effective state coordination today carries forward many of the original concerns about coordinating institutions, it also incorporates the broader purview of attending to the policy leadership required for the ongoing economic competitiveness of a state.

In today's environment the collaborative and adaptive aspects of state coordination and leadership significantly influence the extent to which higher education planning effectively operates to achieve these broader state objectives.¹³ Beyond the formal responsibilities that are required for guiding higher education, three “soft” characteristics contribute to building the constructive working relationships among key stakeholders that are essential for high impact management.

Leadership

Effective leadership is considered vital at two levels: both for the board as well as for the chief executive. Effective leaders first and foremost must be perceived as fair minded. To be effective they must also hold strong relationships in the legislature and/or with the governor—this is often the case as they are political appointees—but they must do so without being perceived as subject to partisan capture. Often the board will be responsible for hiring and firing the CEO/Chancellor. Their choice of a suitable executive with the credibility to lead the state's policy conversation will prove to be a direct reflection on their leadership effectiveness.

Independence

Effective policy leadership hinges on maintaining a reputation for objectivity and fairness in making a decision about the state's public agenda for higher education, and for holding the institutional segments accountable for any higher education policy goals. They must provide trusted and credible

information to the legislative and executive branches, but doing so means getting credible data from institutional segments in order to make or recommend important decisions. The authority of an effective higher education policy function depends on the ability to gain the trust and respect of state institutional and political leaders.

Collaboration

Effective leadership entities must faithfully articulate the state's priorities, all the while knowing that doing so may run counter to the preferences of individual institutions and/or systems. At the same time, they must also work with these systems in order to both collect the kinds of data and propose the kinds of policies needed to be effective policy leaders. Maintaining a collaborative working style, while also holding and maintaining strong working relationships with the institutions, helps to promote a culture of shared decision-making necessary for bringing alignment and cohesion to an overall higher education framework.

“Absent the prospect of greater and more intrusive involvement and oversight by the Legislature, it is hard to imagine how the three segments would agree to coordinate their activities and develop joint strategies [...] such collaboration is not culturally instinctual.”¹⁴

- LITTLE HOOVER COMMISSION

A New Plan for a New Economy: Reimagining Higher Education, October 2013

Reimagining State Leadership of Higher Education in California

Over the past several decades higher education leadership has evolved from being primarily concerned with guaranteeing access to placing a significant emphasis on success and accountability. The increasing demand for outcome measures and interest in tying funding to results are signals that policy makers need independent analytical capacity to assess the state of higher education and to identify gaps and opportunities.

Given the change in priorities and California's history and culture, what would serve our state best? Should there be a CPEC 2.0, and if so, what should it look like?

Our view is that California needs an entity with responsibility for articulating a broad public agenda for higher education. The centrality of higher education to the core values of our state, and our state government's compact with its residents, is immutable. The next iteration of higher education leadership should be guided by the following principles:

- The state needs an independent agency to develop a public agenda for higher education that links the needs of the state's economy to the degree attainment outputs of the state's institutions. Independence means that the entity would not have representatives of the segments on its decision-making body to allow it to maintain its impartiality. The entity would make annual reports to the governor and the legislature.
- The state's priorities should be focused on the goals of access to quality programs, and outcomes from those programs, acknowledging that some important outcomes—such as preparing students for constructive citizenship or an appreciation for diversity—may be difficult to measure precisely. Increasing the number of graduates from high-quality postsecondary programs will contribute to economic vitality in California's diverse regional economies.

- The agency should be a coordinating agency and the segments should remain autonomous. The legacy of independence is too strong and the size and diversity of the segments too vast to superimpose a singular governance model on all the colleges.
- While the agency might have several tasks, the primary functions of the agency should be:
 - Planning and policy development
 - Data collection, analysis and monitoring
 - Administration of state financial aid programs, in coordination with the colleges' other aid sources

California needs an agency that can respect the autonomy of the existing governing structure, articulate clear goals and provide independent information to make important decisions about how our education systems can best serve students and the state.

Our proposal: A Higher Education Investment Board

We propose that California establish a coordinating Higher Education Investment Board to articulate a public agenda higher education. The Board would focus on an honest analysis of outcomes and cost-effectiveness on the road toward meeting the state's higher education needs. While other agencies and organizations provide periodic impartial analysis of higher education outcomes, the analyses provided by the Board would be unique insofar as it would calibrate the outcomes of all the higher education segments against the Board's ongoing projections of the state's needs. The Board's analyses would allow the governor and the legislature to place budget requests and other proposals into context, with options and strategies for addressing state needs that may not emerge from the systems themselves. The colleges and universities themselves would remain independent.

Information as an Accountability Tool

Detailed, expert analysis is essential for informing decisions by the governor, the state legislature, and the leaders of public and private postsecondary institutions. This kind of information is also required by prospective students as they consider where to enroll and what to study.

The Board's planning responsibilities would include:

- **Projecting Needs:** Assessing the state's current and future needs in postsecondary education training and education.
- **Identifying Gaps:** Identifying incongruences between programs currently available and those that are demanded by the economy and by students, including adult students.
- **Developing Cost-Effective Strategies:** Developing proposals for improving postsecondary outcomes that consider taxpayer costs, student costs, and quality and allow us to use resources more wisely.
- **Enhancing Accountability:** Proposing accountability plans for publicly-funded institutions, for consideration by the governor and the legislature.

We propose that the Investment Board also be responsible for the state's scholarship and student outreach programs, by either absorbing the functions currently carried out by the California Student Aid Commission (CSAC) or by positioning CSAC to assume a much broader array of responsibilities.

Delivery of most state scholarship funds would be decentralized, freeing substantial staff resources for the Board's analytical roles and allowing for a greater focus on outreach to disadvantaged students about their postsecondary opportunities and their options for covering costs.

Structure and Design

Past efforts to coordinate higher education in California have been ineffective, in part because the agency was dominated by the colleges themselves. The Board would be composed of individuals who are not beholden to particular institutions. The Board would also be responsible for recruiting the leadership and staff who can carry out these types of analyses with the Board's guidance.

To prevent short-term and partisan issues from distracting the Board:

- The members would be appointed to terms that would span gubernatorial and legislative tenure;
- The Board would be created as a nonprofit public benefit corporation rather than a state agency; and,
- the Board's work would be financed by a nominal fee to colleges rather than through annual appropriations.
- The colleges' perspectives would be tapped through formal and informal advisory mechanisms.

Higher Education Structures in Other States

State Management of Higher Education Flowcharts

The following pages present graphic depictions of how higher education systems are organized in 10 states. Some of these states share similarities to California in size and complexity while others are vastly different. All offer lessons for how California might consider structuring a state oversight system with the potential for articulating a public agenda for higher education.

KEY



STATE LEADERSHIP



OVERSIGHT ENTITY



HIGHER ED DEPARTMENT/BOARD/DIVISION



CAMPUS/UNIVERSITY/COLLEGE



FUNCTION



REPRESENTATIVE/LIAISON



DIRECT AUTHORITY

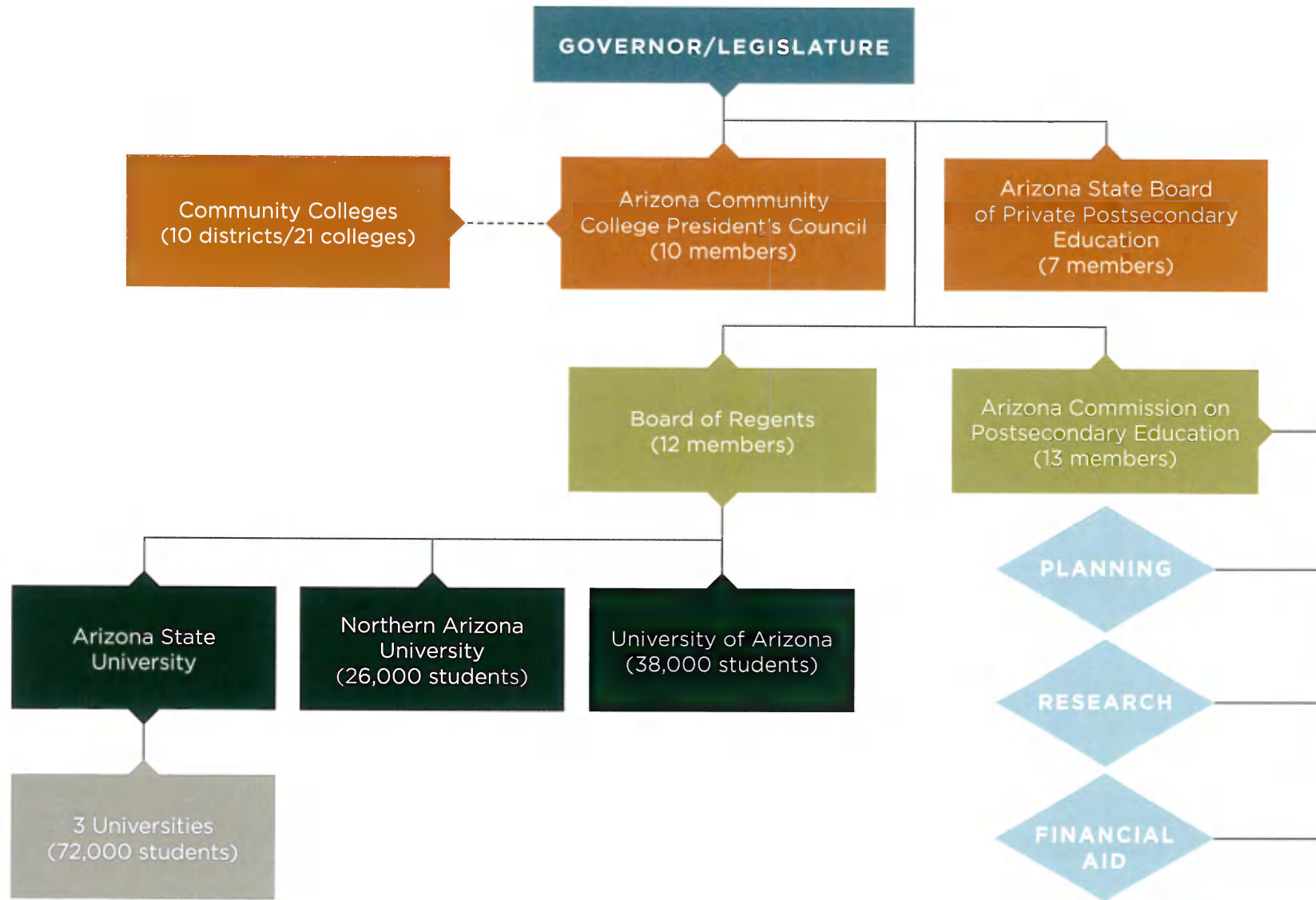


ADVISORY

For a more detailed description of governing boards and coordinating boards, see page 14 “A Look at Other State Entities”

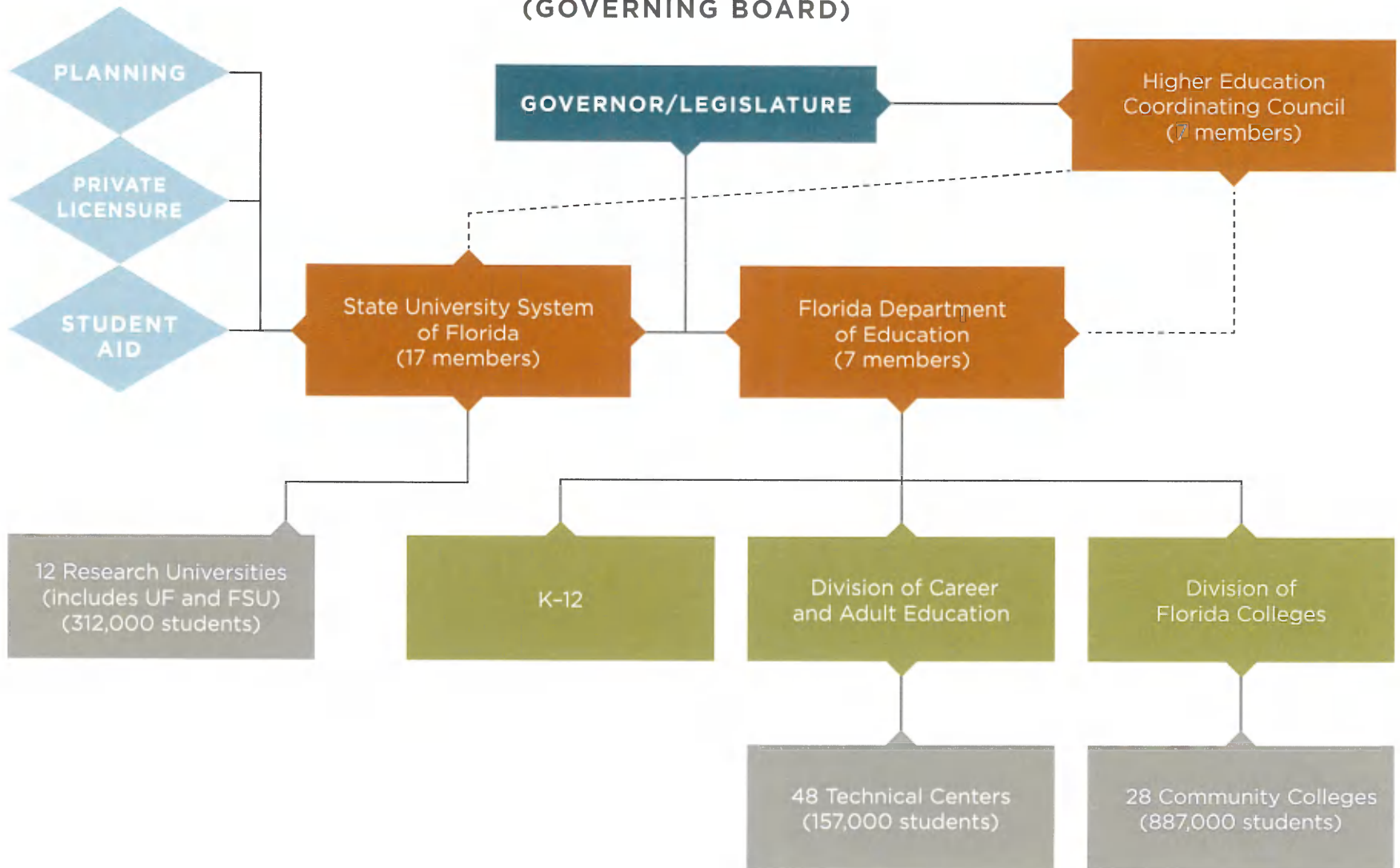
Arizona

(GOVERNING BOARD)



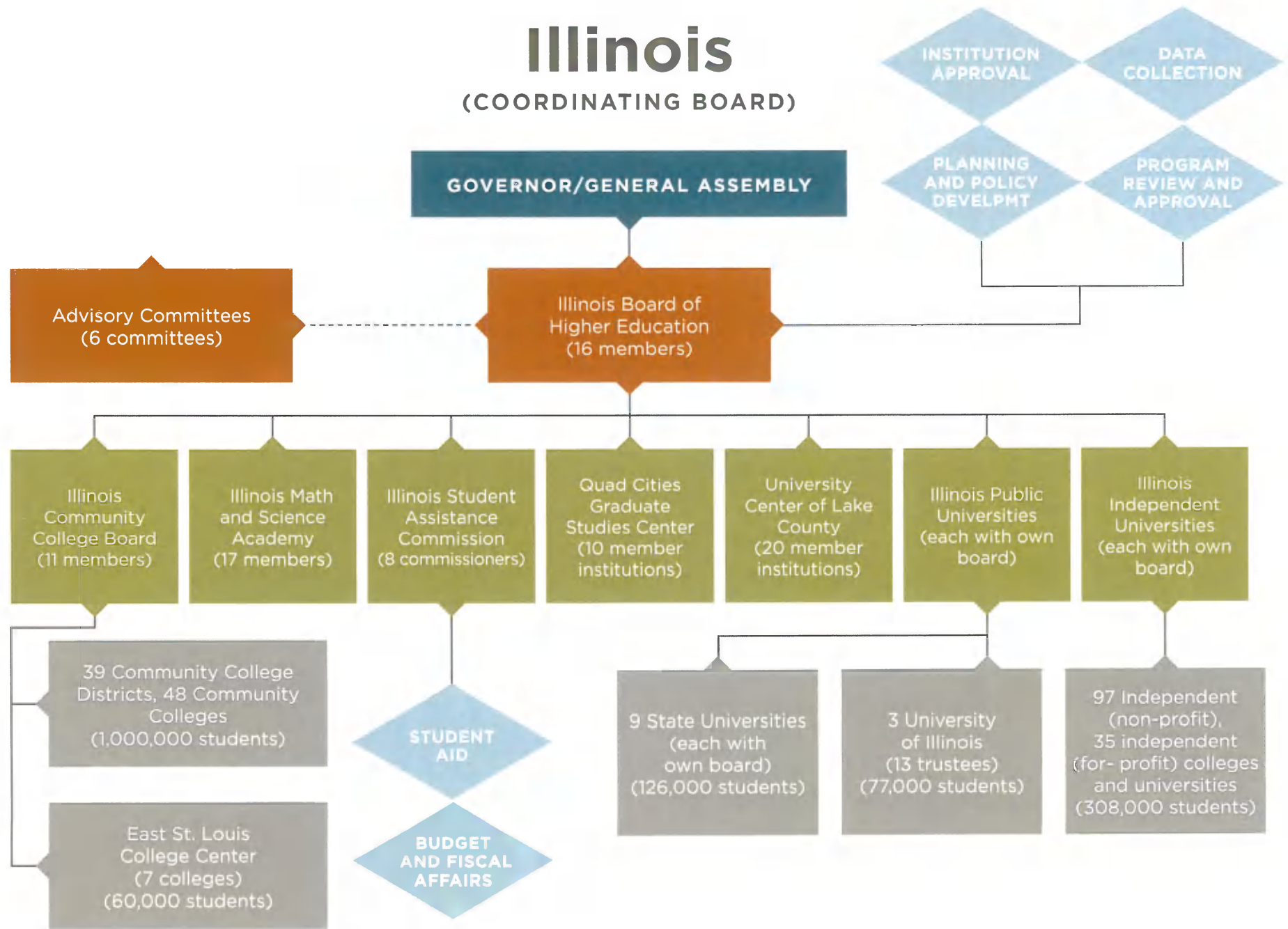
Florida

(GOVERNING BOARD)



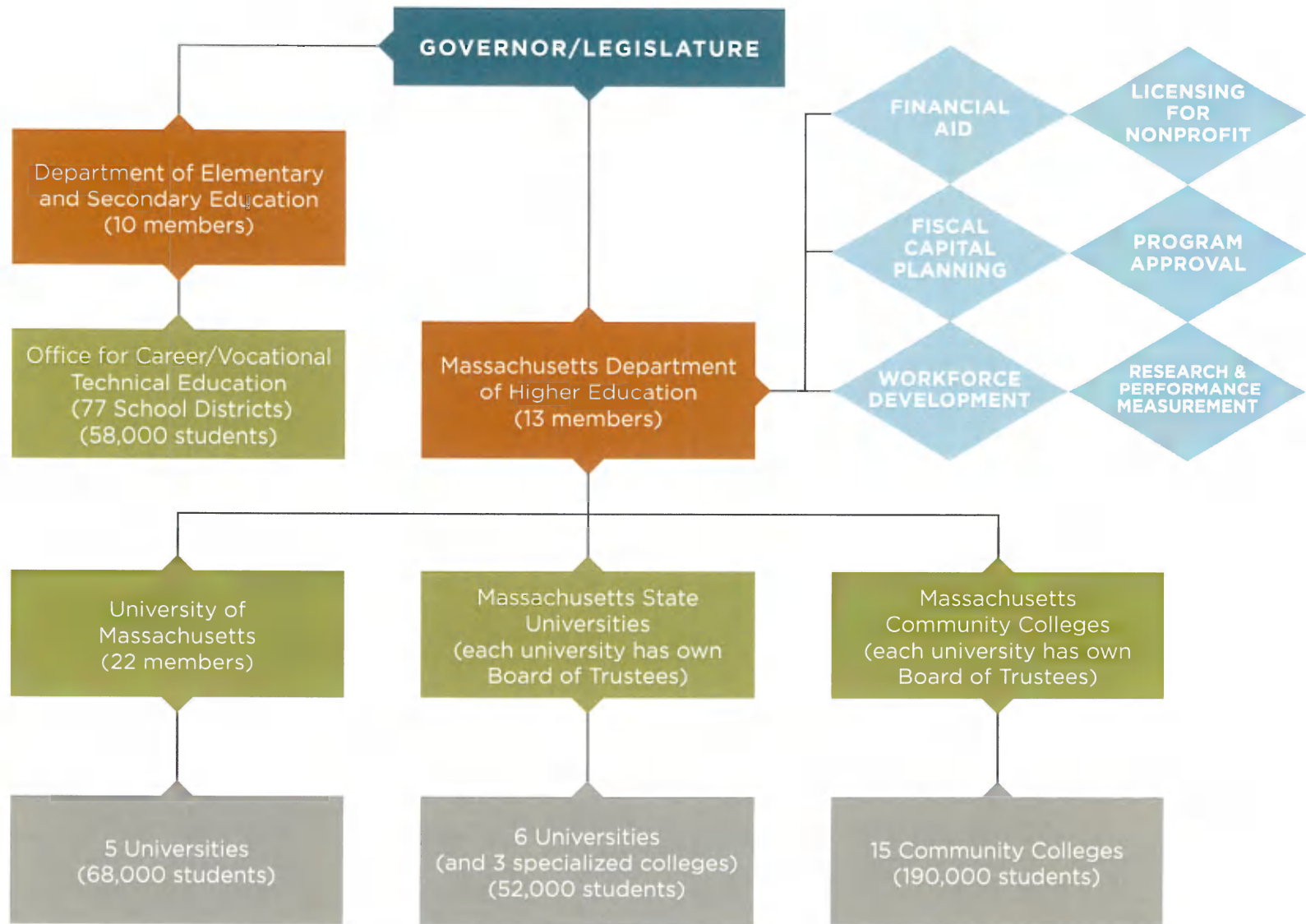
Illinois

(COORDINATING BOARD)



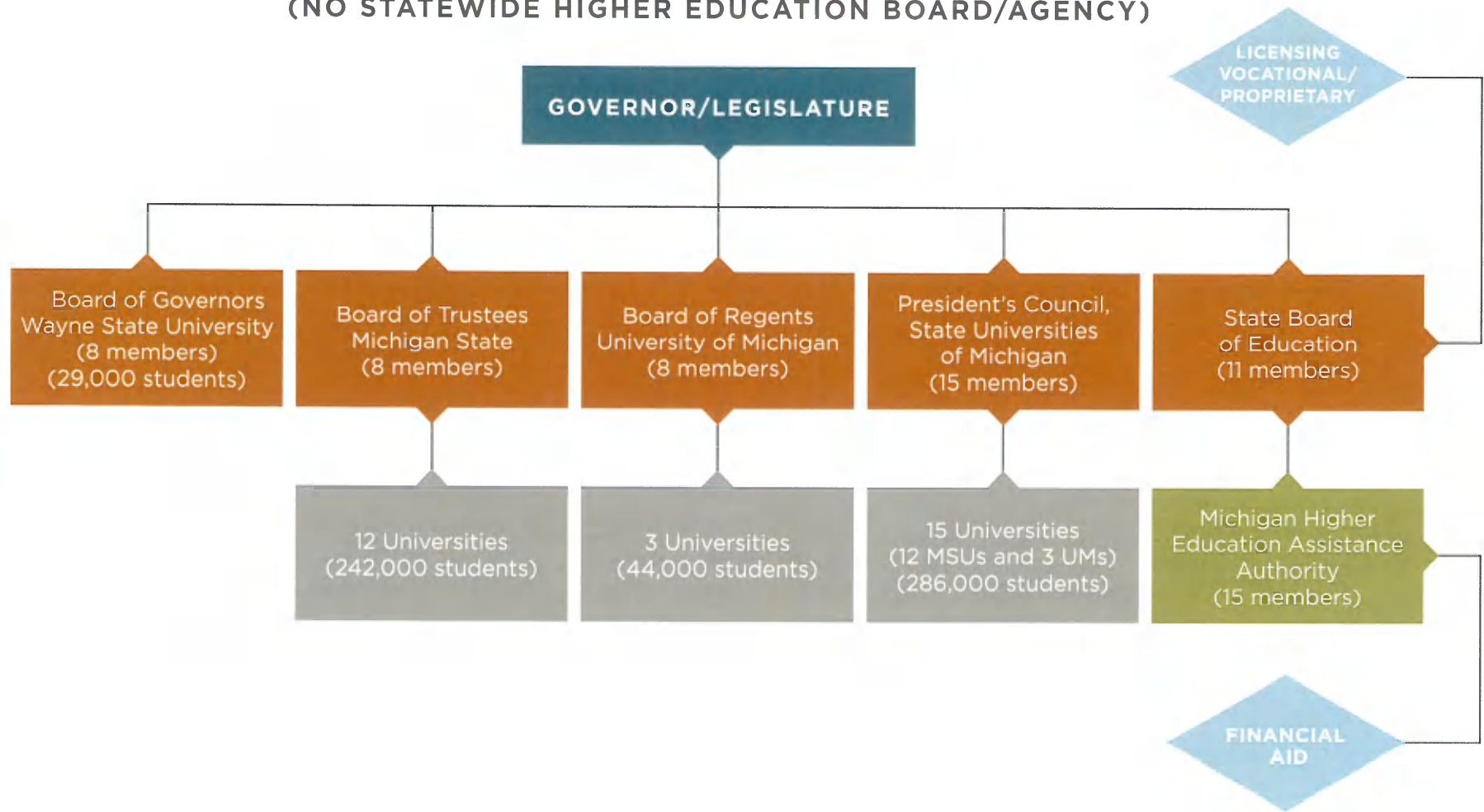
Massachusetts

(COORDINATING BOARD)



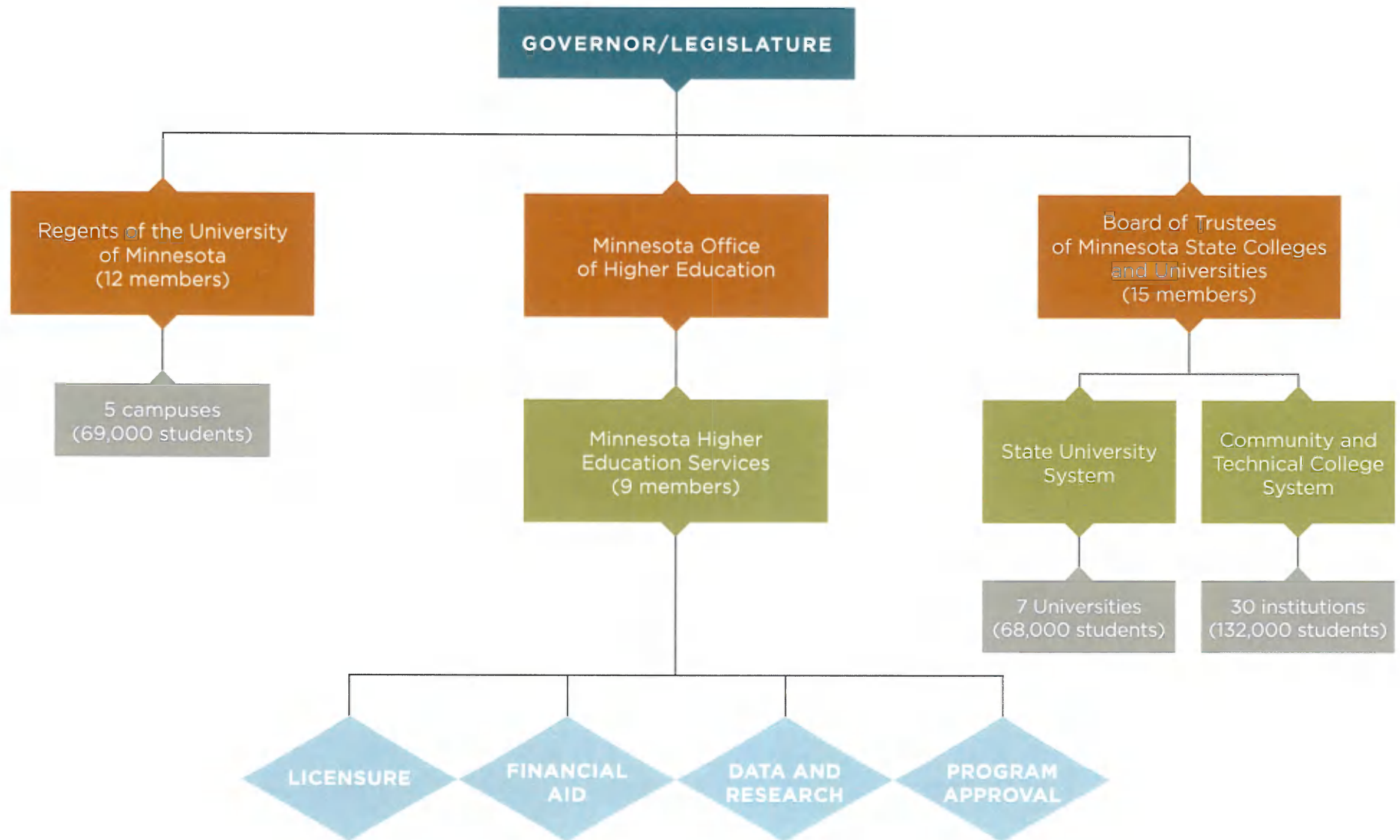
Michigan

(NO STATEWIDE HIGHER EDUCATION BOARD/AGENCY)



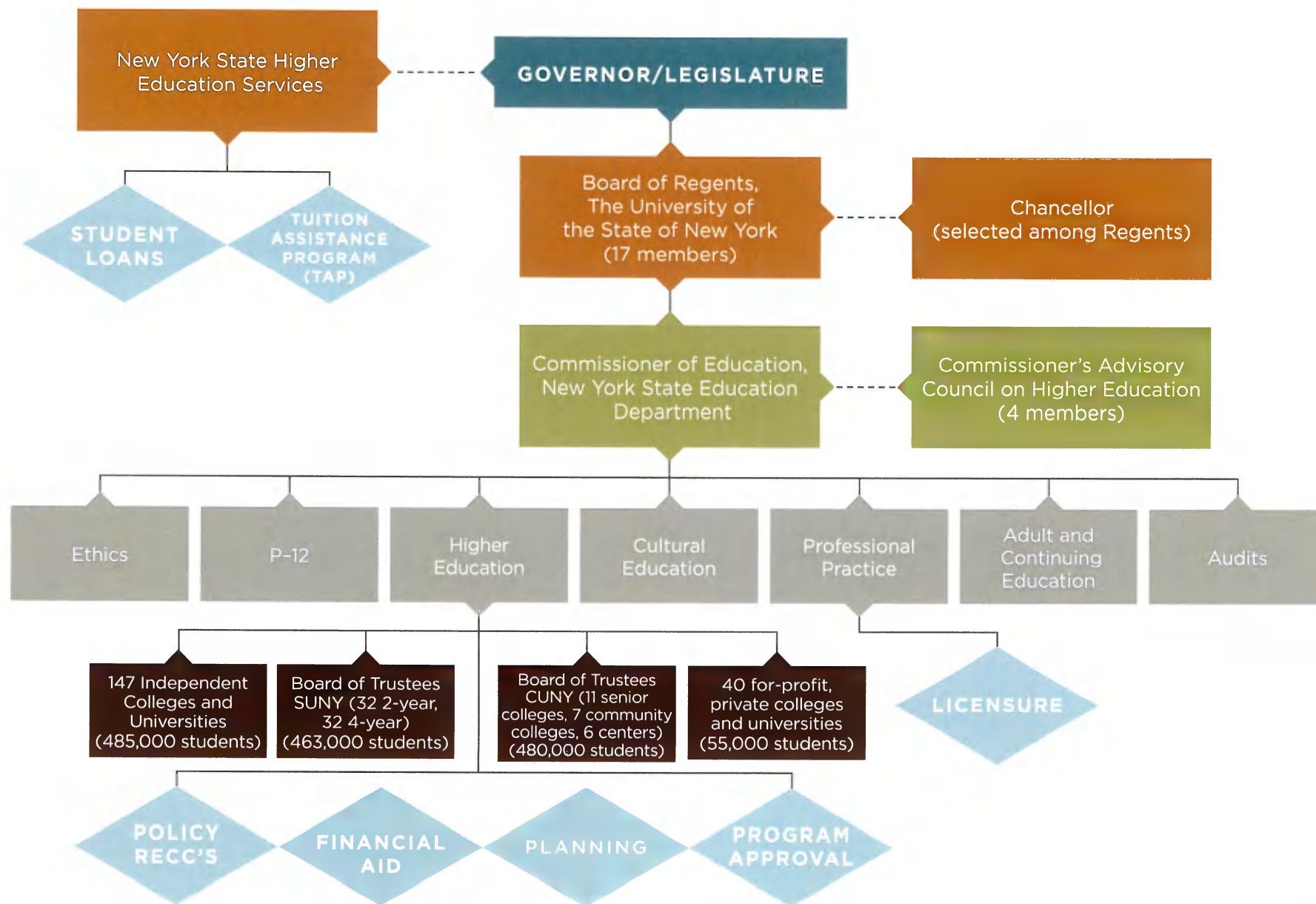
Minnesota

(HIGHER EDUCATION SERVICE AGENCY)



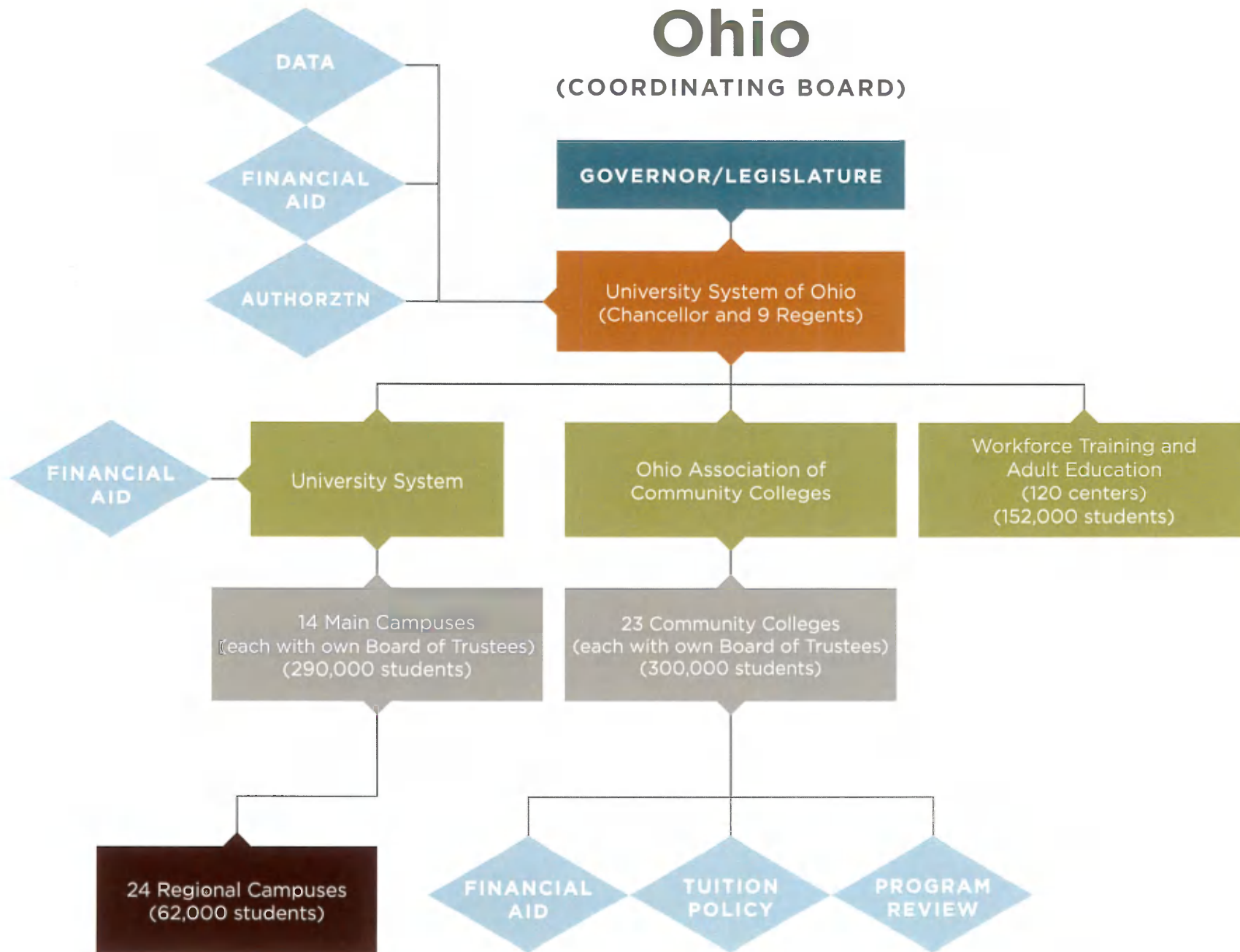
New York

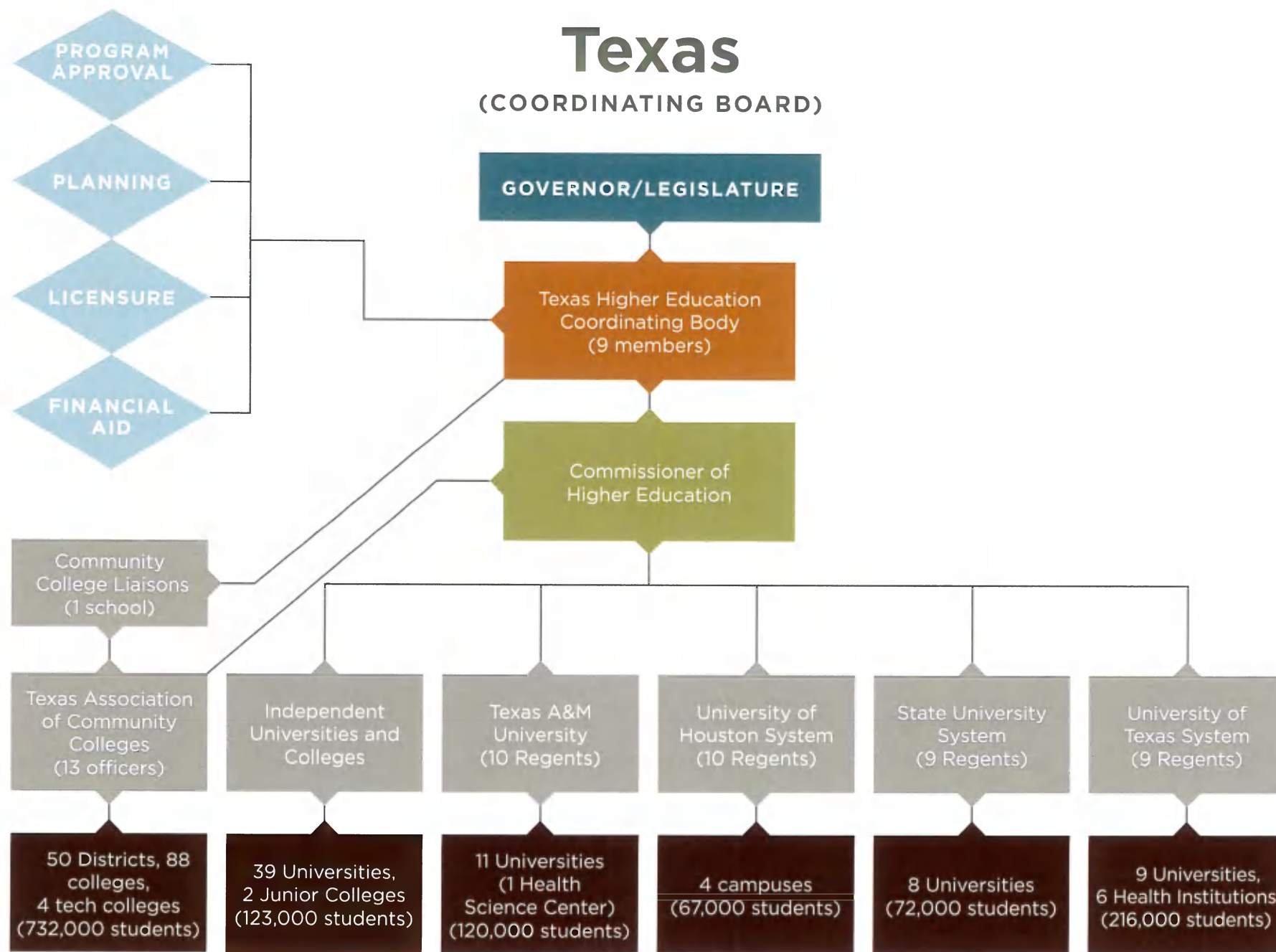
(COORDINATING BOARD)



Ohio

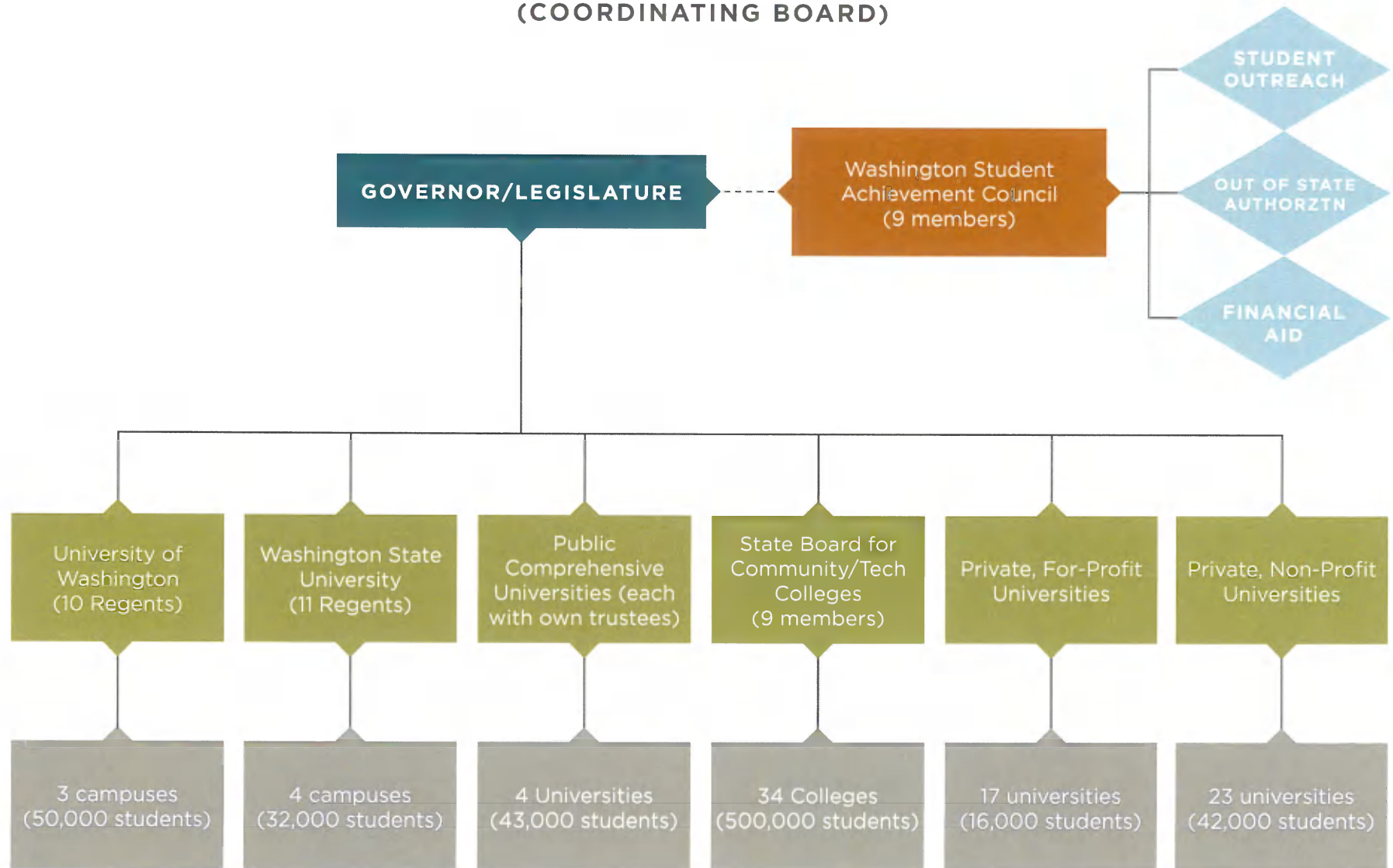
(COORDINATING BOARD)





Washington

(COORDINATING BOARD)



Endnotes

- 1 Zook, G. Higher Education for American Democracy. A Report of the President's Commission on Higher Education [Truman Commission Report]. 1947. <<http://babel.hathitrust.org/cgi/pt?id=uc1.31158001076040;view=1up;seq=5>>
- 2 Michigan is the other state with no oversight as it has no statutory higher education board or agency.
- 3 McGuinness, A. State Coordination of Higher Education: Nationwide Trends in State Coordination. Presentation to the California Senate Education Committee. National Center for Higher Education Management Systems. 27 July 2011.
- 4 McGuinness, A. and Novak, R. Higher Education and the Stateside Public Agenda: Making It Work. March/April. Trusteeship Magazine. 2011.
- 5 Kerr, Clark. Testimony of Dr. Clark Kerr to California Joint Committee to Develop a Master Plan for Education. 24 August 1999. <<http://www.ucop.edu/acadinit/mastplan/kerr082499.htm>>
- 6 Chance, William. The Higher Education Coordinating Board and Higher Education Governance in Washington. Northwest Education Research Center. December 2002. <<http://www.nored.us/HECBBReport1603.pdf>>
- 7 Kiley, K. The New 'New Normal'. Inside Higher Ed. 4 June 2013. <<http://www.insidehighered.com/news/2013/06/04/appropriations-increases-and-tuition-freezes-reshape-state-funding-picture#ixzz2VGWLa84X>>
- 8 The National Center for Public Policy and Higher Education. Measuring Up 2008: The National Report Card on Higher Education. 2008.
- 9 McGuinness, A. State Coordination of Higher Education. 2011. (see endnote 3)
- 10 Perna, L., Finney, J. and Callan, P. A Story of Decline: Performance and Policy in Illinois Higher Education. Institute for Research on Higher Education. November 2011.
- 11 Perna, L., Finney, J. and Callan, P. Hard Choices Ahead: Performance and Policy in Texas Higher Education. Institute for Research on Higher Education. April 2012.
- 12 About the Washington Student Achievement Council. 2012. Retrieved 1 July 2013. <<http://www.wsac.wa.gov/AboutTheCouncil>>
- 13 Chance, William. The Higher Education Coordinating Board and Higher Education Governance in Washington. 2002. (see endnote 5).
- 14 Little Hoover Commission. (2013). A New Plan for a New Economy: Reimagining Higher Education. October. <http://www.lhc.ca.gov/studies/218/Report%20218.pdf>

Additional Sources

- Atwell, R., Callan, P., Finney, J., Jones, D., McGuinness, A., Mortimer, K., and Wellman, J. The Need for State Policy Leadership. National Center for Public Policy and Higher Education. July 2005.
- Davies, G. K. Setting a Public Agenda for Higher Education in the States: Lessons Learned from the National Collaborative for Higher Education Policy. The National Collaborative for Higher Education Policy. December 2006.
- Ewell, P. and Jones, D. State-Level Accountability for Higher Education: On the Edge of a Transformation. New Directions for Higher Education. 5 October 2006.
- Kirlin, M. and Shulock, N. On Balance: Lessons in Effective Coordination from the Washington State Board for Community and Technical Colleges. IHELP CSU Sacramento. July 2012.
- Lingenfelter, P.E. State Policy Leadership for Higher Education: A brief summary of the origins and continuing evolution of a profession. State Higher Education Executive Officers Association. August 2012. <http://www.shceo.org/sites/default/files/publications/STATE%20POLICY%20LEADERSHIP%20FOR%20HIGHER%20EDUCATION_0.pdf>
- McGuinness, A. Models of Postsecondary Education Coordination and Governance in the States. ECS State Notes. February 2003. <<http://www.ecs.org/clearinghouse/34/23/3423.pdf>>
- McGuinness, A. State Postsecondary Education Structures Sourcebook: 1997. Education Commission for the States. December 1997. <<http://diginole.lib.fsu.edu/ecs/5>>
- Middle States Commission on Higher Education Governing Boards: Understanding the Expectations of the Middle States Commission on Higher Education. 2010. <<http://www.msche.org/publications/Governing-Boards-FINAL.pdf>>
- Ohio Board of Regents. Higher Education Governing Structures: Coordinating Boards Versus Governing Boards. The Issue. September 2003.
- Perna, L., Finney, J. and Callan, P. State Policy Leadership Vacuum: Performance and Policy in Washington Higher Education. Institute for Research on Higher Education. January 2012.
- Russell, J. D. Report of the President's Commission on Higher Education. Journal of Educational Sociology, Vol. 22, No. 8. pp. 493-508. April 1949
- Washington Student Achievement Council <<http://www.wsac.wa.gov/AboutTheCouncil>>
- Zinth, J. P-20 Governance. ECS State Notes. January 2011. <<http://www.ecs.org/clearinghouse/91/14/9114.pdf>>

This page left intentionally blank.

California Competes

Higher Education for a Strong Economy

Opportunity, creativity, enterprise, efficiency and growth are the hallmarks of economic development and the lens through which California Competes develops non-partisan and financially pragmatic recommendations to improve postsecondary education.

California Competes: Higher Education for a Strong Economy is a fiscally sponsored project of Community Initiatives.

STAFF

Robert Shireman
Director

Lande Ajose
Deputy Director

Charles Hatcher
Senior Research Analyst

Remmert Dekker
Program Associate

1201 Martin Luther King Jr. Way
Hunt House, Suite 100
Oakland, CA 94612
Phone: (510) 444-0144
Fax: (510) 338-6414
info@californiacompetes.org
www.californiacompetes.org

This report is available on our website.

January 2014

Joint Informational Hearing
Senate Committee on Education and Assembly Committee on Higher Education
The State of Public Higher Education Coordination and Collaboration

Related reports:

California Competes Higher Education for a Strong Economy

- Charting a Course for Coordination, Oversight, and Accountability:
<https://californiacompetes.org/wp-content/uploads/2023/01/Charting-a-Course1.pdf>

California Competes examines other state structures to see the role coordination entities play, and the gaps not only in the coordinated action of multiple agencies but also the overarching leadership provided to higher education by the governor, legislature, and other state policy entities.

- Barriers & Opportunities for Building Higher Education–Employer Partnerships:
<https://californiacompetes.org/wp-content/uploads/2022/12/Employer-Engagement-Brief-Final.pdf>

California Competes research found the need for both employers and higher education institutions to build and support internal and external structures to help institutionalize meaningful higher education–employer partnerships.

Requires the ability to move beyond individual relationships and college-level relationships, but scaling is challenging without a structure (like a coordinating entity) that supports cross-sector partnerships.

- Untapped Opportunity: Understanding and Advancing Prospects for Californians without a College Degree: <https://californiacompetes.org/wp-content/uploads/2022/12/Untapped-Opportunity-Report-final.pdf>

California Competes research found a need for coordination across institutions and between institutions and employers to help potential graduates complete college degrees.

- **Coordinate benefits to support potential graduates.**
There is no comprehensive and systematic approach to identifying prospective recipients or benefits and serving them.
- **Build data and coordination infrastructure.**
- **Encourage employer–postsecondary institution partnerships.**
Coordinate employers and postsecondary institutions to increase the number of graduates with the skills and preparation they need to succeed in the workforce.

Five Barriers to Transfer for California Students:



California
Community
Colleges

Why Coordination Is the Path Forward

Transfer has the potential to improve racial equity gains in student higher education access and success and produce the educated workforce that California needs. Yet, today's student transfer journey remains complex due to structural problems that all systems have created. While good work has been done, much more needs to be accomplished to ease students' journeys and strengthen the Associate Degree for Transfer (ADT) pathway.

To do this, there must be a clear-eyed understanding of how policies and practices within California's public higher education systems have created significant and systemic barriers that impact and complicate students' journeys. That's why the California Community Colleges created **"Five Barriers to Transfer For California Students: Why Coordination Is The Path Forward"** available at www.TransformTransfer.org. The interactive experience leverages the latest data and research on transfer to break down the challenges into five systemic barriers impacting student journeys.

The barriers include:

**Distinct
Systems**

**Varying
Campus
Reqs.**

**Pathway
Complexity**

**Uncertain
Credits**

**Disjointed
Financial
Aid**

1. Distinct Systems

Transfer pathways are not standardized across California's higher education systems. Each system approaches transfer frameworks differently. Facing uncertainties like admission decisions and financial aid, students are unlikely to commit early in their journey to one system and campus path. Needing to prepare for multiple paths can result in excess units, time and cost for students, with transfer students, on average, earning 13 units over the required amount they need to obtain an associate degree.¹

2. Varying Campus Requirements

Transfer pathways are not standardized across campuses within systems. Many ADT students cannot transfer with a guarantee to their local university in a "similar" program of study due to flexibility that enables campuses to select the concentration of their degrees (if at all).

3. Pathway Complexity

Current transfer tools cannot simplify this complex process enough for most students to navigate independently. While multiple transfer tools exist, they are best paired with counselors to help students gain clarity. However, there are not enough counselors to serve the thousands of students each community college serves: The recommended counselor-to-student ratio is 1 to 370, but the statewide average is 1 to 508.²

4. Uncertain Credits

Limiting credit mobility significantly impacts costs for students and the state. Credits that are accepted at one university might not be accepted at another. On average, students are unable to apply 13 credits toward their degree when they transfer.³ Cutting the number of excess credits in half could save the state over \$54 million in fee (tuition) costs alone if applied to 80% of associate degree earners.⁴

5. Disjointed Financial Aid

There is no unified process across systems to help students map out a complete path to a bachelor's degree with financial aid. At community colleges, students must make decisions impacting financial aid — such as courses, pathways and degrees — without knowing which four-year college they may be admitted to. These financial unknowns can be a significant stressor for students already facing a complex transfer journey, leaving them with many unanswered questions.

The Path Forward

Understanding the barriers that students face and how they are truly systemic will allow for crafting solutions that truly address the challenges.

California's higher education partners must do more through enhancing coordination and communication between and among systems to better standardize, simplify and streamline the student transfer process. Change must be made that reduces excess unit accumulation, eliminates repetition of courses and increases the number of students who transfer through the ADT pathway.

When transfer systems are built to truly work for all students across race, ethnicity, region, class and gender, we'll not only meet each system's needs but also improve the economic health of our communities and state, as well as the competitiveness of our workforce, and make upward mobility a wider reality for more of our students.

See “Resources Cited Across ‘Five Barriers to Transfer for California Students: Why Coordination Is the Path Forward’” for a full list of resources and tools cited.

i Source 1: Mejia, Marisol Cuellar, et al. “Strengthening California’s Transfer Pathway.” Public Policy of Institute of California, Aug. 2023. ([LINK](#))

i Source 2: Academic Senate for California Community Colleges. “Consultation Council Task Force on Counseling.” Academic Senate for California Community Colleges, 2003; Success Center analysis of Chancellor’s Office Management Information System data. ([LINK](#))

i Source 3: U.S. Government Accountability Office. “Higher Education: Students Need More Information to Help Reduce Challenges in Transferring College Credits.” U.S. Government Accountability Office, Aug. 2017; Simone, Sean Anthony. “Transferability of Postsecondary Credit Following Student Transfer or Coenrollment.” National Center for Education Statistics, Institute of Education Sciences, National Center for Education Statistics; U.S. Department of Education, Aug. 2014. ([LINK](#))

i Source 4: The Campaign for College Opportunity. “Chutes or Ladders? Strengthening California Community College Transfer So More Students Earn the Degrees They Seek.” The Campaign for College Opportunity, June 2021. ([LINK](#))



California
Community
Colleges

Five Barriers to Transfer for California Students:

Why Coordination Is the Path Forward

Today's student transfer journey is complex. Policies and practices within California's public higher education systems have created five significant barriers impacting student journeys.

Transfer Pathway →

**Distinct
Systems**

**Varying Campus
Requirements**

Pathway Complexity

**Uncertain
Credits**

**Disjointed
Financial Aid**



Keep scrolling to explore transfer pathways
across California's higher education systems.

Barrier 01

Transfer pathways are not standardized across California's higher education *systems*.

Transfer Pathway



Choosing one system's pathway may not be in a student's best interest when they face many unknowns early in their educational journey and when policies create admissions uncertainty. Yet, the journey to prepare for each system's pathway is distinct and can take two years or longer — **needing to prepare for multiple paths can add up to excess units, time and cost.**

Admissions Uncertainty

Many students apply to both the University of California (UC) and California State University (CSU) systems, not knowing where they may be admitted.

California community college transfer admission rates, statewide, fall 2022

75%

University of California

89%

California State University

i Source: Cuellar Mejia, M., Johnson, H. Perez, C., and Jackson, J. (2023). Strengthening California's Transfer Pathway. Public Policy Institute of California. Retrieved from <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>

Hear from a student

I would ask my counselor, ‘Do I really need to take all of these courses [beyond outlined transfer requirements]?’ And she’s like, ‘You don’t, but yes, you do. At the same time, you need to be competitive, you need to stand out.’”

— California Community Colleges transfer student

Place-Bound Students

Transfer students tend to enroll at universities near their community colleges, but transfer pathways do not guarantee admission to local campuses. This uncertainty makes it difficult for students, especially those who are place-bound by choice or circumstance, to commit to one system’s pathway.

i Source: Cuellar Mejia, M., Johnson, H. Perez, C., and Jackson, J. (2023). Strengthening California’s Transfer Pathway. Public Policy Institute of California. Retrieved from <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>

Transfer Pathway Differences

Requirements differ by discipline across CSU’s Associate Degree for Transfer (ADT) and UC’s Transfer Pathways.

Comparison of Transfer Pathways for Biology

CSU-CCC Transfer Model Curriculum	UC Transfer Pathway
Biology Sequence	General Biology w/ lab
General Chemistry	General Chemistry w/ lab (one year)
Calc. for Life/Social Sci. or higher	Calculus for STEM Majors (one year)
Physics: Trig-based or higher	Organic Chemistry w/ lab (one year)
One additional biology course	

i See: “UC Transfer Pathway Comparisons” at <https://c-id.net/tmc#finalized>

Transfer Frameworks

Each system approaches transfer in different ways.

CSU: By student type	UC: By transfer pathway	AICCU: Independently by campus
1. CCC ADT 2. CCC Transfer Success Pathways 3. Upper Division Transfer 4. Lower Division Transfer	5. Transfer Pathways 6. TAG 7. Pathways +	

Source:

UC: <https://admission.universityofcalifornia.edu/admission-requirements/transfer-requirements/uc-transfer-programs/>

CSU: <https://www.calstate.edu/apply/transfer>

AICCU: https://cdn.ymaws.com/aiccu.edu/resource/resmgr/publications/2022/college_and_transfer_guides/aiccu_transfer_guide_2022-23.pdf



Keep scrolling to explore preparing for multiple campuses in the same system.

Barrier 02

Transfer pathways are not standardized across *campuses* within systems.

University program faculty determine what courses are required for transfer students based on the degree concentration their university offers. **Requirements can vary significantly by campus**, within and across systems. For students trying to prepare for more than one transfer destination, it's a complex process — even more complex if they've attended more than one community college or if they are a STEM major. Keeping their transfer destination options open can add up to excess units, time and cost.

Excess Units

73

median number of transfer-level
units students earned before
transferring to CSU & UC

60

units required for an associate
degree

i Source: Cuellar Mejia, M., Johnson, H. Perez, C., and Jackson, J. (2023). Strengthening California's Transfer Pathway. Public Policy Institute of California. Retrieved from <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>

Major preparation requirements vary across campuses in the same systems, complicating students' transfer journeys and articulation of courses across systems.

Campus Comparison

Comparison of major preparation requirements* for transfer students in psychology across four campuses:

● Circle Icon = Required courses (set)

▲ Triangle Icon = Required courses (options)

CSU A				
● Introduction to Psychology	● Academic and Career Opportunities in Psychology	● Introduction to Cognitive Psychology		
● Developmental Psychology	● Intro to Physiological Psychology	▲ Statistical Methods in Psychology		
▲ Data Analysis in Psychology + Statistics (lecture)		● Biology (prerequisite)		

CSU B				
● Introduction to Psychology	● Navigating Psychology: The Major and Career			
● Human Development		● Methods of Psychology		
● Introductory Statistics for Psychology				

UCA				
● Psychology Fundamentals	▲ Introduction to Sociocultural Anthropology	▲ Introduction to Biological Anthropology	▲ Introduction to Human Geography	▲ Introduction to Economics
▲ Introduction to Linguistics	▲ Introduction to Political Science		▲ Globalization	▲ Introduction to Sociology
	▲ Introduction to Language and Culture	▲ Cognitive Robotics	▲ Experimental Psychology + Lab	▲ Research Methods in Psychology + Lab

UC B				
● Introduction to Psychology	▲ Introduction to Sociocultural Anthropology			▲ Introduction to Economics
	▲ Introduction to American Politics	▲ Introduction to Cognitive Science		▲ Introduction to Sociology
▲ Introduction to Public Health			● Analysis of Psychological Data	● Research Methods in Psychology

*Campus-specific major preparation requirements applied, not ADT or UCTP.

Pathway Alignment

Faculty decisions about degree concentration can limit the ability of an ADT student to transfer into a “similar” program of study at a nearby university. If a student is not on an ADT pathway that is accepted by their four-year university, they may have to take more than 60 upper division credits to complete a bachelor’s degree. This increases time and cost for the student, as well as for the state.

285

Complete ADT pathways (offered at a regional CCC and accepted in the same program of study at a nearby university)

366

Incomplete ADT pathways (offered at a regional CCC but not accepted in the same program of study at a nearby university)

Source: Student-Ready Strategies. (2023). “Regional Associate Degree for Transfer Analysis.” Retrieved from <https://static1.squarespace.com/static/63294b64e0e6c61627d6b28e/t/64ee1ce7048bce035e0593c6/1693326567807/california-regional-transfer-profiles-a11y.pdf>

Faculty decisions about degree concentration can also cause students to veer from defined transfer pathways.

Multiple Paths to Transfer

Of students who transferred...

43%

without any type of associate degree

11%

with AA/AS degree

24%

with ADT on a guaranteed pathway

21%

with ADT not on a guaranteed pathway

Source: The Campaign for College Opportunity. (2021). Chutes or Ladders? Strengthening California Community College Transfer So More Students Earn the Degrees They Seek. Retrieved from <https://collegecampaign.org/publication/chutes-or-ladders-strengthening-california-community-college-transfer-so-more-students-earn-the-degrees-they-seek>

 Keep scrolling to learn more about the complexity of transfer tools.

Barrier 03

Current transfer tools cannot simplify this *complex* process enough for most students to navigate independently.

Multiple transfer tools do not simplify the complex transfer process.

[Visit UC Transfer Pathways](#)

[Visit UC Transfer Admission Guarantee \(TAG\)](#)

[Visit UC Pathways +](#)

[Visit the AICCU Transfer Guide](#)

[Visit CCC I Can Go to College](#)

[Visit CSU Associate Degree for Transfer](#)

[Visit the HBCU Transfer Guide](#)

[ASSIST](#)

**ASSIST
is here to help!**

**ASSIST is best used
in combination with
seeing a counselor**

on your campus. It is intended to help students and counselors work together to establish an appropriate path toward transferring from a public California community college to a public California university.

One way students get clarity is by partnering with a counselor, advisor or coach to understand the numerous pathway options and requirements. However, there are not enough counselors to serve the thousands of students each community college serves.

1:370

Recommended counselor-to-student ratio

1:508

Statewide average counselor-to-student ratio

i Source: Academic Senate for California Community Colleges. (2003). Consultation Council Task Force on Counseling. Retrieved from https://www.asccc.org/sites/default/files/publications/ConsultationCouncil_0.pdf; and Success Center analysis of Chancellor's Office Management Information System data

Hear from a student

"I think I'm already taking [the required course], but I'm not actually taking it. It's a specific one that they want you to take. I would've never known that I had to take these courses, and in this pattern, and in this time frame had it not been for [my counselor]."

— California Community Colleges transfer student

Research indicates that students have inconsistent experiences with counselor support and that Black and African American students benefit less from traditional academic counseling than students from other racial/ethnic groups.

110%

Non-Black and non-African American students who receive academic counseling are 110% more likely to near the transfer gate, compared to their counterparts.

60%

Black and African American students who receive academic counseling are 60% more likely to near the transfer gate, compared to their counterparts.

i Source: The RP Group. (October 2022). The African American Transfer Tipping Point. Retrieved from [https://rpgroup.org/Portals/0/Documents/Projects/African_American_Transfer_Tipping_Point-\(AATTP\)-Study/AATTP_Brief2_Fall2022.pdf](https://rpgroup.org/Portals/0/Documents/Projects/African_American_Transfer_Tipping_Point-(AATTP)-Study/AATTP_Brief2_Fall2022.pdf)

Hear from a student

“For Black and African American students, they are starting at a different point than most students would be — and so it would be more difficult for Black students to gain something because their relationship with their counselor is starting at a different point. The student has to become more comfortable with a person digging into their life, and that can feel a little bit intrusive. And for a Black student, that can be possibly a little triggering ... versus another student who has possibly been conditioned by society to believe that they are a bit safer in society and they have a place in society and that they are valued.”

— California Community Colleges transfer student

i Source: The RP Group. (October 2022). The African American Transfer Tipping Point. Retrieved from [https://rpgroup.org/Portals/0/Documents/Projects/African_American_Transfer_Tipping_Point-\(AATTP\)-Study/AATTP_Brief2_Fall2022.pdf](https://rpgroup.org/Portals/0/Documents/Projects/African_American_Transfer_Tipping_Point-(AATTP)-Study/AATTP_Brief2_Fall2022.pdf)



Keep scrolling to explore how credit transfer decisions impact students' journeys.

Barrier 04

Limiting *credit mobility* significantly impacts costs for students and the state.

Credits that are accepted at one university might not be accepted at another — university program faculty make these decisions. But to students, it's unclear how and why they make those decisions. Even when students do their best to ensure credit acceptance, like making decisions about their major, system and campus early in their transfer journey and using transfer tools, credits may not be accepted. Credit transfer significantly impacts costs for students and the state.

On average, transfer applicants applied to 3.7 UC campuses and CSU new students applied to an average of 2.4 campuses.

i Source: UC Accountability Report 2023, Chapter 1: Undergraduate Students (1.1.2: Transfer applicants, admits, and enrollees); CSU Application, Admission, Enrollment Overlap with other CSU Campuses (The CSU calculation result is weighted by campus rather than student.)

On average, students are not able to apply 13 credits—equivalent to one semester for many—toward their degree when they transfer.

i Source: U.S. Government Accountability Office. (2017). Higher Education: Students Need More Information to Help Reduce Challenges in Transferring College Credits. Retrieved from <https://www.gao.gov/products/gao-17-574>; Simone, S.A. (2014). Transferability of Postsecondary Credit Following Student Transfer or Coenrollment (NCES 2014-163). U.S. Department of Education. Washington, DC: National Center for Education Statistics. Retrieved from <http://nces.ed.gov/pubsearch>

82 percent of students who were able to transfer all of their credits graduated with a bachelor's degree within six years of starting college, compared to 42 percent of students who lost any amount of credit.

i Source: Hodara, M., Martinez-Wenzl, M., Stevens, D., and Mazzeo, C. (2016). Improving Credit Mobility for Community College Transfer Students: Findings and recommendations from a 10-state study. Education Northwest. Retrieved from <https://www.luminafoundation.org/files/resources/improving-credit-mobility.pdf>

Cutting the number of excess credits in half — from 85 to 73 credits — could save the state over \$54 million in fee (tuition) costs alone if applied to 80% of associate degree earners.

i Source: The Campaign for College Opportunity. (2021). Chutes or Ladders? Strengthening California Community College Transfer So More Students Earn the Degrees They Seek. Retrieved from <https://collegecampaign.org/publication/chutes-or-ladders-strengthening-california-community-college-transfer-so-more-students-earn-the-degrees-they-seek>

Hear from a student

Mea Montañez will graduate from San Francisco State University in May but only after retaking nearly a year's worth of classes she already passed at a community college. The school didn't accept her classes in psychology — her major — because they weren't considered a match.

"I'm taking the classes and I'm like, 'This is exactly what I took.' If anything, it was much more challenging at the community college level."

— Mea Montañez, 34, California Community Colleges transfer student

i Source: Binkley, Collin. (1 May 2023). 'Waste of time': Community College transfers derail students. Hechinger Report. Retrieved from <https://hechingerreport.org/waste-of-time-community-college-transfers-derail-students/>



**Keep scrolling to explore how
disjointed system actions impact
students' financial aid.**

Barrier 05

There is no unified process across systems to help students map out a complete path to a bachelor's degree with *financial aid*.

Financial aid is not seamless for transfer students — in fact, **there is no unified process between the California Community Colleges and other systems of higher education** to help students map out a full path to a bachelor's degree with financial aid. At community colleges, students must make decisions about courses, pathways and degrees — decisions that impact financial aid — without knowing which four-year college they may be admitted to. That is a significant stressor for students already facing a complex transfer journey.

Research shows that students need information from systems about all costs associated with attending a university and the full complement of options for financial assistance well before they transfer, preferably soon after they declare their intent to pursue this goal.

i Source: Cooper, D., Nguyen, A., Karandjeff, K., Brohawn, K., Purnell, R., Rodriguez-Kiino, D., Chaplot, P., Nguyen, K. (2020). Students Speak Their Truth About Transfer: What they need to get through the gate. The RP Group. Retrieved from https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/RPGroup_TheTruthAboutTransfer_TTGPhase3_R3%5B79%5D.pdf?ver=2020-05-18-171449-773

The lack of a coordinated financial aid process creates uncertainty for students and leaves them with a host of unanswered questions such as:

- **Duration:** How long will it take me to get through community college?
- **Transfer:** Where will I transfer to? How long will it take me once I transfer? Will all my credits transfer, or will I have to repeat classes?
- **Expenses:** What does tuition cost? Housing? Program materials?
- **Tuition:** I only have limited time with CalGrant and Pell. How long will my aid last?
- **Affordability:** Will I need to supplement my financial aid? Can I afford to transfer?

Hear about a student experience

“Facing an extra year of school after her completed credits didn’t transfer, Ricki Korba will likely run out of financial aid before she graduates. She’s making plans to go part time in school and work longer hours so she can afford tuition and rent.”

i Source: Binkley, Collin. (1 May 2023). ‘Waste of time’: Community College transfers derail students. Hechinger Report. Retrieved from <https://hechingerreport.org/waste-of-time-community-college-transfers-derail-students>



Keep scrolling to explore what this means for California higher education.

Transfer has the potential to improve racial equity gains in student higher education access and success and produce the educated workforce California needs.

**Distinct
Systems**

**Varying
Campus
Reqs.**

**Pathway
Complexity**

**Uncertain
Credits**

**Disjointed
Financial
Aid**

Transfer Pathway

Good work has been done to streamline transfer processes, but much more needs to be accomplished for transfer students.

A student's transfer journey remains complex due to structural barriers across all systems, despite efforts such as development of system-specific transfer pathways and a common general education pattern.

California's higher education partners must do more to **work across systems, campuses and disciplines** to better

standardize, simplify and streamline the student transfer process.

When we build a transfer system that truly works for all students across race, ethnicity, region, class and gender, we'll not only meet each system's needs but also improve the economic health of our communities and state, as well as the competitiveness of our workforce, and make upward mobility a wider reality for more of our students.

Resources Cited Across “Five Barriers to Transfer for California Students: Why Coordination Is the Path Forward”



California
Community
Colleges

Information on Transfer Barriers Students Face

- Binkley, Collin. “‘Waste of Time’: Community College Transfers Derail Students.” The Hechinger Report, May 2023. ([LINK](#))
- Cooper, Darla M., et al. “The African American Transfer Tipping Point.” The RP Group, The RP Group, Lumina Foundation, Oct. 2022. ([LINK](#))
- Simone, Sean Anthony. “Transferability of Postsecondary Credit Following Student Transfer or Coenrollment.” National Center for Education Statistics, Institute of Education Sciences, National Center for Education Statistics; U.S. Department of Education, Aug. 2014. ([LINK](#))
- The Campaign for College Opportunity. “The Transfer Maze: The High Cost to Students and the State of California.” The Campaign for College Opportunity, Sept. 2017. ([LINK](#))

Information on Supporting Students in Their Transfer Journey

- Academic Senate for California Community Colleges. “Consultation Council Task Force on Counseling.” Academic Senate for California Community Colleges, 2003. ([LINK](#))
- Cooper, Darla M., Alyssa Nguyen, et al. “Students Speak Their Truth about Transfer: What They Need to Get Through the Gate.” The RP Group, The RP Group, College Futures Foundation, May 2020. ([LINK](#))
- Hodara, Michelle, et al. “Improving Credit Mobility for Community College Transfer Students.” Lumina Foundation, Education Northwest, May 2016. ([LINK](#))
- Mejia, Marisol Cuellar, et al. “Strengthening California’s Transfer Pathway.” Public Policy of Institute of California, Aug. 2023. ([LINK](#))
- Student-Ready Strategies. Regional Associate Degree for Transfer (ADT) Analysis, Aug. 2023. ([LINK](#))
- The Campaign for College Opportunity. “Chutes or Ladders? Strengthening California Community College Transfer So More Students Earn the Degrees They Seek.” The Campaign for College Opportunity, June 2021. ([LINK](#))
- “UC Transfer Pathways Comparison.” C-ID. ([LINK](#))
- U.S. Government Accountability Office. “Higher Education: Students Need More Information to Help Reduce Challenges in Transferring College Credits.” U.S. Government Accountability Office, Aug. 2017. ([LINK](#))

Transfer Tools

- | | | |
|---|---|---|
| • AICCU Transfer Guide | • CSU Associate Degree for Transfer | • UC Transfer Admission Guarantee (TAG) |
| • ASSIST | • HBCU Transfer Guide | • UC Transfer Pathways |
| • CCC I Can Go to College | • UC Pathways + | |

Glossary

AICCU: Association of Independent California Colleges and Universities
CCC: California Community Colleges

CSU: California State University
HBCU: Historically Black Colleges and Universities
UC: University of California



California Community Colleges

Transfer Overview and Outcomes

February 2024



CCC Transfer Function & Context

The Transfer Function

Based on the CA Master Plan:

- A primary mission of the CCCs is providing instruction through the first two years of undergraduate education (lower division).
- The transfer function is an essential component of the commitment to access (to bachelor's degree programs).
- The CSU and UC are to establish transfer opportunities to the upper division for CCC students, and eligible CCC students are to be given priority in the admissions process.

Key Transfer Policy Questions

Important questions to prioritize CCC Students & Close Equity Gaps:

- How many CCC students apply to transfer and what are their transfer admissions outcomes?
- How many CCC students transfer to 4-year institutions?
- What kind of preparation is needed to ensure that CCC students successfully transfer?
- What are the outcomes for CCC transfer students once they enroll in bachelor's degree institutions?

Disparate Transfer Governance Contexts

CCC Chancellor's Office, CSU, and UC **separately:**

- Create transfer policies or guidance
- Work in partnership with their respective faculty and staff
- Manage system-specific student-level data



CCC Transfer Data Availability

In the absence of a statewide data system, information on **individual** CCC transfer trajectories is limited.

- Data available to the CCCCCO:
 - CCC course-taking
 - CCC unit accumulation
 - CCC credential completion
 - Transfer to a 4-year institution
 - Four-year completion date

- Data unavailable to the CCCCCO:
 - Transfer application data
 - Four-year admissions criteria
 - Course-taking in the 4-year
 - Unit accumulation in the 4-year
 - Four-year time-to-completion

Transfer Context for CCC Students

Students can transfer with some combination of the following:

Credentials

- No degree
- A traditional associate degree (e.g., AA or an AS)
- An Associate Degree for Transfer (most relevant to CSU)

Other Qualifications

- CSU General Education Breadth Pattern*
- Intersegmental General Education Transfer Curriculum*
- UC Transfer Admission Guarantee*
- UC Transfer Pathways*



CCC Transfer Outcomes

More CCC Students are Earning Associate Degrees

Academic Year	Traditional Associate Degree (A.A. or A.S.)	Associate Degree for Transfer (ADT)
2012-2013	72,849	5,172
2013-2014	75,214	11,356
2014-2015	68,645	19,294
2015-2016	70,254	28,639
2016-2017	71,774	36,101
2017-2018	76,325	43,953
2018-2019	84,294	50,915
2019-2020	86,610	58,689
2020-2021	86,658	62,922
2021-2022	85,027	58,351

There is a growing supply of transfer-aspiring CCC students.

- Approximately 160,000 associate degrees were conferred in 2019-2020.
- All completers may not want to transfer; however, the ~62,000 ADTs are most likely seeking to transfer (to a CSU) within two-years.
- Students can transfer without a degree, so data from transfer destination institutions is needed.
- It is not clear why students earn dual (associate) degrees, and the implications for CCC time-to-completion or 4-year (CSU) admission outcomes.



CSU and UC Transfer Data

California's 116 Community Colleges serve 60% of all undergraduate students in California.

31% percent of University of California graduates started at a community college.

54% of California State University graduates started at a community college.

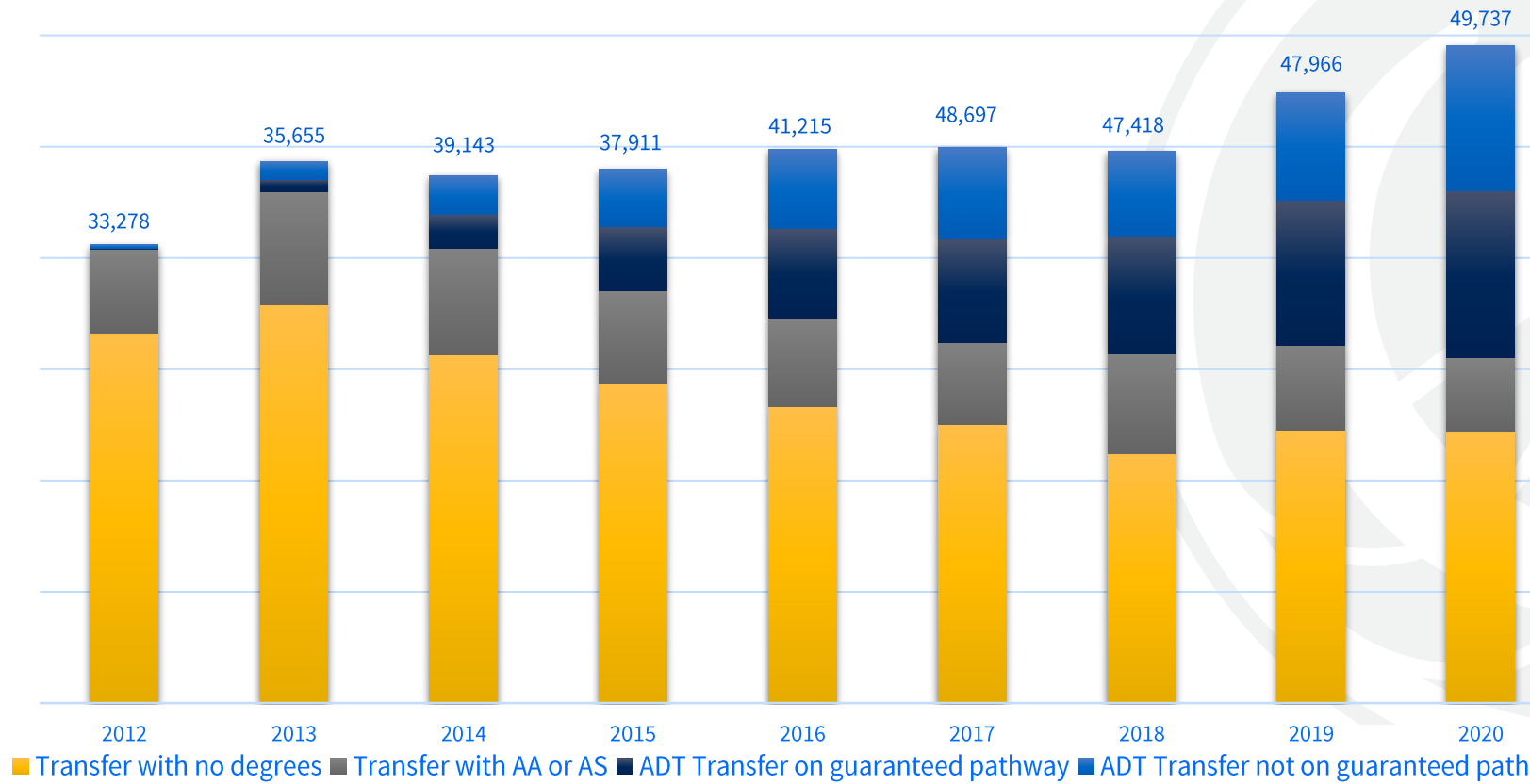
CCC-CSU Transfer Applications and Enrollments are Increasing Steadily

The fall yield (enrolled/admitted) has hovered between 60% and 64.5% over the last 10-years.

Fall Term	Applied	Admitted	Enrolled
2012	88,720	67,610	41,215
2013	104,048	79,906	48,697
2014	101,575	76,839	47,418
2015	100,966	78,455	47,966
2016	103,306	82,197	49,737
2017	104,721	82,514	49,910
2018	97,467	77,223	49,859
2019	102,155	88,574	54,839
2020	102,287	91,938	59,029
2021	99,362	86,479	53,500
2022	86,958	76,996	46,323
2023	82,038	73,578	45,197

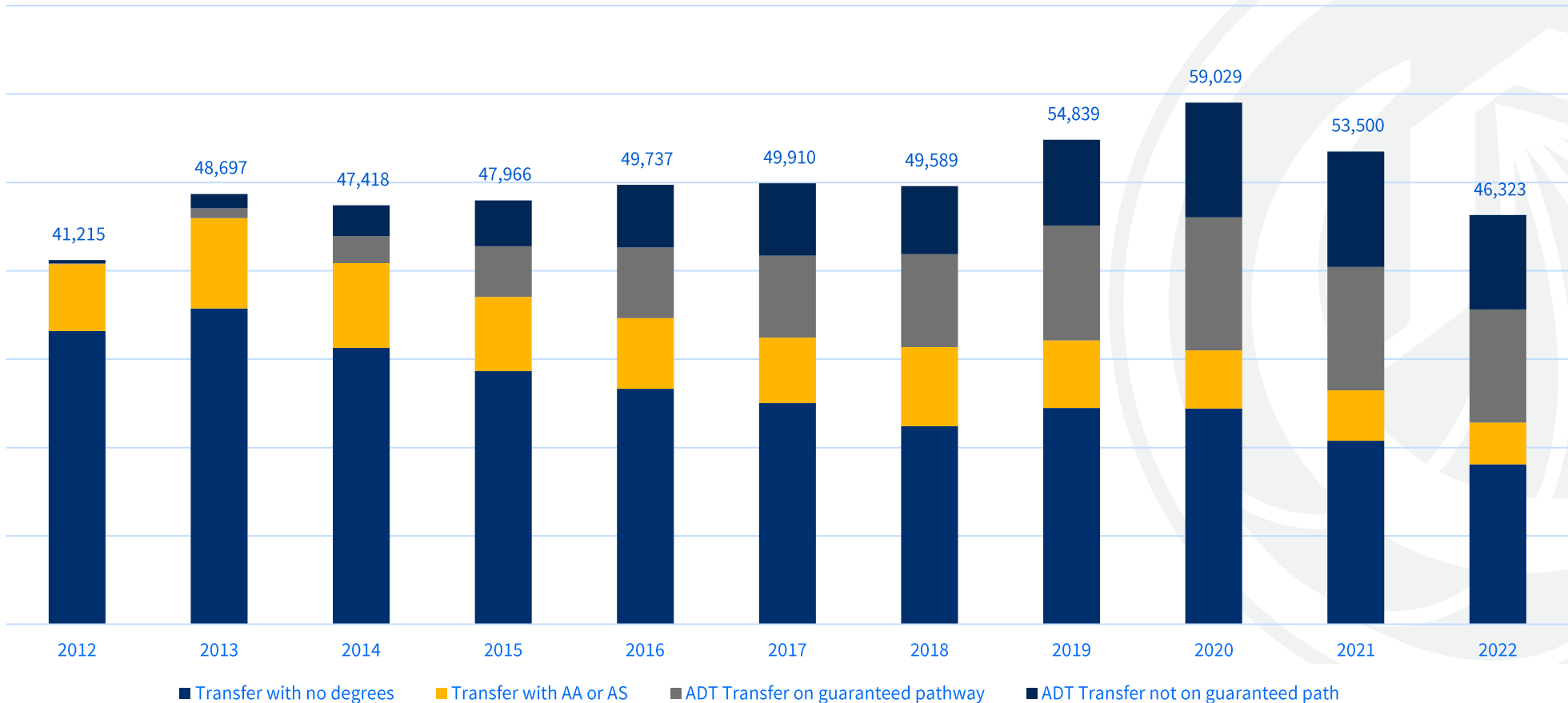
Completion Profile of New Fall CCC-CSU Transfers

The number of ADT transfers with **and without** a guarantee is almost equal



Completion Profile of New Fall CCC-CSU Transfers

The number of ADT transfers with **and without** a guarantee is almost equal



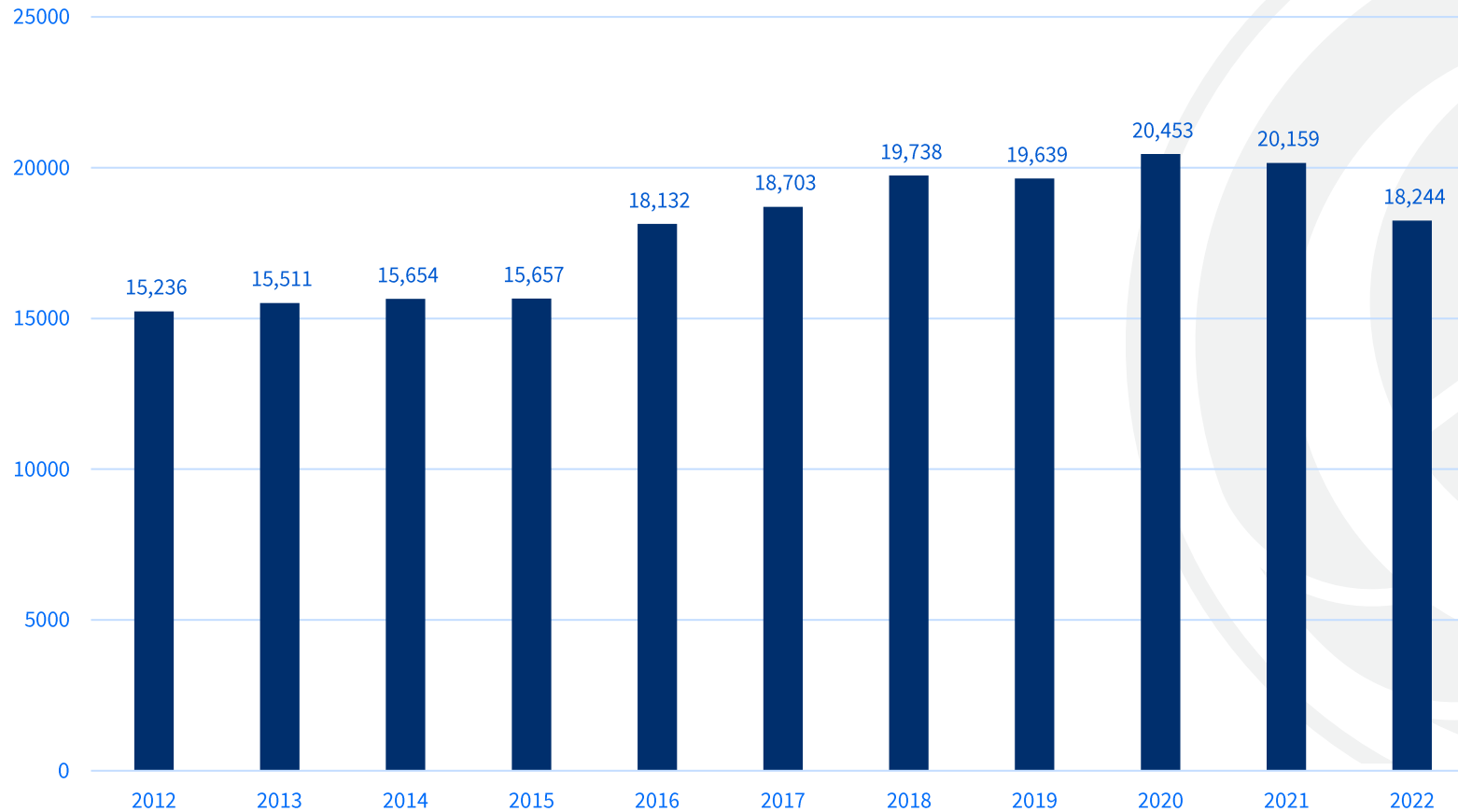
CCC-UC Transfer Applications and Enrollments are Increasing Steadily

The yield (enrolled/admitted) has decreased slightly from 76% to 74%.

Fall Term	Applied	Admitted	Enrolled
2012	29,136	20,221	15,236
2013	29,208	20,309	15,511
2014	29,169	20,346	15,654
2015	29,630	20,532	15,657
2016	33,038	23,615	18,132
2017	32,259	24,393	18,703
2018	34,933	26,319	19,738
2019	35,280	26,470	19,066
2020	36,900	27,771	20,453
2021	38,917	28,208	20,159
2022	33,413	25,222	18,244

New Fall CCC-UC Transfers are Increasing

There is no public information on the CCC completion profile of transfers



Policy Implications of Transfer Data

- The steady increase in CSU and UC applications and admission suggests an increase in perceived and confirmed preparation by the CCC system.
- The completion profile of CCC transfers to the CSU does not mirror policy aspirations to increase:
 - Attainment at transfer, and
 - Transfer with a guarantee

Intersegmental Coordination

Articulation for Transfer
Course Identification (C-ID) Process for Transfer
Model Curriculum (TMC) to Associate Degree
for Transfer (ADT)



What is Articulation?

Articulation is the process of developing a formal, written agreement that identifies courses (or sequences of courses) from a “sending” campus that are **comparable** to, or **acceptable** in lieu of, specific course requirements at a “receiving” campus.

Source: California Intersegmental Articulation Council (CIAC) Handbook, 2013

Articulation Objectives

- In accordance with the California Master Plan
- Create transfer opportunities for California Community College (CCC) transfer students to the University of California (UC) or California State University (CSU) systems
- **Comparable** coursework that provides the curricular exposure necessary to promote success after transfer
- CCC transfer students receive **comparable** course credit as per the articulation agreement upon transfer to the college/university
- Lower division coursework and major preparation requirements are met prior to transfer
- CCC students transfer into the college/university at the junior level
- Promote a positive and smooth student transfer experience

Articulation Agreements

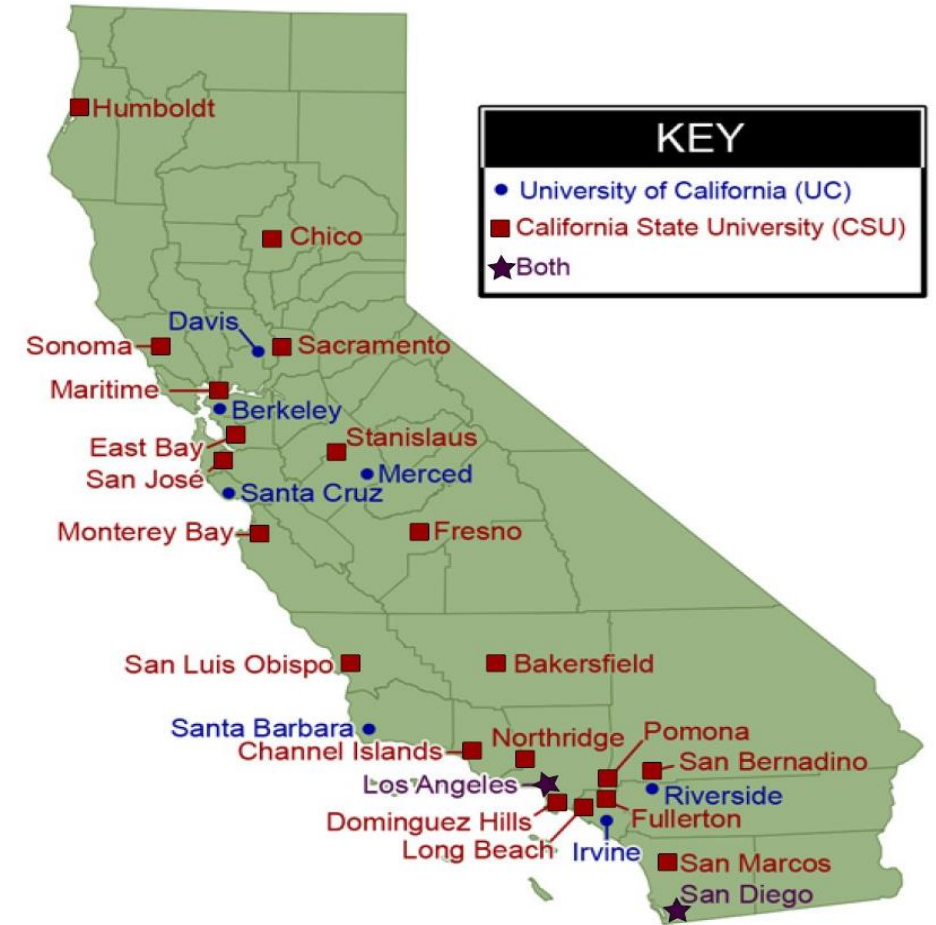
- Formal agreements between the CCC and the college/university
- Displayed in ASSIST— “Official Repository”
 - Third party websites may not be accurate
- Valid for the Academic Year(s) (AYs) published in ASSIST
 - By strict definition, the agreement is valid for one AY
 - In practice, the agreement will usually continue uninterrupted for more than one year
- Articulation agreements are never assumed
 - Cross-listed and honors course versions are handled separately

California Articulation Agreement Opportunities UC | CSU | Independents

Association of Independent California Colleges & Universities (AICCU) is comprised of over 85 independent, nonprofit colleges, and universities in California

Some examples:

- ArtCenter College of Design
- Azusa Pacific University
- Biola University
- California Baptist University
- Chapman University
- Charles R. Drew University of Medicine and Science
- Claremont Mckenna College
- Concordia University Irvine
- Harvey Mudd College
- Hope International University
- Laguna College of Arts & Design
- Loma Linda University
- Loyola Marymount University
- San Francisco Conservatory of Music
- Soka University of American
- Stanford University
- University of Southern California
- Touro University of California
- University of LaVerne
- University of San Diego



Articulation Process – Overview

1. CCC faculty creates a new course or updates an existing Course Outline of Record (COR) and process it through their college's curriculum approval process
2. The CCC's Articulation Office submits COR to CSU and UC for new articulation consideration or re-review
3. CSU/UC faculty and/or staff review the COR
4. Decisions are posted in ASSIST.ORG for students and public to view

What is Assist?

The official course transfer and articulation system for California's public colleges and universities. Started in 1985 with funding from the California State Legislature.

Coming soon: Association of Independent California Colleges and Universities (AICCU)

The screenshot displays the ASSIST website interface. At the top, the ASSIST logo is followed by the text "The official course transfer and articulation system for California's public colleges and universities". Below this, the main content area is divided into three sections. The left section, titled "ASSIST is here to help", contains a note about using ASSIST with a counselor and a link to "Important Notes from ASSIST". The middle section, titled "Search below for articulation agreements", includes dropdown menus for "Academic Year" (set to 2022-2023), "Institution" (with a sub-menu for "Select an Institution" showing "CCC, CSU, or UC"), and "Agreements with Other Institutions" (with a sub-menu for "Select an Institution"). A blue button labeled "View Agreements" is at the bottom of this section. The right section, titled "Search below for transferable courses", includes a dropdown for "Academic Year" (set to 2022-2023), a dropdown for "Community College" (with a sub-menu for "Select a Community College"), and a list of radio button options: "CSU Transferable Courses", "CSU GE-Breadth Certification Courses", "CSU US History, Constitution, and American Ideals Courses (CSU AI)", "IGETC for UC and CSU", "UC Transferable Courses", and "UC Transfer Admission Eligibility Courses". A blue button labeled "View Transferability Lists" is at the bottom of this section. Two yellow callout boxes are overlaid on the bottom of the search sections: one on the middle section stating "530, 165 agreements pulled per month" and one on the right section stating "50,781 transfer lists pulled per month".

ASSIST is here to help

ASSIST is best used in combination with seeing a counselor on your campus. It is intended to help students and counselors work together to establish an appropriate path toward transferring from a public California community college to a public California university.

Important Notes from ASSIST

Academic Year 2022-2023 Information Now Available
Information for the 2022-2023 academic year is live. Some lists and agreements may not be available immediately. View the ASSIST [Frequently Asked Questions](#) for more information.

Institution Name Change
Effective 2021-2022, Humboldt State University is known as California Polytechnic University, Humboldt in ASSIST.

Search below for articulation agreements
Major, department, and campus-specific general education agreements

Academic Year: 2022-2023

Institution: Select an Institution
CCC, CSU, or UC

Agreements with Other Institutions: Select an Institution

[View Agreements](#)

Search below for transferable courses
Courses approved for transfer and general education

Academic Year: 2022-2023

Community College: Select a Community College

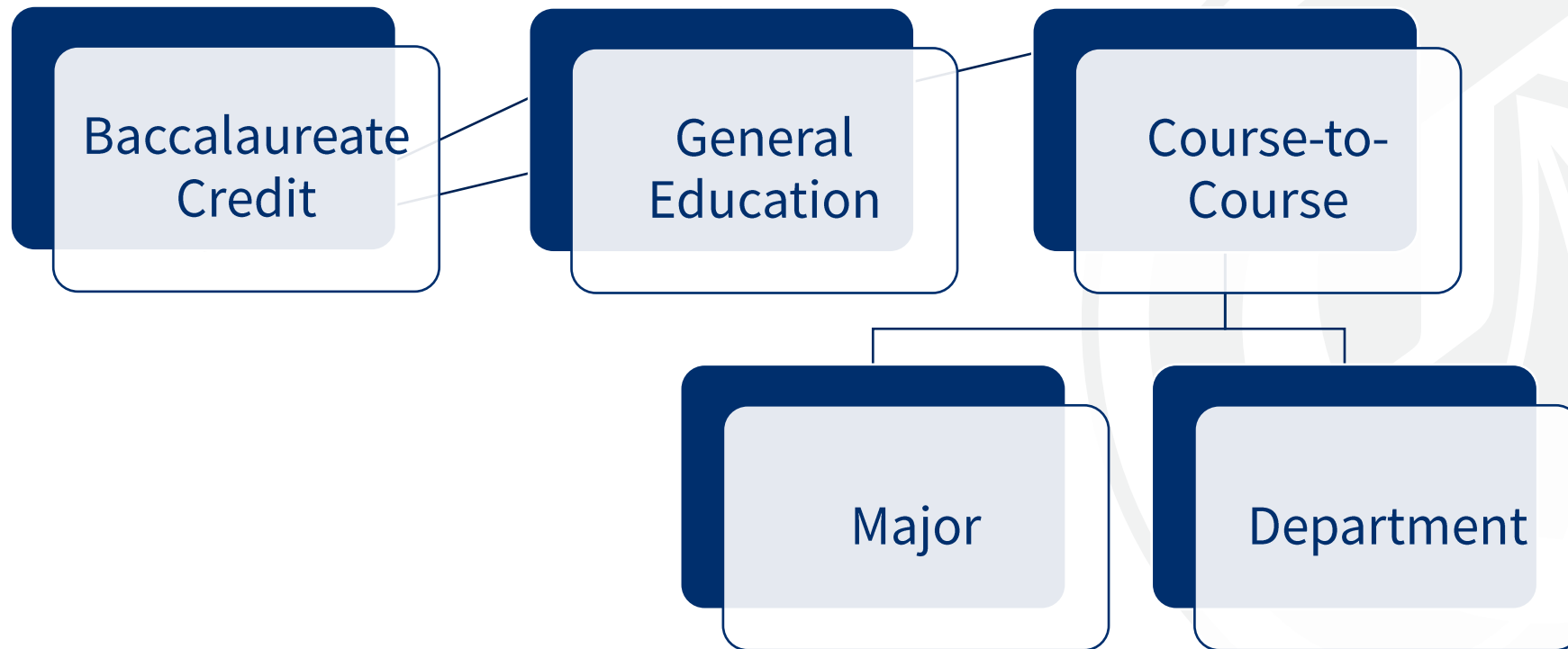
☐ CSU Transferable Courses
☐ CSU GE-Breadth Certification Courses
☐ CSU US History, Constitution, and American Ideals Courses (CSU AI)
☐ IGETC for UC and CSU
☐ UC Transferable Courses
☐ UC Transfer Admission Eligibility Courses

[View Transferability Lists](#)

530, 165 agreements pulled per month

50,781 transfer lists pulled per month

Types of Articulation



Is a Course Transferable? Baccalaureate Credit

UC Transferable

- Once annually, colleges are assigned a designated month each summer to submit new or substantially changed courses to UCOP for transferability consideration.
- UCOP reviews and announces results. Colleges are allowed to appeal. Results are published to [ASSIST.org](https://assist.org) each fall.
- 4-month process

CSU Transferable

- [CSU EO 167](#) authorizes the CCCs to identify baccalaureate level courses **acceptable** for transfer.
- CCCs can also make transfer-level determinations for courses taken elsewhere (e.g., In State Private/Out of State)
- Published to [ASSIST.org](https://assist.org) when CCC Articulation Officer (AO) enters course
- CCCs can designate course CSU transferability at any time. ASSIST publishes annually.

General Education (GE)

Articulation Office submits COR to CSUCO & UCOP for consideration | Cal-GETC

Course is approved based on the GE subject area (i.e., Social Science, Ethnic Studies, Mathematics) as indicated on Cal-GETC Standards 1.1

6 months to process this request

CSU GE Breadth and IGETC valid up to Fall 2025
Beginning Fall 2025 new transfer students will only have Cal-GETC

Course-to-Course Articulation

Articulation Office submits COR to each CSU and UC campus, individually & separately, for their faculty to review throughout the year

Course is approved based on faculty determined comparability or acceptability to a specific course offered by that CSU or UC

CSU and UC will determine if a course is articulated:

By Major or By Department

Process duration is determined by the university's response to the articulation request
(can take months to years)

Department, Major, GE Articulation Agreements

Department Articulation Agreements

- Articulation usually begins with department agreements
 - Articulation agreements categorized by university department
 - Some universities do not publish department agreements
 - Process duration is determined by the university's response to the articulation request

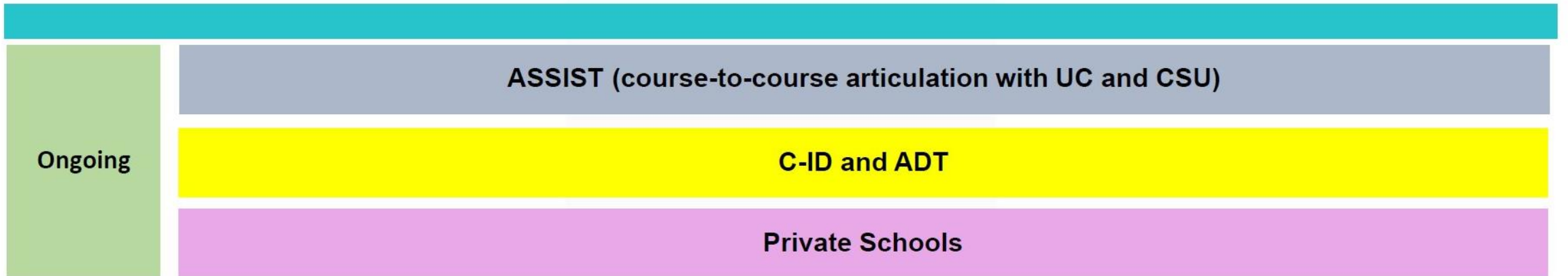
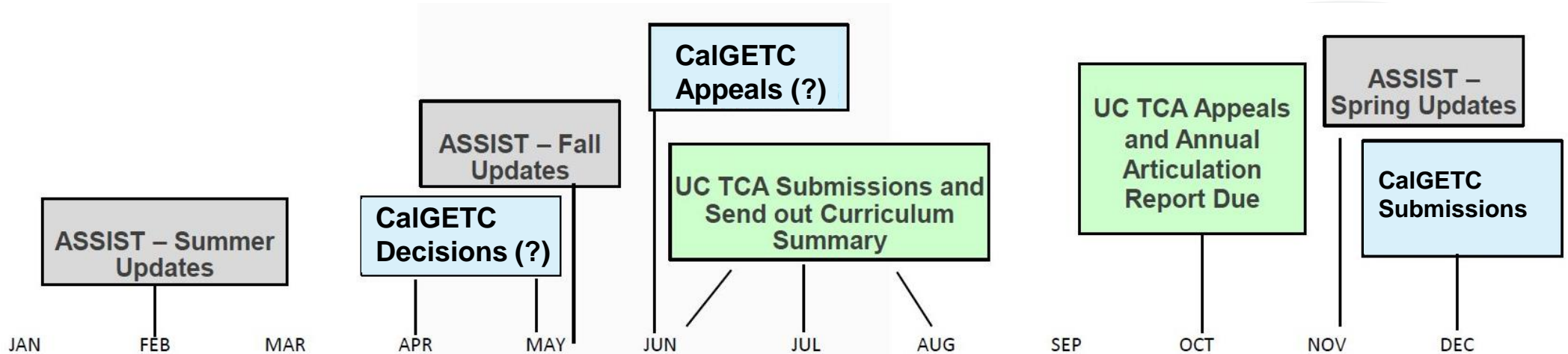
Major Articulation Agreements

- Populated by departmental agreements
 - Agreements from a variety of departments comprising the major preparation
 - Narrative sections contain important information
 - Some universities offer major specific articulation agreements
 - These are agreements unique to a particular CCC and major
 - Process duration is determined by the university's response to the articulation request

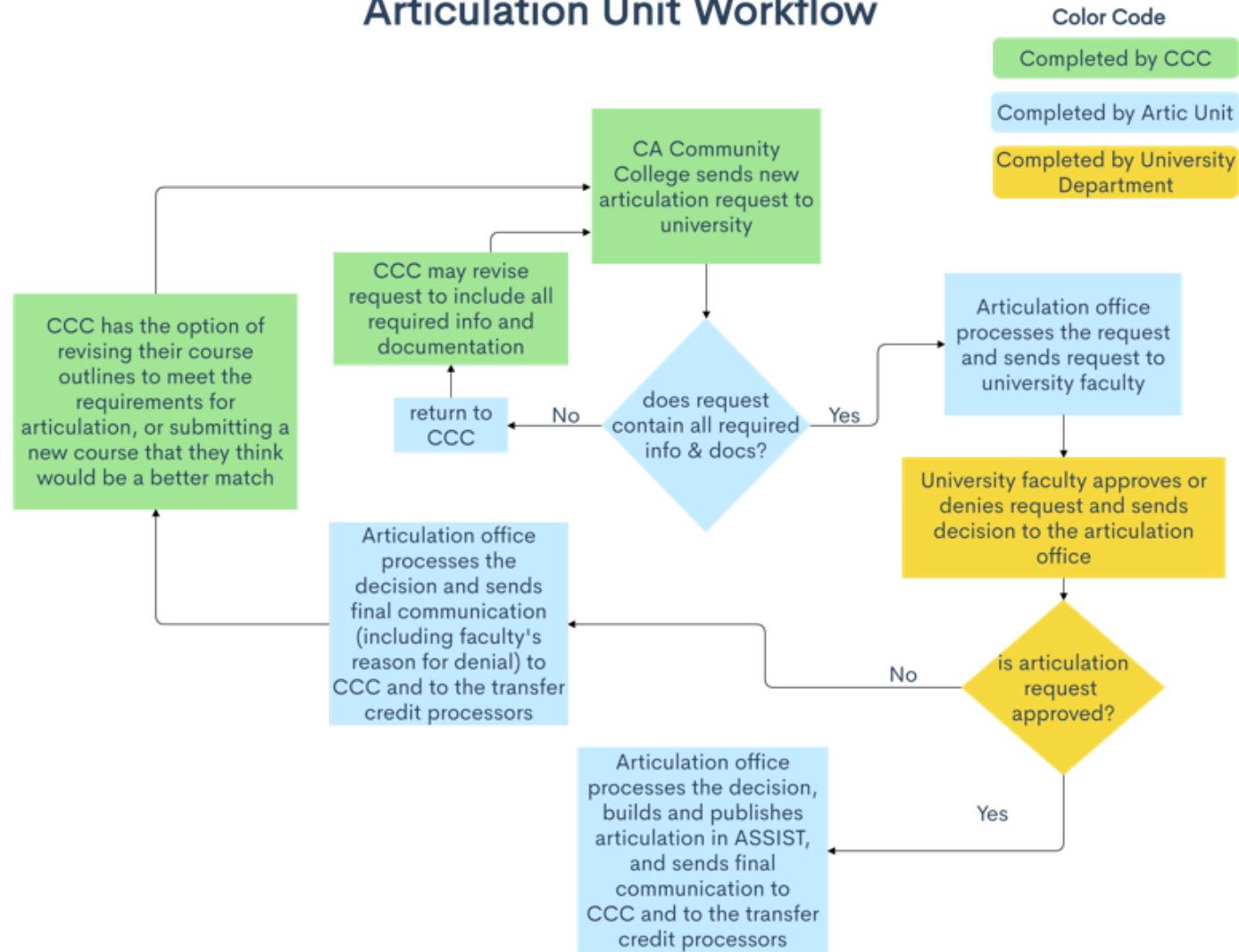
General Education Agreements

- Some universities articulate CCC courses to a university lower division GE requirement when no course **comparability** is appropriate (6-month process)

Articulation Timeline



Articulation Unit Workflow



University Admissions

Admissions is a separate function

- Usually performed by a different unit
- Articulation Officers serve as a resource for admissions staff

UC and CSU systems have various admissions/transfer programs

- Associate Degree for Transfer (ADT)—CSU only
- Transfer Admission Guarantee (TAG)-offered by some UC campuses
- UC Transfer Pathways+
- UC Dual Admissions | CSU Transfer Success Pathways
- Cal-GETC GE Certification

Course Identification Numbering

C-ID Origins



- Faculty driven supra-numbering system, started in 2007
 - Assigning course designators (C-ID course code and number) to significant transfer courses
 - Mechanism to identify **comparable** courses based on descriptors developed by intersegmental faculty (CSU & CCC)
- AB 1440 (Padilla, 2010) passed and C-ID leveraged to facilitate Transfer Model Curriculum (TMC) development
 - Template and structure for Associate Degree for Transfer (ADT)

Faculty-Driven System

- Faculty Discipline Review Group (FDRG)
 - Intersegmental: 3 CCC + 3 CSU appointed faculty
 - Identify courses needing descriptors
 - Develop and vet descriptors
- Discipline Input Group (DIG)
 - Open regional events for faculty input
 - Begin TMC discussion and informs FDRG work
- Course Outline of Record Evaluator (CORE)
 - Intersegmental discipline faculty review submitted Course Outline of Record (COR) against descriptor

C-ID and Articulation

- Community Colleges with an approved C-ID designator must **accept** other colleges' courses with the same approval.
- Receiving institutions (e.g., CSU, UC, AICCU, HBCU, etc.) can articulate a single C-ID descriptor and may have that articulation apply to courses deemed **comparable**.

Transfer Model Curriculum (TMC)

- TMC is a template developed by intersegmental faculty for the required and elective major components of an Associate Degree for Transfer (ADT)
- TMC functions as a statewide consensus among intersegmental discipline faculty on the lower division requirements of a major
- Required course on a TMC is typically by C-ID designations
 - Unavailable course designator for a TMC course necessitates inclusion of GE or Major Preparation articulation information
- 47 TMCs currently available

TMC to ADT

- CCC discipline faculty develop an Associate in Arts for Transfer (AA-T) or Associate in Science for Transfer (AS-T) in a major aligned with a TMC through local curriculum approval processing
 - TMC = major preparation/program course requirements
 - GE = general education course requirements (Cal-GETC)
 - ADT = TMC + GE
- ADT acceptance with guarantee of no more than 60 semester units each for lower-division and upper-division requirements and transfer entrance at junior status (SB 1440, Padilla 2010)
- ADT identification of “similar” to select CSU program (SB 440, Padilla 2013) as determined by CSU campus discipline faculty



Aisha N. Lowe, PH.D.
Executive Vice Chancellor

December 13, 2023

Dear Governor Newsom and Assembly Member Berman,

Pursuant to Education Code Section 66749.8, the Associate Degree for Transfer Intersegmental Implementation Committee (hereafter “AB 928 Committee”) is pleased to submit to the Legislature this report of recommendations to create a student-centered transfer ecosystem for all Californians. This report is the culmination of the first 18 months of work for the AB 928 Committee.

The AB 928 Committee was called upon to make recommendations to the Legislature in the areas of setting goals for increasing transfer rates, closing equity gaps, proposing a unit threshold for Science, Technology, Engineering, and Math (STEM) degree pathways, and reengaging Associate Degree for Transfer (ADT) earners who do not transfer. Additionally, overarching recommendations are presented which speak to creating the needed enabling conditions necessary for the recommendations to succeed, and call for a dramatically improved postsecondary policymaking environment in California. These recommendations emerged from many months of discussions and deliberations, were rooted in guiding premises, and bolstered by research and analysis.

The AB 928 Committee offers these recommendations emboldened by the strong belief that the state of California must dramatically improve equity in transfer student outcomes to sustain a productive workforce in California, improve the well-being of the state’s residents, and provide fair opportunity for social and economic mobility.

If you have any questions related to this report, please contact the Sova facilitation team through leslie.fischbeck2@sova.org.

Sincerely,

A handwritten signature in cursive script that reads 'Aisha N. Lowe'.

Aisha N. Lowe, Ph.D.
Chair of the AB 928 Committee
Executive Vice Chancellor, Office of Equitable Student Learning, Experience, and Impact (ESLEI)

Enclosure: Report

cc: Ben Chida, Chief Deputy Cabinet Secretary
Nichole Muñoz-Murillo, Office of the Governor
Lark Park, Office of Planning and Research
Joe Stephenshaw, Director for the Department of Finance
Chris Ferguson, Program Budget Manager for the Department of Finance
Jennifer Louie, Department of Finance
Ellen Green, Legislative Director for the Office of Assemblymember Marc Berman
Erika Contreas, Secretary of the Senate
Sue Parker, Chief Clerk of the Assembly
Office of Legislative Counsel
Speaker of the Assembly Robert Rivas – Attention: Mónica Henestroza
Senate President pro Tempore Toni G. Atkins – Attention: Andrew Medina
Assembly Budget Committee Chair Jesse Gabriel – Attention: Christian Griffith (Chief Consultant)
Senate Budget and Fiscal Review Committee Chair Nancy Skinner – Attention: Elisa Wynne (Staff Director)
Assembly Republican Caucus – Joseph Shinstock
Senate Republican Caucus – Kirk Feely
Assembly Higher Education Committee Chair Mike Fong – Attention: Jeanice Warden-Washington (Chief Consultant)
Senate Education Committee Chair Josh Newman – Attention: Olgalilia Ramirez (Principal Consultant)
Assembly Republican Caucus – Lyndsay Mitchell
Senate Republican Caucus – Amanda Richie

AB928 Associate Degree for Transfer Intersegmental Implementation Committee



2023 Final Report and Recommendations

Prepared by Sova for Submission to the
California Legislature
December 2023

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
A. INTRODUCTION	1
B. GUIDING PREMISES	2
C. RECOMMENDATIONS AREA: OVERARCHING NEEDS TO MEET THE INTENT OF AB928	4
D. RECOMMENDATIONS AREA: GOALS	6
E. RECOMMENDATIONS AREA: STEM	7
F. RECOMMENDATIONS AREA: REENGAGING ADT EARNERS	9
FULL REPORT	10
SECTION I: OVERVIEW OF THE AB928 ASSOCIATE DEGREE FOR TRANSFER INTERSEGMENTAL IMPLEMENTATION COMMITTEE	10
A. INTRODUCTION	10
B. LEADERSHIP	11
C. MEMBERSHIP	11
D. TIMELINE AND ARC OF THE WORK	15
SECTION II: RESEARCH AND RATIONALE SUPPORTING THE RECOMMENDATIONS	17
A. OVERARCHING NEEDS TO MEET THE INTENT OF AB928	17
B. GOALS	28
B. SCIENCE, TECHNOLOGY, ENGINEERING, AND MATHEMATICS (STEM) DEGREE PATHWAYS	45
C. REENGAGEMENT OF ADT EARNERS	52
SECTION III: CONCLUSION AND NEXT STEPS	61
RESOURCES AND TOOLS	63
APPENDIX A: PREVIOUS COMMITTEE MEMBERS	75

GLOSSARY: A glossary of key terms, such as “Associate Degree for Transfer (ADT)” and “Transfer Model Curriculum (TMC),” can be found in the C-ID Handbook (Fall 2022 Revision)¹ available for download at: <https://c-id.net/page/1>

¹ Academic Senate for California Community Colleges. (Fall 2022 Revision). *C-ID Handbook*. Retrieved December 8, 2023, from <https://c-id.net/page/1>

EXECUTIVE SUMMARY

A. INTRODUCTION

In 2021, the California State Legislature created the AB928 Associate Degree for Transfer Intersegmental Implementation Committee² (hereafter “AB928 Committee” and/or “Committee”) and called upon it to make recommendations to the Legislature in the following areas:

- Goals: “Identifying annual goals for increasing transfer rates in California and closing racial equity gaps in transfer outcomes to be adopted by the state.”
- Science, Technology, Engineering, and Mathematics (STEM): “Proposing a new unit threshold for STEM degree pathways that meet the requirements for admission to the California State University and the University of California.”
- Reengaging ADT earners: “Reengaging [Associate Degree for Transfer (ADT)] earners who do not transfer or apply for transfer into a four-year postsecondary educational institution.”

While the Committee was tasked with making recommendations in these three specific areas, the Committee was also oriented by the broader purposes of the Committee as outlined in legislation:

“(b) The Associate Degree for Transfer Intersegmental Implementation Committee is hereby established for the following purposes:

1) To serve as the primary entity charged with the oversight of the associate degree for transfer for the sole purpose of strengthening the pathway for students and to ensure it becomes the primary transfer pathway in California between campuses of the California Community Colleges and the University of California, the California State University, and participating independent institutions of higher education defined in subdivision (b) of Section 66010, so that more students can avail themselves of the pathway’s benefits. The oversight shall include, but is not limited to, all of the following:

² California State Legislature. (2021). *Assembly Bill No. 928, Student Transfer Achievement Reform Act of 2021: Associate Degree for Transfer Intersegmental Implementation Committee*. Retrieved April 18, 2023, from https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=202120220AB928

- (A) Ensuring a reduction in the number of excess units accumulated by California Community College students before transferring to four-year postsecondary educational institutions.
- (B) Eliminating repetition of courses at four-year postsecondary educational institutions taken by California Community College students who successfully transfer into four-year postsecondary educational institutions.
- (C) Increasing the number of California Community College students who transfer into a four-year postsecondary educational institution through an ADT pathway.”

This Executive Summary provides a high-level introduction to and overview of the AB928 Committee’s recommendations. The full report, which follows, describes the Committee and provides further research and rationale in support of its recommendations.

The recommendations were voted on by the Committee at its November 30, 2023 public meeting. The full report was developed and submitted by Sova. While the Committee had ample opportunity to review and comment on the report, the Committee did not vote on the report. The Committee’s voting was confined to the specific tasks laid out in legislation regarding the development of recommendations.

Details about the votes taken at the November 30, 2023 meeting can be found in the Meeting Minutes at <https://www.ab928committee.org/>. Additional information about the AB928 Committee, including its meeting agendas and materials, can be found at its website: <https://www.ab928committee.org/>

B. GUIDING PREMISES

The AB928 Committee’s work was guided by in-depth data and evidence about persistent equity gaps in transfer student outcomes, in particular by race and ethnicity, income and region (as documented in the Full Report, Section II: Research and Rationale Supporting the Recommendations). Based on rigorous analysis and discussion, the Committee’s recommendations elevate closing equity gaps by race and ethnicity as the first priority and as a theme underlying all subsequent recommendations. The Committee also urges attention be paid to the unacceptable inequities in postsecondary attainment based on other factors critical to the success of California’s students, such as income and region.

The AB928 Committee’s work was also animated by a strong belief that increasing baccalaureate attainment and beyond, through improved transfer, can improve the well-being of California’s residents, fulfill the demands of the workforce, and provide fair and equitable opportunity in the labor market. A robust body of research demonstrates that equitable opportunities for postsecondary credential attainment—and in particular attainment of baccalaureate degrees—deliver a variety of benefits to both individuals and the state, ranging from increased tax revenues to a fulfilled workforce, increased civic engagement, and economic and social mobility for individuals and families.³

Recognizing that the state of California is facing tough economic conditions, the Committee’s recommendations include a mix of low- or no-cost strategies, as well as strategies that will require investment if the state is to achieve the goal (set by Governor Newsom) that 70% of the adult population, ages 25-64, will have a postsecondary credential—college degree, certificate, industry-recognized certification, or other credential of value—by 2030.⁴ Due to the critical nature of these recommendations, and in light of the existing Roadmap and Compacts between Governor Newsom’s Administration and the public segments,⁵ the AB928 Committee urges the state to operationalize these recommendations regardless of the potential for new state appropriations by utilizing and reprioritizing existing revenue streams.

³ Cuellar Mejia, M., Perez, C.A., Hsieh, V. & Johnson, H. (2023). *Is College Worth It?* Public Policy Institute of California. Retrieved October 27, 2023, from <https://www.ppic.org/publication/is-college-worth-it/>; McKinsey & Company. (2023). *Fulfilling the Potential of US Higher Education*. Retrieved August 11, 2023, from <https://www.mckinsey.com/~media/mckinsey/industries/education/our%20insights/fulfilling%20the%20potential%20of%20us%20higher%20education/fulfilling-the-potential-of-us-higher-education.pdf>; Postsecondary Value Commission. (2021). *Equitable Value: Promoting Economic Mobility and Social Justice through Postsecondary Education*. Institute for Higher Education Policy and the Bill & Melinda Gates Foundation. Retrieved August 11, 2023, from <https://www.postsecondaryvalue.org/wp-content/uploads/2021/05/PVC-Final-Report-FINAL.pdf>; Trostel, P., and Smith, M.C. (2017.) *It’s Not Just the Money: The Benefits of College Education to Individuals and Society*. University of Maine and Lumina Foundation. Retrieved September 21, 2203, from <https://www.luminafoundation.org/wp-content/uploads/2017/08/its-not-just-the-money.pdf>; Gallup and Lumina Foundation. (2023.) *Education for What?* Retrieved September 21, 2023, from <https://www.gallup.com/analytics/468986/state-of-higher-education.aspx>

⁴ See, for example, Office of Governor Newsom. (n.d.) “California Blueprint.” Retrieved August 1, 2023, from <https://www.gov.ca.gov/wp-content/uploads/2022/01/Higher-Education-Fact-Sheet.pdf>

⁵ Office of Governor Newsom. (2022, May). “Multi-Year Compact Between the Newsom Administration and the California State University.” Retrieved April 18, 2023, from <https://dof.ca.gov/wp-content/uploads/sites/352/Programs/Education/CSU-Compact-May-2022.pdf>; Office of Governor Newsom. (2022, May). “Multi-Year Compact Between the Newsom Administration and the University of California.” Retrieved April 18, 2023, from <https://dof.ca.gov/wp-content/uploads/sites/352/Programs/Education/UC-Compact-May-2022.pdf>; Office of Governor Newsom. (2022, May). “Multi-Year Roadmap Between the Newsom Administration and the California Community Colleges.” Retrieved April 18, 2023, from <https://dof.ca.gov/wp-content/uploads/sites/352/Programs/Education/CCC-Roadmap-May-2022.pdf>

The AB928 Committee's recommendations seek to chart a bold path forward. The Committee aspires to disrupt the status quo and achieve the maximum of what is possible for the state of California and its residents.

C. RECOMMENDATIONS AREA: OVERARCHING NEEDS TO MEET THE INTENT OF AB928

Following over a year of public meetings, discussion and analysis, the AB928 Committee concluded that the only way to deliver on the promise of its recommendations and achieve the state's 70% postsecondary attainment goal is to call for a dramatically changed postsecondary policymaking environment in California. The following overarching recommendations are designed to create the conditions that are necessary if these recommendations are to succeed, and the intent of the AB928 legislation is to be met.

Please see the Full Report, Section II: Research and Rationale Supporting the Recommendations for far more details, research and analysis.

Recommendation 1. Resource an Intersegmental Course Articulation and Pathways Development infrastructure, building upon existing structures, to oversee and facilitate the process of course review, pathways development, and determinations of similarity.⁶ This infrastructure would include incentives for the full participation from and leadership by faculty, and active membership of students to provide input, from the California Community Colleges (CCC), the University of California (UC), California State University (CSU) and Association of Independent California Colleges and Universities (AICCU) member institutions to maximize the potential of the Associate Degree for Transfer (ADT) and its guarantee of admissions at participating four-year institutions.

Recommendation 2. Permanently establish within state structures, and resource with ongoing funding, a Higher Education Intersegmental Council. This Council's make-up should include students, senior administrative and academic senate leaders from all of the segments, K12 representatives, workforce experts and equity advocates (mirroring

⁶ Currently, after a Transfer Model Curriculum (TMC) template is created or revised in a major, each CSU campus determines if there is a baccalaureate degree in a similar major to the TMC. This determination of "similarity" ensures that students who earn the Associate Degree for Transfer (ADT), that is created under the parameters of that TMC, are guaranteed admission in that similar major at one of the CSU campuses offering that major and will be required to complete no more than 60 units after transfer to earn the baccalaureate degree that is deemed "similar" to the major of the ADT if the student stays on that ADT pathway.

in many ways the representation on the AB928 Committee), and should seek to meet the following goals:

- Develop a detailed plan, that outlines the roles and responsibilities of each segment, for how the state will increase credential production and transfer attainment to meet the state's 70% attainment goal, while closing equity gaps, particularly by race and ethnicity, income and region;
- Build and resource statewide infrastructure for intersegmental coordination and collaboration, breaking down existing siloes;
- Create a new venue for addressing policy barriers, responding to new policies, and aligning and streamlining resources and investments;
- Assess educational program alignment to workforce demand and engage industry to align education and training programs;
- Develop a shared definition of regional service areas and alignment of equitable opportunity;
- Deepen understanding of student affordability through collaboration with critical entities such as the California Student Aid Commission (CSAC) and aligned affordability efforts such as college savings accounts and Free Application for Federal Student Aid (FAFSA) for All;
- Provide oversight for assessing the success of efforts recommended by the AB928 Committee (such as the Intersegmental Course Articulation and Pathways Development infrastructure, the monitoring of goals, including equity and transfer improvements, and the Transfer Reengagement Initiative for Associate Degree Holders (TRIAD)) in collaboration with those engaged in those efforts; and
- Generate policy recommendations grounded in relevant data made available by the K-12 and postsecondary segments, as well as workforce studies.

Recommendation 3. Invest in the accelerated completion of the Cradle-to-Career data system, with active participation of representatives from the four segments of higher education to inform data and information needs.⁷ Ensure that the data system can provide ongoing monitoring of the goals and activities outlined by the AB928 Committee, and provide, at a minimum, data and analysis that is finely disaggregated by race and ethnicity (e.g., disaggregated by subpopulation within groups such as Asian), income, and region of at least the following metrics and areas of analysis:

⁷ The Cradle to Career longitudinal data system was created by AB132 and is expected to improve the availability of intersegmental data. California State Legislature. (2021). *Assembly Bill No. 132, Postsecondary education trailer bill*. Retrieved April 18, 2023, from https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=20210220AB132

- Outcomes for transfer students who start at community colleges, including data on who gets prepared for transfer, finishes the ADT, applies to transfer, is accepted for transfer, enrolls and then completes the bachelor's degree (and other credentials);
- Outcomes for students who start in four-year institutions and transfer to other institutions (e.g., to community college colleges, other four-year institutions, etc.), including data on who applies to transfer, is accepted for transfer, enrolls and then completes credentials;
- Total time and units to degree for transfer students;
- Labor market outcomes for transfer students;
- The effects of impaction/redirection;
- Intra- and inter-regional transfer patterns;
- Intersectional identities of transfer students and related success patterns; and
- Earned college course units that are repeated, or not accepted, in the transfer process.

Recommendation 4. Commission a comprehensive landscape analysis of regional workforce and educational needs, resources, opportunities and gaps.

Recommendation 5. Provide ongoing funding for the holistic strategies needed to ensure that marginalized and historically minoritized students succeed at the levels required to deliver on the promise of equitable economic mobility and meet the state's 70% postsecondary degree and credential attainment goal for working-age Californians, with intentional monitoring of impact to ensure they are improving outcomes and achieving equity.

D. RECOMMENDATIONS AREA: GOALS

"Identifying annual goals for increasing transfer rates in California and closing racial equity gaps in transfer outcomes to be adopted by the state."

Please see the Full Report, Section II: Research and Rationale Supporting the Recommendations for far more details, research and analysis.

Recommendation 6. Adopt and monitor the following goals, designed to prioritize first and foremost closing equity gaps by race and ethnicity in transfer outcomes:

- By 2030, close equity gaps by race and ethnicity in the outcomes of students who begin in the CCC and seek to transfer; and

- By 2030, close equity gaps by race and ethnicity in the outcomes of students who begin in the CCC and seek to apply, be admitted, enroll and graduate from the UC and CSU systems.

Recommendation 7. Adopt and monitor the following goal: To meet the state's 70% postsecondary credential attainment goal (set by Governor Newsom) by 2030, increase statewide attainment by 2% each year from the current statewide baseline of 56% while closing equity gaps by race and ethnicity to ensure all of California meets the 70% goal. The AB928 Committee shall establish a clear numeric goal for closing equity gaps in the state attainment rate by the end of 2024.

Recommendation 8. Adopt and monitor the following goal: By 2030, 100% of the entering CCC students who intend to (and meet the academic requirements for) transfer will successfully transfer (apply to transfer, be admitted, and enroll) and will complete a bachelor's degree within four years of transfer at any accredited non-profit institution in- or out-of-state.

Recommendation 9. Adopt and monitor the following goal: By 2030, close regional opportunity gaps to access ADT pathways and provide greater opportunities for students to transfer in their region and in the major in which they earned their ADT.

E. RECOMMENDATIONS AREA: STEM

"Proposing a new unit threshold for STEM degree pathways that meet the requirements for admission to the California State University and the University of California."

Please see the Full Report, Section II: Research and Rationale Supporting the Recommendations for far more details, research and analysis.

Recommendation 10. Retain the 60-unit maximum requirement for ADTs while providing an option for up to an additional six units for high-unit STEM ADTs and require the submission of clear evidence and rationale for the higher units during the Transfer Model Curricula (TMC) approval process.

Recommendation 11. Require that by the end of the 2023-24 academic year, TMC drafts are in place for the fields of Engineering, Biology, Chemistry, Mathematics, Environmental Science, Physics, and Computer Science pathways that prepare students for transfer to both the CSU and UC systems and other four-year institutions that

choose to participate (such as members of AICCU and Historically Black Colleges and Universities (HBCUs) currently engaged with the California Community Colleges Chancellor's Office (CCCCO)). Where a single TMC to both UC and CSU is not possible, require the provision of clear rationale and evidence explaining why separate TMCs are needed.

Recommendation 12. As already required, within 18 months of TMC approval, California community colleges will create ADTs for each TMC adopted under Recommendation 11. Subsequently, within 12 months the CSU campuses will determine similarity, and the UC and AICCU campuses are encouraged to identify those TMCs that fulfill major preparation requirements for transfer admission.

Recommendation 13. Clarify that lower-division general education flexibility for STEM pathways is currently allowed and may be essential for some STEM TMCs, so that students can be fully prepared for Junior-year major requirements.

Recommendation 14. To support equitable student success in STEM pathways, invest in the scaled implementation of culturally responsive student supports and evidence-based academic/pedagogical improvements.

Recommendation 15. Provide funding for STEM Bridge programs for first-year CCC students and students who are transferring.

Recommendation 16. Require transparency concerning membership and composition of the Faculty Discipline Review Groups (FDRGs) and other intersegmental curriculum groups.

Recommendation 17. In light of the relevance of AB1291 University of California Associate Degree for Transfer Pilot Program (2023)⁸ to the goals of the AB928 Committee, require AB1291 be implemented in meaningful collaboration with the CCCs and that STEM TMCs be considered as essential building blocks.

⁸ California State Legislature. (2023). Assembly Bill No. 1291, University of California Associate Degree for Transfer Pilot Program. Retrieved November 2, 2023, from <https://legiscan.com/CA/text/AB1291/2023>

F. RECOMMENDATIONS AREA: REENGAGING ADT EARNERS

“Reengaging ADT earners who do not transfer or apply for transfer into a four-year postsecondary educational institution.”

Please see the Full Report, Section II: Research and Rationale Supporting the Recommendations for far more details, research and analysis.

Recommendation 18. Invest in the creation, and assign responsibility for implementation, of a Transfer Reengagement Initiative for Associate Degree Holders (TRIAD), a comprehensive plan organized into two overarching areas of focus:

- Strategies to reduce the number of students who get close to transfer and do not transfer or apply to transfer:
 - Build a common transfer application platform designed to be inclusive of all segments;
 - Identify, monitor and elevate the visibility of students vulnerable to experiencing difficulties in transfer processes including but not limited to Black, Latine, American Indian, Alaskan Native, Asian Pacific Islander and any other disproportionately impacted groups;
 - Streamline processes and remove unnecessary barriers;
 - Study the impact of financial aid; and
 - Build a regional infrastructure for coordinating admissions across segments and online offerings to ensure placebound students can stay in their preferred region.
- Strategies to reengage students who already hold the ADT and did not transfer or apply to transfer:
 - Launch a reengagement campaign that is carefully designed for success and inclusive of:
 - Reengagement scholarships that provide reduced or free tuition and fees for returning students;
 - Bridge programs that support students as they reenter postsecondary education;
 - Easily accessible coaching services so students can quickly and easily receive customized support; and
 - Funding levers and metrics that can incentivize institutions' focus on increased student enrollment, persistence, and completion.

AB928 Associate Degree for Transfer Intersegmental
Implementation Committee
2023 Final Report and Recommendations

For full report go to: <https://www.ab928committee.org/final-report>



California Community Colleges

COMMON COURSE NUMBERING

TASK FORCE REPORT EXECUTIVE SUMMARY

(DRAFT)

EXECUTIVE SUMMARY

[Assembly Bill 1111](#) (AB 1111)¹ calls on the California Community Colleges (CCC) to adopt a student-facing common course numbering (CCN) system in order to “streamline transfer from two- to four-year postsecondary educational institutions and reduce excess credit (unit) accumulation.”

To spur this effort, the California Community Colleges Chancellor’s Office (CCCCO) formed the AB 1111 Common Course Numbering Task Force (CCN Task Force) to make recommendations for a systemwide implementation plan. Reflecting the CCCCCO’s participatory governance system, the CCN Task Force includes broad and diverse representation from across the system’s 73 districts and 116 colleges. Members reflect key stakeholder groups invested in and intimately knowledgeable about transfer student success, including: community college students themselves; representatives from the Academic Senate for CCC; administrative leaders, including representatives from the CCC Chief Instructional Officers; student service professionals, including student success deans; technology officers; institutional effectiveness researchers; chief executive officers; and trustees. Critically, the CCN Task Force has benefited from robust engagement of the CCC’s four-year transfer partners, the California State University (CSU), University of California (UC), and members of the Association of Independent California Colleges and Universities (AICCU). The CCN Task Force was collaboratively led by two co-chairs: Virginia “Ginni” May, Past President of the Academic Senate for CCC and Professor of Mathematics and Statistics at Sacramento City College, and Tram Vo-Kumamoto, Past President of the CCC Chief Instructional Officers and Vice President of Instruction at Saddleback College.

¹ California State Legislature. 2021. [Assembly Bill No. 1111, Postsecondary Education: Common Course Numbering System](https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB1111). https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB1111

The pages that follow describe more about the CCN Task Force and its work, including the history of CCN in California – and why this effort is different and destined for success. Perhaps most importantly, this report includes the CCN Task Force’s Recommended Implementation Plan, which features recommendations such as the following:

- **Definition and scope of a student-facing common course numbering system.**
To better support students and meet the transfer-focused intent of the legislation, the CCN Task Force defines student-facing CCN as a system that ensures that all students can identify courses across the system as being comparable and therefore transferable and degree-applicable across the CCCs *and also to* the CSU, the UC, and independent colleges and universities in California regardless of CCC sending institution.
- **A new vision for intersegmental transfer, articulation, and collaboration in California.** The CCN Task Force has made recommendations for the design of a robust CCN system to be implemented in concert with a new vision for dramatically improved transfer and articulation across the state of California. To realize that vision, the CCN Task Force is calling for a resourced infrastructure for intersegmental faculty collaboration – inclusive of faculty from the CCCs, the UC, the CSU, AICCU’s member institutions, and other critical transfer partners²– that sets out a new and streamlined way of approaching transfer. The initial funding already appropriated by the legislature is critical to helping the California Community Colleges implement this new system, and a long-term funding plan that is inclusive of support for at least the UC, CSU, and AICCU’s member institutions is necessary to ensure sustained success. The current funding, while significant, will not support completion and sustainability of the new student-facing common course numbering system. Appendix II indicates funding gaps for this intersegmental work.
- **Expected outcomes of student-facing CCN.** The CCN Task Force expects that implementation of a student-facing CCN system, when done well, will achieve outcomes that include: easy identification of which courses meet general education and which courses meet major preparation requirements within the CCCs; improved articulation for transfer to four-year institutions; increased transparency about how courses transfer; improved technology infrastructure; and progress on the Vision for Success goals, including improved transfer student outcomes and the closing of equity gaps.

² For example, the CCC has established reciprocity with a number of critical partners, including a number of out-of-state institutions such as Historically Black Colleges and Universities (HBCUs).

-
- **A statewide intersegmental CCN Council, with an accompanying steering and operational structure.** The CCN Task Force recommends a CCN Council to set strategic direction and goals, guide the work of implementation work groups, and identify policy barriers to strong implementation of CCN. A Steering Committee, in coordination with the CCCCCO CCN operations team (staff, contractors, etc.), should provide planning and facilitation for the CCN Council. Work groups, specifically focused on CCN Development and CCN Technology and Processes, should carry the work forward. The Recommended Implementation Plan includes recommendations for their charges, membership, guiding principles and activities.
 - **Foundational elements of a CCN system.** The CCN Task Force outlined recommendations such as: clear definitions of key terms related to the CCN Implementation; a framework for which course elements must be identical or equivalent for a course to be numbered the same with consistent transferability and applicability; a sample course numbering taxonomy system that aligns course identification across all CCCs and aligns with technological requirements from the different systems housing this information; and a CCN Descriptor development process that is efficient, of high quality, engages all segments of higher education, authentically engages faculty, provides opportunities for streamlining processes, and protects current students from disruptions.
 - **Foundational elements of a technology infrastructure.** The CCN Task Force's recommendations address technology needs and solutions to reconcile current data, increase data-informed decisions, expedite operational processes such as verifications of CCN Descriptor elements, and create a streamlined CCN repository linked to local curriculum software.
 - **A strategy for communicating well with all necessary stakeholders.** The CCN Task Force recommends a body of work designed to ensure the communication of the CCN work to all stakeholder groups, operationalized within the CCCCCO and supported in consultation with the CCN Council, its entities, and other stakeholders.
 - **A detailed and aggressive CCN Implementation Timeline.** The CCN Task Force's recommendations include milestones for how the CCN work can continuously progress through groups of courses in a scheduled cycle (commencing 2024), while continuing to build toward a vision for a sustainable CCN infrastructure with CSU, UC, and AICCU (all three currently not mandated to participate), which is necessary to ensure that all existing and future courses going through the CCN process are accepted and approved for transfer across segments.

The CCN Task Force acknowledges that CCN presents a historic opportunity to make the California higher educational system easier to navigate and finally addresses a long-recognized barrier that impedes countless students. While implementing a CCN system

will not magically solve all of the pain points in the transfer student experience, it is necessary foundational work and, if done well, will enhance credit mobility and improve equitable associate and baccalaureate degree attainment. The CCN Task Force feels confident that the Recommended Implementation Plan described in this Summary Report can and will result in a CCN system that has the potential to greatly benefit students and meet the stated intent of the AB 1111 legislation. The CCN Task Force encourages all stakeholders to move forward quickly and responsibly, ensure funding and resources are available for implementing and sustaining an effort of this magnitude, and center the equitable success of our students.

INDEPENDENT, NONPROFIT HIGHER EDUCATION SERVING A PUBLIC PURPOSE

AICCU is comprised of 80+ independent, nonprofit colleges and universities, which make up the Independent California Colleges and Universities (ICCU) sector.



Our Students

188,600	Undergraduate Students
165,900	Graduate Students
43,500	Pell Grant Students
26,800	Cal Grant Students
29,000	Undergraduate Adult Learners
3,900	New CCC Transfer Students
48%	CCC Transfers are of Underrepresented Groups
47%	Cal Grant Students are First Generation

Our Institutions

74,200	Total FTE Employees
11:1	Student to Faculty Ratio
82%	Yellow Ribbon Institutions
78%	Hispanic Serving Institutions (HSI) or Emerging HSIs

Affordability



\$21,627

average ICCU
institutional grant aid
per Cal Grant student



0.93%

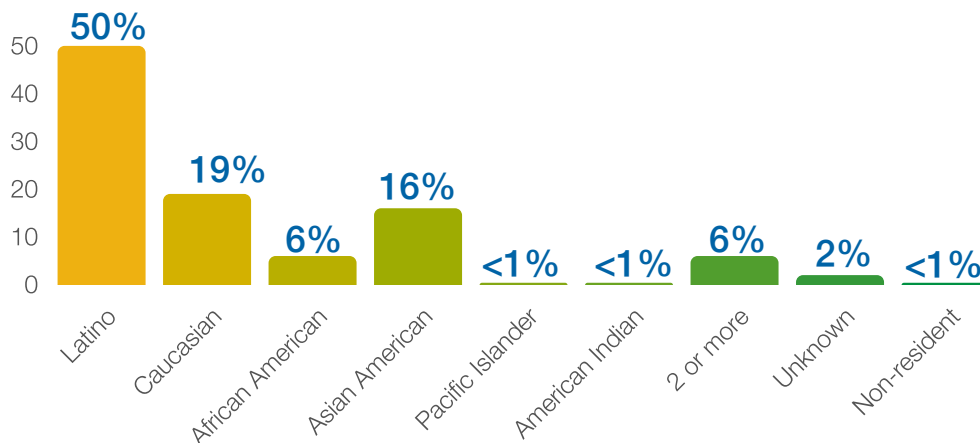
average student
loan default rate
at ICCU institutions



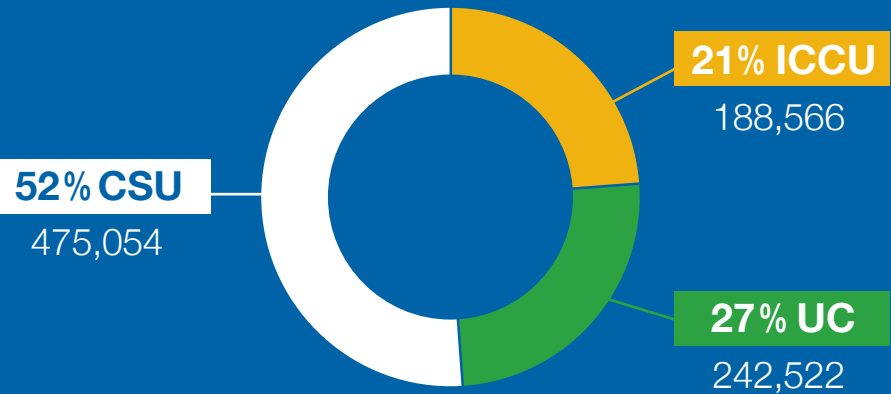
\$23,169

median debt
at graduation
for ICCU students

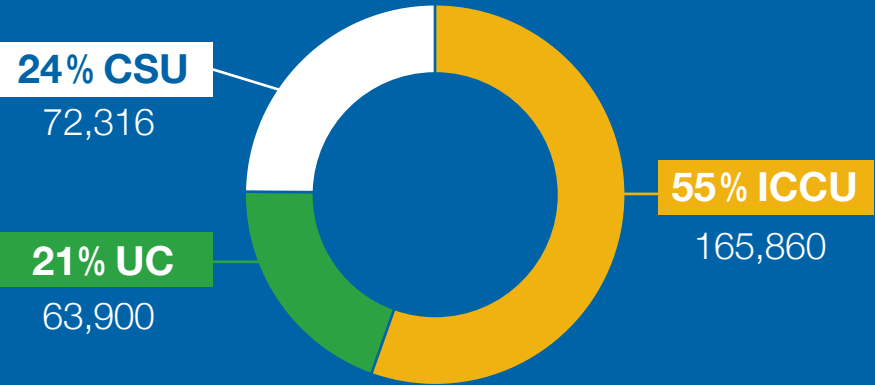
Cal Grant Diversity



Undergraduate Enrollment by Sector



Graduate Enrollment by Sector



78%

of undergraduates
receive institutional,
state, local, or
federal grant aid

Proudly Serving California Undergraduate Students



65%

are California residents

Proudly Enrolling Transfer Students

3,897

New CA Community College
Students Annually

The Association of Independent California Colleges and Universities (AICCU) is comprised of 80+ nonprofit colleges and universities which make up the Independent California Colleges and Universities (ICCU) sector

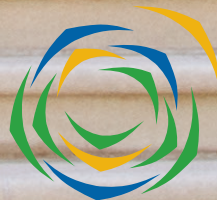
- | | |
|--|---|
| American Jewish University | Pacific Union College |
| ArtCenter College of Design | Palo Alto University |
| Azusa Pacific University | Pepperdine University |
| Biola University | Pitzer College |
| California Baptist University | Point Loma Nazarene University |
| California College of the Arts | Pomona College |
| California Institute of Human Science | Providence Christian College |
| California Institute of Integral Studies | Saint Mary's College of California |
| California Institute of Technology | Samuel Merritt University |
| California Institute of the Arts | San Diego Christian College |
| California Lutheran University | San Francisco Bay University |
| Chapman University | San Francisco Conservatory of Music |
| Charles R. Drew University of Medicine and Science | Santa Clara University |
| Claremont Graduate University | Saybrook University |
| Claremont McKenna College | Scripps College |
| Concordia University Irvine | Simpson University |
| Dominican University of California | Soka University of America |
| Fielding Graduate University | Southern CA Institute of Architecture |
| Fresno Pacific University | Southern CA University of Health Sciences |
| Golden Gate University | Stanford University |
| Graduate Theological Union | The Chicago School of Professional Psychology |
| Harvey Mudd College | The Colleges of Law |
| Hope International University | The Master's University |
| Humphreys University | Thomas Aquinas College |
| John Paul the Great Catholic University | Touro University California |
| Keck Graduate Institute | Touro University Worldwide |
| La Sierra University | University of Massachusetts Global |
| Laguna College of Art + Design | University of La Verne |
| Life Pacific University | University of Redlands |
| Loma Linda University | University of Saint Katherine |
| Los Angeles Pacific University | University of San Diego |
| Loyola Marymount University | University of San Francisco |
| Menlo College | University of Southern California |
| Mills College at Northeastern University | University of the Pacific |
| Minerva University | University of the West |
| Mount Saint Mary's University Los Angeles | Vanguard University of California |
| National University | Western University of Health Sciences |
| Notre Dame de Namur University | Westmont College |
| Occidental College | Whittier College |
| Otis College of Art and Design | William Jessup University |
| Pacific Oaks College | Woodbury University |
| | Zaytuna College |

1121 L Street, Suite 802 | Sacramento, CA | 95814 | 916.446.7626 | aiccu.edu

[Twitter](#) | [Instagram](#) | [Facebook](#) | [@AICCUcal](#)

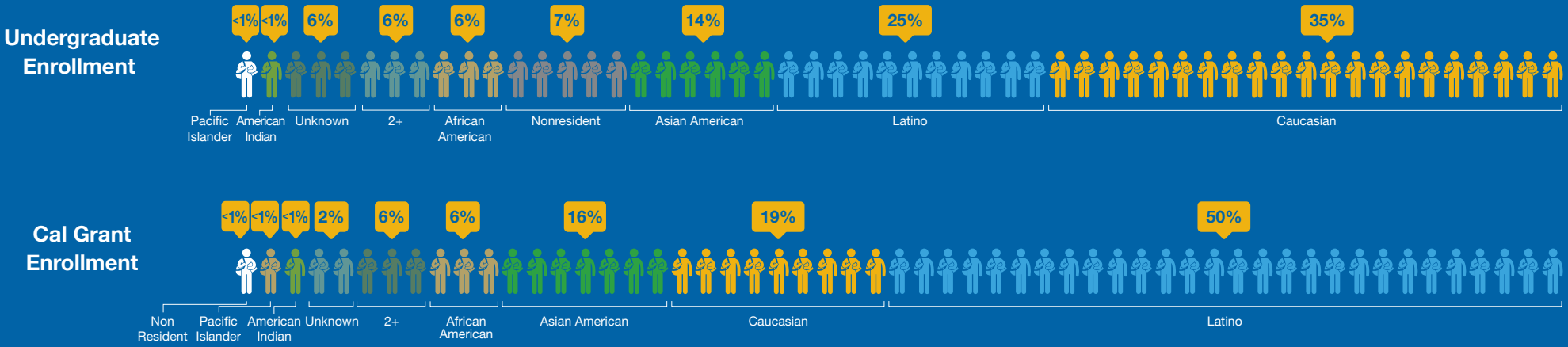
2023 IMPACT REPORT

Independent Nonprofit Higher Education in California



AICCU

Dedicated to Diversity



82%

of AICCU institutions are Yellow Ribbon Institutions serving US Veterans



78%

of AICCU institutions are Hispanic Serving Institutions (HSI) or emerging HSIs



47%

of Cal Grant students are first generation

Preparing California's Workforce

Degrees Awarded by Sector

Bachelor's	ICCU 40,828 (19%)	UC 65,270 (30%)	CSU 112,566 (52%)
Master's	ICCU 39,449 (55%)	UC 13,205 (18%)	CSU 19,454 (27%)
Doctoral	ICCU 9,070 (55%)	UC 6,702 (41%)	CSU 597 (4%)

ICCU Share of Key Workforce Degrees

43%

Teaching Credentials

26%

Computer & Info Science

50%

Nursing

93%

Clinical, Counseling, and Applied Psychology

Making College Affordable



Cal Grant Enrollment
26,790

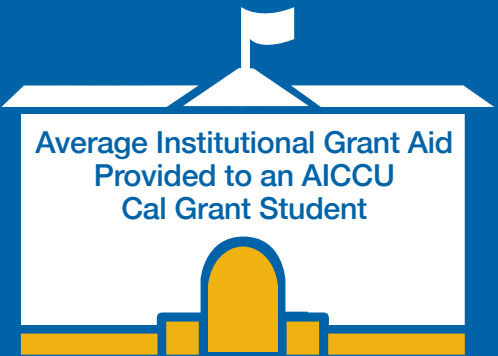


Pell Grant Enrollment
43,440



18%

of undergraduate students are adult learners



Average Institutional Grant Aid Provided to an AICCU Cal Grant Student

\$21,627

ICCU Provide Strong ROI For Cal Grant Investment

Average Award Per Sector

ICCU \$8,528

CSU \$16,025

UC \$26,946

*Average Cal Grant award plus average base funding per student. Only students attending public institutions receive base funding.

About AICCU

AICCU is the organizational voice for the Independent California Colleges and Universities (ICCU) and seeks to strengthen those institutions through collaboration, governmental advocacy, and public engagement aimed at supporting the ability of the ICCU to successfully serve students, families, their communities, and the state.

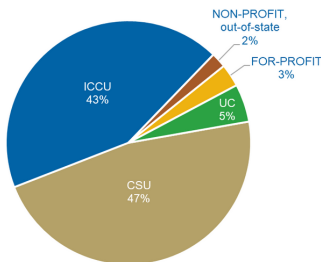
For more information, visit aiccu.edu

EDUCATION DEANS & DIRECTORS COUNCIL 2022 TEACHER PREPARATION FACTSHEET

The AICCU Education Deans and Directors Council represents 43 colleges, schools, and programs of education which train and credential California's future teacher workforce.

Teacher Supply

- 43% of new teacher credentials were awarded at independent California colleges and universities (ICCU) in 2020-21.
- 45% of students are enrolled in ICCUs' full-time and part-time programs.

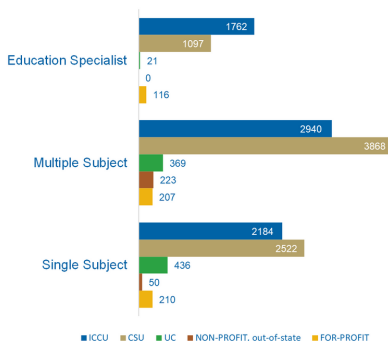


New Teaching Credentials by Credential Type and Sector

A multiple subject credential authorizes teaching all subjects in a self-contained K-12 classroom, usually at the elementary level.

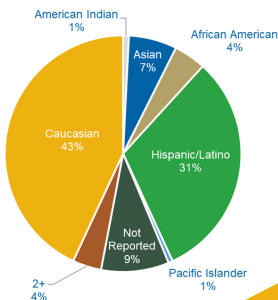
A single subject credential authorizes teaching a specific subject, typically at the middle or secondary level.

An educational specialist credential authorizes teaching in seven areas of specialization: mild/moderate disabilities, moderate/severe disabilities, deaf and hard of hearing, visual impairments, physical and health impairments, early childhood special education, and language and academic development.



Ethnicity of ICCU Teacher Preparation Enrollment

Of the students who reported their ethnicity, 53% of those enrolled in teacher preparation programs at ICCUs are of a non-Caucasian background.



1121 L Street, Suite 802
Sacramento, CA, 95814
aiccu.edu

Sources:
California Commission on Teacher
Credentialing Teacher Supply Annual Report and
www.ctc.ca.gov/commission/reports/data/edu-suppl-landing

Bilingual Authorizations Issued on a Certificate/Credential



Photo | La Sierra University

Over 100 students in the ICCU sector are pursuing bilingual authorizations.

These authorizations may be issued as a stand-alone document, and also initially issued or subsequently added on a valid Educator Authorization document or a teaching credential (i.e., Multiple Subject Teaching Credential, Single Subject Teaching Credential, Education Specialist Instruction Credential).

AICCU Institutions with Educator Programs

Antioch University
Azusa Pacific University
Biola University
California Baptist University
California Lutheran University
Chapman University
Claremont Graduate University
Concordia University Irvine
Dominican University of California
Fresno Pacific University
Holy Names University
Hope International University
Humphreys University
La Sierra University
Loma Linda University
Los Angeles Pacific University
Loyola Marymount University
Mills College
Mount Saint Mary's University
National University
Notre Dame de Namur University
Pacific Oaks College

Pacific Union College
Pepperdine University
Point Loma Nazarene University
San Diego Christian College
Santa Clara University
Simpson University
Saint Mary's College of California
Stanford University
The Master's University
Touro University California
University of La Verne
University of Massachusetts Global
University of Redlands
University of San Diego
University of San Francisco
University of Southern California
University of the Pacific
Vanguard University
Westmont College
Whittier College
William Jessup University



1121 L Street, Suite 802
Sacramento, CA, 95814
aiccu.edu

Sources:
California Commission on Teacher
Credentialed Teacher Supply Annual Report and
www.ctc.ca.gov/commission/reports/data/edu-suppl-landing