



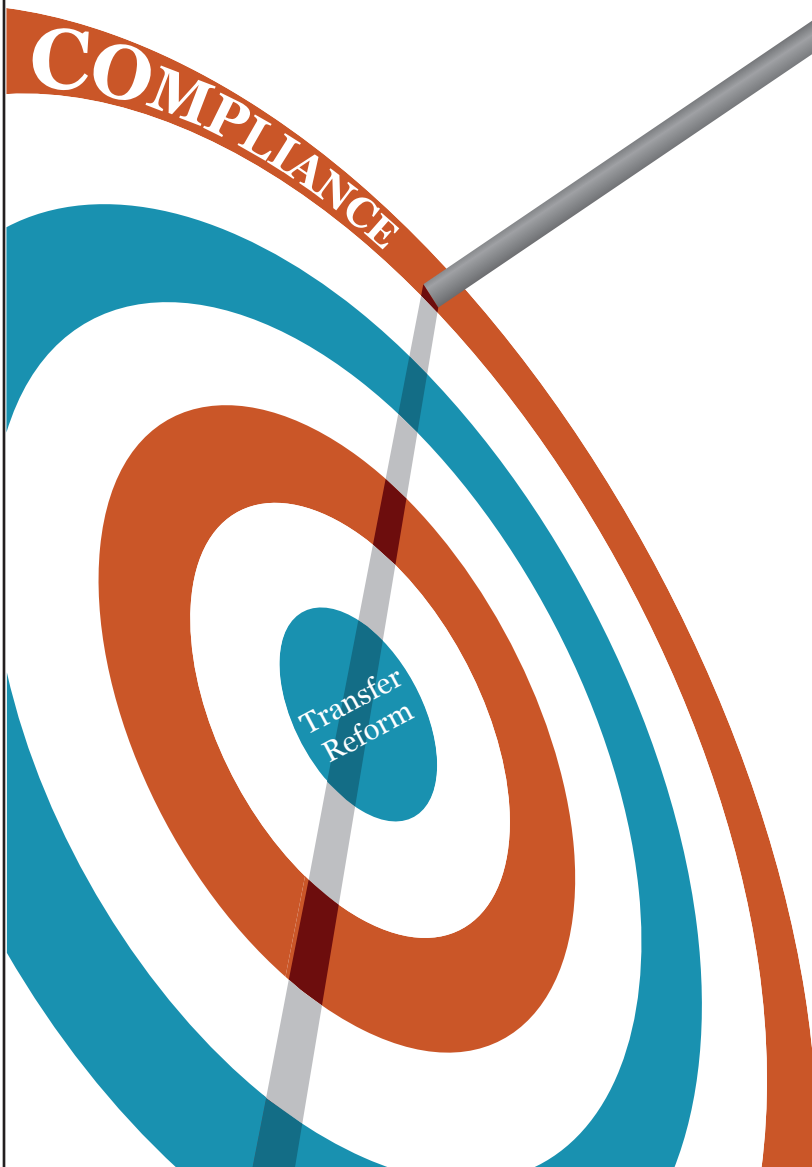
# Meeting Compliance, but

## Missing the Mark

A progress report on the implementation of historic transfer reform for students from community colleges to the California State University via Senate Bill 1440

November 2012

**FULL REPORT**



The Campaign for

**College  
Opportunity**

# Introduction

For decades, community college students across California have faced significant barriers to transfer. Inconsistent, duplicative, and ever-changing coursework requirements frustrated and discouraged students, added expense to both the student and the state, and contributed to an unacceptably low transfer rate of 23% within six years for degree-seeking students in California.<sup>1</sup>

Despite being a key tenet of the state's 1960 Master Plan, the transfer mission has not worked as intended. Only the savviest of students were able to navigate the community college system in order to transfer to a four-year university, most of whom still did so without having earned an associate degree at the community college.

In 2010, the Campaign for College Opportunity, along with the California Community College's Chancellor's Office, the California State University (CSU), the Student Senate for California Community Colleges, and the California State Student Association, established a remedy for the troubled transfer function: Senate Bill 1440 (Padilla), the Student Transfer Achievement Reform (STAR) Act.

For the first time in the state's history, this pioneering legislation required the California Community Colleges (CCC) to develop a pathway that aligned associate degree and transfer coursework requirements, resulting in an Associate Degree for Transfer. Furthermore, the legislation required that the CSU campuses be similarly prepared to receive the community college Associate Degree for Transfer graduates.

As originators and a sponsor of SB 1440, the Campaign for College Opportunity intended for this historic legislation to create a clear, statewide preferred transfer pathway for students. As the

CCC and CSU systems make progress towards implementation, the Campaign is advocating that this become the primary way that community college students transfer to CSU.

Two years later, have the CCC and CSU systems achieved robust transfer reform? In this report, the Campaign for College Opportunity conducts a data review to measure implementation at individual community colleges and California State University campuses in order to present progress on implementation, and to identify the level of campus compliance and the reasons for progress or a lack thereof. This report also issues recommendations so that the historic legislation can fulfill its promise to California students, achieve necessary transparency and effectiveness within the colleges, and move students more effectively through college and into the workforce.

This report demonstrates that, while tremendous progress in facilitating this dramatic, statewide transfer reform has been led at the system-wide level, the same momentum and effort has not been replicated at all the individual colleges and universities.

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<sup>1</sup> Moore, Colleen, Nancy Shulock. 2010. *Divided We Fail: Improving Completion and Closing Racial Gaps in California's Community Colleges* (October). Sacramento: The Institute for Higher Education Leadership & Policy. Available at: [http://www.csus.edu/ihelp/PDFs/R\\_Div\\_We\\_Fail\\_1010.pdf](http://www.csus.edu/ihelp/PDFs/R_Div_We_Fail_1010.pdf).

In May 2012, the Legislative Analyst's Office (LAO), the nonpartisan entity that provides fiscal and policy analysis to the California State Legislature, published *Reforming the State's Transfer Process: A Progress Report on Senate Bill 1440* as a requirement detailed in SB 1440. Along with the subsequent assessment to be published by the LAO in 2015, the report provides recommendations for the Legislature to improve SB 1440 compliance through statute. This progress report is intended to compliment the LAO reports by delivering a closer inspection on the performance of individual colleges and universities, as well as providing recommendations designed for policymakers, system heads, and local campus leaders to administer.

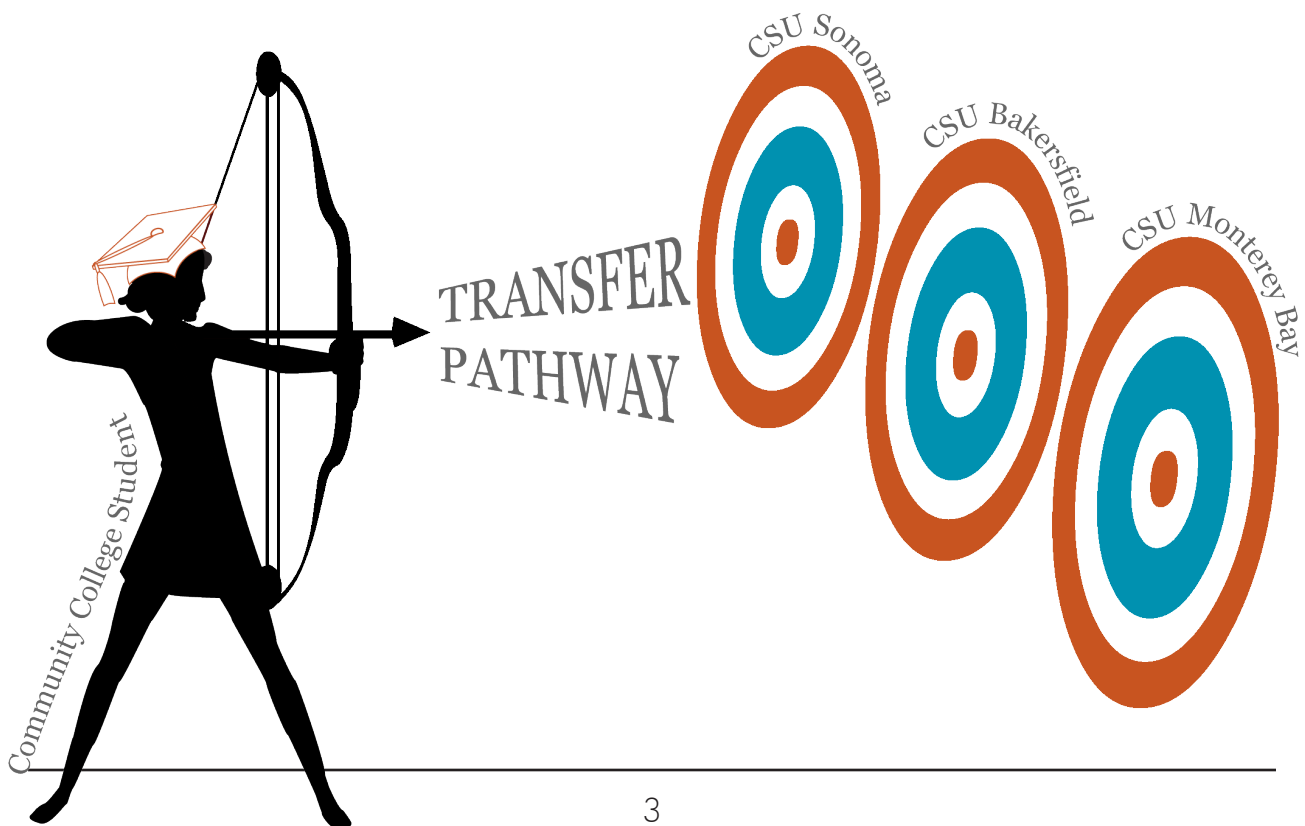
## BACKGROUND: PATHWAYS TO TRANSFER

A higher education has substantial implications for students in the form of increased lifetime earning potential, as well as a reduced chance of incarceration or experiencing poverty. The benefits even apply to students who do not complete a bachelor's degree; transfer students intending to go on to a four-year university may not fulfill their baccalaureate requirements due to unforeseen circumstances, and the students who obtain an associate degree along

the way have something to show for their years of college education.

Before the passage of SB 1440, each of the 112 community colleges established their own requirements to obtain an associate degree. Curriculum for degree requirements was ever-changing and not developed to align with transfer pathways to the four-year universities, which were contingent on separate agreements. Students could face two sets of degree requirements in order to graduate with an associate degree and transfer fulfillment.

Before SB 1440, transfer worked best if a new community college student knew that they wanted to transfer and exactly which university they would be transferring to. Without that level of certainty, students would take extra courses to ensure they could be eligible at multiple campuses and, often times, would not earn an associate degree in spite of earning more than the 60 units required for transfer or for degree completion. Students were transferring with an average of 80 units, or 20 more than necessary. Upon arrival at a CSU, despite their efforts to adequately prepare, students might still find that they needed to complete additional lower-division coursework or repeat classes that were not accepted at the CSU. At a time when courses are



in high-demand, with students dealing with long waitlists, and as fees and tuition continue to rise, this scenario is not only a significant cost in terms of time and money for the student, but also for the state.

SB 1440 sought to reform this long-standing practice and establish a consistent associate degree and transfer pathway that avoids duplicative coursework requirements between the CCC and the CSU. SB 1440 requires the CCC to create an Associate Degree for Transfer program and the CSU to accept the students on this transfer pathway. SB 1440 required the CCC and CSU systems to coordinate their efforts at the statewide level.

SB 1440 also established a guarantee that students who earn an Associate Degree for Transfer are admitted to the CSU with junior-standing. Junior-standing at the CSU is necessary to enroll in some upper-division coursework and to receive certain graduation-tailored services, such as degree audits and graduation checks. Most importantly, it prevents students from transferring in and finding they have more than two years of coursework left to complete in order to earn a bachelor's degree.

SB 1440 also prevents CCC from requiring additional coursework for the completion of an associate degree (60 semester units, or equivalent to two years of full-time study) and the CSU from requiring additional coursework beyond 120 semester units or 180 quarter units for all but a few "high unit" bachelor's degree majors.

Students benefit from this simplified transfer pathway as they are provided with clear expectations and realistic timetables for pursuing their post-secondary education, thus shortening their time to graduation and reducing the total cost of degree completion. For the state, streamlining the transfer process also has well-defined advantages: it allows the CCC to serve 40,000 additional students and the CSU to educate 13,000 more students, an efficiency "savings" of approximately \$160 million annually. These savings are achieved because students on a streamlined transfer pathway are much less likely to take unnecessary and duplicative coursework or occupy a seat that could be optimized by another student.

## FIRST STEPS

SB 1440 was signed into law in September 2010 by Governor Arnold Schwarzenegger. However, securing a major transfer reform victory was only the first step in simplifying the transfer pathway. In order to carry out this ambitious student-centered legislation, CCC and CSU system leaders developed a statewide SB 1440 Implementation & Oversight Committee (IOC). The Committee is composed of a diverse group of CSU and CCC representatives including faculty, campus presidents, student service administrators and, most importantly, students.

The most significant accomplishment of the IOC has been the development of the Transfer Model Curricula (TMC). TMCs provide a uniform framework of courses required for an Associate Degree for Transfer in a specific major. The IOC has identified 25 TMC majors, consisting of the most commonly transferred majors and which capture approximately 79% of the CCC-to-CSU student transfer population.

Once a TMC is finalized by the IOC Intersegmental Curriculum Workgroup, each CCC campus takes this framework and develops a TMC-aligned Associate Degree for Transfer. Simultaneously, the CSU works to accept the TMC as "similar" to degrees at their campuses based on an evaluation of degree requirements, effectively establishing a clear pathway for SB 1440 students to transfer directly from a CCC to a CSU.

Both the CCC and CSU systems, along with the Academic Senate and other key stakeholders, have done a tremendous job in facilitating the creation of the Associate Degree for Transfer program. The commitment of the CSU Board of Trustees to the Associate Degree for Transfer pathway was most vividly illustrated when, in March 2012, the CSU announced that as a drastic cost-savings measure, enrollment for spring 2013 would be closed, with the exception of ten campuses that would only accept SB 1440 students.

As much as system heads and others have embraced and advanced the development of this new transfer pathway, the actual rollout of transfer degree programs at specific community colleges and CSU campuses has not been widespread.

# Progress to Date & Analysis

In order to evaluate progress made towards this preferred transfer pathway by the individual institutions, this report analyzes campus-level data provided by each system.<sup>1</sup> The resulting analysis is intended to provide stakeholders, such as statewide and local governing board members, administrators, faculty, policymakers, and students, with a clear snapshot of the level of progress individual community colleges and CSUs across the state have made in implementing SB 1440.

The primary measurement of CCC implementation is the number of Associate Degrees for Transfer that have been developed or are currently in progress at each individual campus based on the initial 18 Transfer Model Curricula developed at the state level and in place as of February 22, 2012.

While 24 TMCs have now been finalized, the analysis for this report has been restricted to the initial 18 because it is estimated that associate degree development can take between 5-9 months on average, and campuses have had much less time to respond to the six newer TMCs. The 18 initial TMCs include the following majors:

Because CSU implementation is based, most often, on existing degree offerings and does not require as much time, analysis includes two additional majors: Geography and Journalism. The deadline given by the CSU Chancellor's Office by which colleges must respond to a finalized TMC has passed for each of these initial 20 TMCs.

- |                              |                                 |                       |
|------------------------------|---------------------------------|-----------------------|
| 1. Administration of Justice | 6. Elementary Teacher Education | 12. Music             |
| 2. Art History               | 7. English                      | 13. Physics           |
| 3. Business Administration   | 8. Geology                      | 14. Political Science |
| 4. Communication Studies     | 9. History                      | 15. Psychology        |
| 5. Early Childhood Education | 10. Kinesiology                 | 16. Sociology         |
|                              | 11. Mathematics                 | 17. Studio Arts       |
|                              |                                 | 18. Theatre Arts      |

<sup>1</sup> The data used for this report was provided by the Chancellor's Offices for California Community Colleges and the CSU and represents progress made as of October 26, 2012. The most up-to-date information regarding Associate Degrees for Transfer can be found at <http://www.sb1440.org/Counseling.aspx> under "Available Degree Pathways" at the bottom of the page.

## California Community Colleges

The California Community Colleges Chancellor's Office has set a goal of developing Associate Degrees for Transfer for 80%, or 20, of the top 25 TMCs by December 31, 2013, and all TMCs by December 31, 2014. Not all CCC campuses offer all TMC majors.

**While there is data available to determine how many degrees have been developed or are in progress at each campus, it cannot be easily determined how many of the TMC majors are currently offered on each campus, as the system does not maintain a centralized list.**

An analysis of the data shows that:

- Thus far, 501 TMC-aligned Associate Degrees for Transfer have been developed, and another 108 are in progress, among the 112 community college campuses statewide.
- Overall, the average community college has finalized or is in the process of developing five Associate Degrees for Transfer.
- 18 of the 112 colleges in the CCC system are leading historic transfer reform implementation, having developed between nine and 18 TMC-aligned Associate Degrees for Transfer.

- An additional 45 colleges have developed less than 9, but more than 4, Associate Degrees for Transfer.
- 49 community colleges have only developed 2-4 Associate Degrees for Transfer.

The number of degrees that each community college was to develop was not explicitly stated within the law in an attempt to allow colleges some flexibility. But, disappointingly, 18 community colleges have satisfied SB 1440 with the bare-minimum compliance of two degrees in a narrow interpretation of the law in which the word “degrees” is pluralized.

**In stark contrast, Fullerton College has adopted all 18 initial TMC pathways, and Citrus and Pasadena City colleges offer 13, making them the strongest leaders across the community college system. These campuses provide students with a myriad of options and opportunities for transfer.**





Associate Degree for Transfer Progress for California Community Colleges<sup>1</sup>

College	# of Degrees	College	# of Degrees	College	# of Degrees
<b>Alameda, College of</b>	<b>2</b>	<b>Golden West</b>	<b>12</b>	Porterville	5
Allan Hancock	5	Grossmont	3	Redwoods, College of the	4
<b>American River</b>	<b>12</b>	Hartnell	5	Reedley	7
<b>Antelope Valley</b>	<b>2</b>	<b>Imperial Valley</b>	<b>9</b>	Rio Hondo	5
Bakersfield	4	Irvine Valley	6	Riverside City	6
<b>Barstow</b>	<b>2</b>	Lake Tahoe Community	5	Sacramento City	6
Berkeley City	6	Laney	3	Saddleback	4
Butte	5	Las Positas	5	<b>San Bernardino Valley</b>	<b>2</b>
Cabrillo	6	Lassen	8	San Diego City	6
Cañada	8	<b>Long Beach City</b>	<b>10</b>	<b>San Diego Mesa</b>	<b>2</b>
Canyons, College of the	5	Los Angeles City	4	San Diego Miramar	5
<b>Cerritos</b>	<b>10</b>	Los Angeles Harbor	3	San Francisco, City College of	3
Cerro Coso Community	3	Los Angeles Mission	3	<b>San Joaquin Delta</b>	<b>9</b>
Chabot	6	Los Angeles Pierce	3	<b>San Jose City</b>	<b>2</b>
<b>Chaffey</b>	<b>11</b>	<b>Los Angeles Southwest</b>	<b>2</b>	<b>San Mateo, College of</b>	<b>11</b>
<b>Citrus</b>	<b>13</b>	<b>Los Angeles Trade/Tech</b>	<b>2</b>	Santa Ana	4
Coastline Community	5	Los Angeles Valley	3	Santa Barbara City	8
<b>Columbia</b>	<b>2</b>	Los Medanos	6	Santa Monica	6
Contra Costa	4	Marin, College of	5	Santa Rosa Junior	7
<b>Copper Mountain</b>	<b>2</b>	Mendocino	8	Santiago Canyon	7
Cosumnes	5	Merced	5	Sequoias, College of the	3
<b>Crafton Hills</b>	<b>10</b>	Merritt	3	Shasta	4
Cuesta	3	<b>MiraCosta</b>	<b>2</b>	<b>Sierra</b>	<b>10</b>
Cuyamaca	4	<b>Mission</b>	<b>10</b>	Siskiyou, College of the	8
Cypress	5	Modesto Junior	6	Skyline	7
DeAnza	4	Monterey Peninsula	3	Solano	3
<b>Desert, College of the</b>	<b>9</b>	<b>Moorpark</b>	<b>11</b>	<b>Southwestern</b>	<b>2</b>
Diablo Valley	5	Moreno Valley	3	Taft	7
East Los Angeles	5	Mt. San Antonio	6	<b>Ventura</b>	<b>11</b>
<b>El Camino</b>	<b>9</b>	<b>Mt. San Jacinto</b>	<b>2</b>	Victor Valley	7
Evergreen Valley	4	Napa Valley	5	<b>West Hills – Coalinga</b>	<b>2</b>
<b>Feather River</b>	<b>2</b>	Norco	3	West Hills – Lemoore	4
Folsom Lake	6	Ohlone	4	West Los Angeles	3
<b>Foothill</b>	<b>2</b>	Orange Coast	6	West Valley	7
Fresno City	5	Oxnard	3	Woodland Community	4
<b>Fullerton</b>	<b>18</b>	<b>Palo Verde</b>	<b>2</b>	<b>Yuba</b>	<b>2</b>
Gavilan	7	Palomar	3		
Glendale Community	4	<b>Pasadena City</b>	<b>13</b>	<b>High-performing college</b>	
				<b>Minimum compliance college</b>	

<sup>1</sup> Count includes Associate Degrees for Transfer that have been developed or are in progress at each campus.

## California State University

Analysis for CSU implementation progress is based on three criteria that concentrate on measuring how many TMC major pathways each campus offers SB 1440 students. In order for SB 1440 to become the preferred transfer pathway for CCC students, each CSU campus needs to accept all of the TMC majors as a transfer pathway and provide the most options (also known as concentrations, specializations, or tracks) as possible to students that are intending to transfer into a desired program of study.

The importance of this depth of access directly correlates with how many major options are available to SB 1440 transfer students, and if these students will have all of the major pathways open to them as they are for native CSU students.

For example, as an SB 1440 student considers transferring to continue their post-secondary education in Business Administration at a CSU campus, all the degree options, such as Accounting or Marketing, should be available as a concentration for their bachelor's degree. If Accounting as a degree option is not available for an SB 1440 transfer student, that would mean that the transferring student does not have the same academic benefits as a student who started on the campus as a freshman. In order for the institution to provide a degree option, the individual campus assesses the TMCs "similarity," a process whereby the course requirements under one of the completed TMCs is determined to be sufficient preparation for entrance as a junior into a CSU program of study.

The three criteria are as follows:

1. The acceptance of TMCs as similar, or that at least one of the degree options within a TMC major currently offered by the individual campus is open to SB 1440 transfer students, represented by a percentage and ratio number;
2. The number of degree options within the TMC majors that have been deemed similar as compared to the total number of degree options available within those programs, represented by a percentage and absolute number; and,
3. The number of degree options that would need to be declared similar in order to have full

implementation of the initial 20 TMCs included in this analysis. This figure represents the number of degree options that exist in programs for which TMCs have yet to be accepted (excluded from the first two criterion) and the number of degree options that have not been declared similar within TMC majors for which some, but not all, degree options have been declared similar at the CSU.

An analysis of the data shows that:

- Only 4 of the 23 CSU campuses have approved 100% of the TMC majors offered as similar. Only 2 campuses have deemed less than 80% of TMC majors as similar.
- San Bernardino and San Luis Obispo are far behind with less than 70% of the TMC major pathways deemed similar.
- Only 10 of the 23 campuses have deemed more than 80% of the options within those TMC majors as similar. Consequently, students wishing to transfer into the other 13 campuses in the system have fewer options available to them as CSU students who started as freshmen.

Some campuses have not yet approved 100% of the TMC majors as similar, but still have high rates of option similarity, such as CSU Monterey Bay, where nearly all the 15 TMC major pathways offered at this campus are deemed similar, and all 22 options within these majors are available to SB 1440 transfer students. It is also important to note the absolute number of TMC major pathways adopted: Maritime, for example, achieves 100% in the percentage of TMC major pathways deemed similar because of the fact that it offers only one of the 20 initial TMC majors as a bachelor's degree (Business Administration).

Sacramento, San Bernardino, and San Diego are failing on nearly all measures of SB 1440 implementation. This group is made up of the only campuses where the possible additional degree pathways outnumber the current degree option offerings available to SB 1440 students. These campuses have a responsibility to open more degree pathways for SB 1440 transfer students; otherwise, these universities are effectively closing the door on thousands of students who are opting for this clear, statewide preferred transfer pathway.



## SB 1440 Implementation Progress for California State Universities

CSU Campus	Percent/ratio <sup>1</sup> of TMC major pathways deemed similar		Percent/number of degree options within similar TMC majors open to SB 1440 transfer students		Number of additional pathways that could be made available with full implementation of initial 20 TMCs <sup>2</sup>
	<i>Percent</i>	<i>Ratio</i>	<i>Percent</i>	<i>Number</i>	
Monterey Bay	87%	13/15	100%	22	0
Maritime	100%	1/1	50%	1	1
Sonoma	94%	17/18	91%	30	3
Bakersfield	94%	17/18	95%	41	4
Channel Islands	86%	12/14	92%	22	4
Chico	95%	19/20	93%	37	5
San Marcos	81%	13/16	92%	22	7
Long Beach	100%	20/20	80%	70	9
Stanislaus	100%	18/18	86%	36	11
San Francisco	90%	18/20	95%	36	12
San Luis Obispo	67%	12/18	83%	29	13
Humboldt	95%	19/20	72%	33	14
Northridge	95%	18/19	70%	35	16
Fullerton	95%	19/20	64%	28	17
Pomona	76%	13/17	71%	24	17
Fresno	89%	17/19	60%	29	21
San Jose	95%	19/20	57%	25	21
Dominguez Hills	80%	16/20	68%	44	23
Los Angeles	95%	19/20	66%	45	24
East Bay	100%	20/20	62%	26	28
Sacramento	90%	18/20	61%	35	37
San Bernardino	67%	12/18	56%	25	41
San Diego	89%	17/19	41%	19	42

High-performing measure

Low-performing measure

<sup>1</sup> The ratio provided in this column is the number of TMC major pathways declared similar as compared to the number of TMC majors offered at each campus. Not all CSU campuses offer all TMC majors.

<sup>2</sup> This measure demonstrates how many additional degree options need to be declared similar at each campus so that each of the two preceding columns would equal 100%. NOTE: There are a handful of campuses, including Monterey Bay, for which TMC majors have not been declared similar because all degree options within that major currently have a high-unit count.

## REASONS BEHIND IMPLEMENTATION CHALLENGES

Community college and CSU leaders were interviewed to discuss the progress made by campuses described in this report. They shared many reasons for why some colleges had aggressively implemented multiple pathways and why others offered very few across the two systems.

**Rigid TMC Requirements.** Some individual campuses faced roadblocks in the development or acceptance of Associate Degrees for Transfer due to the structural requirements of the pathway. SB 1440 does not allow a community college to exceed 60 units for the requirements of an Associate Degree for Transfer and completion of the transfer program. One interviewee noted that most of the semester courses offered at community colleges count for 4 units. However, some campuses provide specialized classes, such as those within the math or early childhood development disciplines, which count for 5 units, pushing the coursework requirements above 60 units and thereby discouraging the development of an Associate Degree for Transfer in that TMC.

Additionally, there are sometimes complications in counting prerequisite coursework for the TMC required courses. For example, students may be required to take a calculus course before enrolling in business administration coursework. Prerequisite courses that generally cannot be tested out of will count towards the 60 units that are required for an Associate Degree for Transfer, presenting a challenge for faculty and administrators with the creation of the degree for their campus.

CSU campuses face a similar issue in navigating the post-transfer 60 unit cap due to major-specific requirements for conference of a bachelor's degree when determining a TMC major or its degree options for similarity. There is currently no uniform guideline from either systems' Chancellor's Office or statewide Academic Senates, or the IOC on how to address these requirements.

**Budget cuts.** Challenges with implementation were also associated with fewer resources. Due to budget cuts at the community colleges, adjunct faculty

members are currently teaching some of the TMC required courses. This has led to some campuses being reluctant to develop an Associate Degree for Transfer program around a TMC if the campus may not be able to offer the course in the following years.

Interviewees at both the community colleges and the CSU also cited issues with TMCs for certain majors. A system-wide community college administrator shared that the psychology TMC has a required course that only an estimated 42% of community colleges offer. If a campus does not offer that specific course and wants to make available an Associate Degree for Transfer in psychology to its students, the campus would have to create a new course to satisfy the TMC requirements, a difficult decision at a time when many colleges are already reducing course availability. Therefore, the campus may feel unable to offer an Associate Degree for Transfer in that major.

**Low motivation.** Lack of motivation or viewing implementation as a low priority by campus leaders is another challenge. A staff member at one community college in charge of implementation did not have the support of the administration and faculty to proceed ahead with developing Associate Degrees for Transfer beyond the interpreted minimum requirement of two degrees.

Others at both the CCC and CSU shared that some major departments simply work quicker to approve coursework and desire to implement Associate Degree for Transfer pathways more so than other departments; there are no deadlines at an individual campus for SB 1440 implementation, except those that are self-imposed.

**Lack of Awareness.** Lastly, the availability of the Associate Degree for Transfer pathway is not being communicated well to students in all cases. While there is a statewide marketing campaign led by the two systems consisting of a website, radio advertisements, and direct outreach to counselors and staff through webinars and materials, messages about the benefits of the Associate Degree for Transfer are still not being fully communicated at the individual campuses. One reason is that the primary focus to date has been on setting up the framework for the degrees.

# Recommendations

**T**he Campaign for College Opportunity developed SB 1440 to enact a clear, statewide transfer pathway for California's students that would become the primary way community college students transfer to the CSU.

However, the data shows that there remains a disparity between institutions in both systems on the number of TMC degree pathways developed. Through interviews, stakeholders who have led the SB 1440 implementation process at individual campuses provided insight into some best practices that were employed, and this report compiles these practices into recommendations that policymakers, system administrators, and campus leaders can execute.

## For Policymakers and the Legislature

***Establish a timeline and a higher benchmark for compliance in statute.***

As demonstrated earlier through the data analysis, nearly half of the CCCs have satisfied SB 1440 implementation with only 4 or fewer degrees, and 18 of the 112 colleges have offered just 2 degrees, the bare-minimum under the law. In order to encourage broader campus participation, statutory clarification is necessary. As part of a comprehensive plan of action, a timeline (with enforceable penalties and incentives) for both systems should be established. The IOC has identified 25 transfer degree programs, but these majors only meet the needs of 79% of the CCC-to-CSU transfer population. The deadline for implementation of higher benchmarks should be set for 2015, in order to align with the final LAO report. By setting a standard with a clear goal, each institution within both systems would continue to have the ability to use local approaches to achieve benchmarks.

***Endorse the SB 1440 Implementation & Oversight Committee (IOC).***

The CCC and CSU system leaders developed the statewide SB 1440 IOC. However, since the IOC

is a voluntary body set-up by the two systems to aid in implementing SB 1440, there are no legal requirements for continued action to support this transfer pathway. It is possible that momentum for this transfer pathway will be lost without a strong coordinating body. The Legislature should support the continued role of the voluntary committee overseeing SB 1440 implementation and consider detailing its membership, frequency of work, authority, and goals in statute.

## For System Administrators

***Add TMCs in-demand by state and regional economies.***

The initial focus for selecting disciplines for TMCs were those with high volumes of transfer. Equally important, but not necessarily of the same in quantity, are those degrees relevant to employers with a need for skilled workers. The systems should examine the use of TMCs in priority and emerging sectors, such as health, energy, life sciences, information and communications technology, etc. These pathways have employability potential and place importance on meeting labor market needs.

***Clarify system offices' responsibilities.***

The IOC has not issued any guidelines for the CCC and CSU system offices on responsibilities or measurements relating to SB 1440 transfer pathway implementation. The role of each of the system offices should be to facilitate coordination between institutions through improved communication and data sharing. Several interviews revealed that due to the process of the transfer pathway adaptation at individual campuses, whereby both the CCC and CSU implement a TMC major simultaneously once approved by the IOC, there is little communication

between the systems. An example shared by one CSU interviewee pointed to the fact that their campus has approved degrees for which there is no CCC equivalent; without a degree program at a community college, the receiving transfer pathways are essentially stagnant. The system offices should be willing to address this disparity by having the CCC respond to this “low-hanging fruit.”

Because all SB 1440 students originate at the community colleges, the CCC Chancellor’s Office needs to build the capacity of the system to properly serve the students, particularly through the increased use of data management resources. Interviews with community college staff noted that changes to course numbering and curriculum are processed only once a year, typically in the fall for the next academic year. The implication of this once-annual update is that when an Associate Degree for Transfer concludes the approval process, articulation systems which track articulation agreements and common course numbering, such as campus catalogs, Assist.org, and C-ID, do not reflect newly-developed Associate Degrees for Transfer. A more responsive and timely system for communicating new degree offerings is needed, especially as more and more Associate Degree for Transfer programs and pathways are implemented.

Through interviews, CSU admissions staff members have revealed that thousands of applicants incorrectly self-identified as SB 1440 students through the CSU application website, CSU Mentor. For the fall 2012 transfer class, over 10,000 students applied as SB 1440 students, but only about 120 new transfer students entered the CSU having earned an Associate Degree for Transfer. In order to determine if a student’s transfer pathway was correctly attributed to SB 1440, CSU admissions staff had to spend significant resources and time to evaluate each of these applications. This could be resolved if the community colleges had the ability to share e-transcripts (electronic versions of student transcripts), which could include a transfer student’s course completion history adapted to SB 1440 transfer requirements.

In early October 2012, the CCC and CSU systems launched a new website, [www.adegreewithaguarantee.com](http://www.adegreewithaguarantee.com), which is

designed to serve as a comprehensive resource for students interested in pursuing the Associate Degree for Transfer. CCC and CSU leaders must continue to embrace the collaboration between the systems and, in order to minimize issues going forward, the IOC should outline responsibilities and measurements for system offices. Furthermore, the CCC Chancellor’s Office should embrace the use of technology services to provide improved processes for course articulation that is more responsive to changes and provide a way for the 112 colleges to use and share e-transcripts.

***Reexamine the 18-unit major prep pre-transfer requirement, and consider other degree formats as a solution.***

One of the requirements for an Associate Degree for Transfer is that 18 units of the total 60 unit degree program are to be within a major or area of emphasis. During the implementation process, administrators at the CSU have identified that the requirement that a student complete 18 units of major coursework before transfer can be too restrictive and excessive, as most CSU bachelor’s degree do not require 18 units of lower-division coursework in a major. In some instances, various CSU campuses have had difficulty aligning upper-division coursework to meet accreditation standards if a student completes 18 units of subject prep in a major pre-transfer.

As a possible solution, there can be more importance placed on “area of emphasis” programs. An area of emphasis study allows a student to explore a broader curriculum within an academic subject, which would also benefit the receiving institutions in determining coursework articulation from a less-specialized degree program. Existing terminal associate degree programs at community colleges allow for the 18 units to be taken within an area of emphasis. The language in SB 1440 allows for the creation of an Associate Degree for Transfer in a major or an area of emphasis but, to date, the IOC has only recognized major pathways. The intent of the transfer degree is to offer an additional, robust transfer pathway to students; therefore, the IOC needs to offer more flexibility in TMC development to properly capture the needs of transferring students.

## For Local Campus Leaders (Trustees, Administrators, Faculty, etc.)

### ***Adopt a model template for degree design and a consistent outline for the process.***

Successful institutions in both the CCC and CSU developed and articulated a process for adopting transfer degree pathways. A model template captures all of the required information stakeholders need for the implementation of a TMC pathway, including a process for coursework analysis and arrangement of support staff. Once a degree design is refined, it can be easily adapted to accommodate other majors.

Additionally, a process outline provides stakeholders with a clear framework for a course of action, which allows a TMC pathway to be properly tailored to existing course offerings. Campuses that have struggled with developing degree programs lack instructions on a revision process when faced with roadblocks; by having a model template available with clear steps, stakeholders have a better framework for implementation. Effective campuses included deadlines throughout the stages during degree development that aligned with the local governance process, such as board meetings. Continued use of an established template and outline would aid a campus in tackling more complicated adaptations. Although transfer implementation deadlines need not be universal throughout each system due to recognition of varying governance structures between campuses, accountability measures must be developed and enforced.

### ***Appoint a campus officer or office to be tasked with SB 1440 implementation.***

One of the trends that emerged through interviews with the community college campuses that had a low number of approved degree programs was the lack of an individual or entity on campus assigned to monitor and direct SB 1440 implementation. Individual stakeholders on successful campuses could be a trustee, a member of the curriculum committee, or a campus administrator. It has been demonstrated that once minimum compliance has been met on a campus, the motivation for continued implementation can be lost.

Staff at the local-level assigned to review TMC proposals possess a varying level of expertise in curriculum development and compliance with articulation requirements. By placing one person or office in charge of SB 1440 implementation, this entity can distribute clear information to student support staff, work with system offices to overcome challenges, participate in trainings on SB 1440, and other related duties necessary to implement this unique pathway.

### ***Require an update on implementation at local governing board meetings.***

Supporting a transfer culture on campus—one that best serves the needs of students by being clear and transparent—is incumbent upon strong leadership from all levels. The community college districts' Boards of Trustees are best suited to be able to understand the needs and challenges of their district and to be able to provide the vision needed to ensure robust implementation at individual colleges. There should be an opportunity for the trustees to hear regularly from their administration and academic leaders on the progress that their district is making and discuss possible policy and/or budgetary modifications that may be needed to ensure full transfer reform.



## Conclusion

**T**he Campaign for College Opportunity developed SB 1440 in order to create a clear, statewide transfer pathway. Our main motivation was to increase community college student transfer from the unacceptably low rate of 23%.

Students deserve greater clarity on how to transfer and efficiencies from their colleges and universities that save them time and money. The state must also ensure that its resources are spent effectively and, in a time of constrained funding for higher education, to find ways to provide greater access to students by eliminating excessive course taking and freeing up space for incoming students. Fully implementing historic transfer reform can achieve each of these goals.

Despite progress, it is clear that significant work remains. The results from the analysis in this report show that a majority of the CCCs could significantly increase the number of degree pathways available to their students, with only 18 colleges implementing half or more of the degree pathways. The CSUs fare somewhat better, with 20 campuses having approved at least 80 percent of the TMC major pathways, though much greater progress can still be made by the CSU campuses in approving degree options within these pathways.

To overcome challenges in SB 1440, this report outlines implementable recommendations that can be adopted through statute, regulation, or practice. Overall, the Campaign for College Opportunity recommends:

- Greater accountability;
- Firm timelines for implementation;
- Sharing of information; and,
- Adoption of best practices to help lagging institutions.

The Campaign for College Opportunity will continue to work with stakeholders to ensure that robust implementation of the Associate Degree for Transfer pathway is realized for millions of California students.



## Methodology

In order to gather and analyze the information used throughout this report, interviews were conducted by Campaign staff with system administrators, campus staff, and members and leaders from the Academic Senate for both the community college and CSU systems from June 2012 to November 2012. The interviewees chosen reflect a broad selection of institutions, ranging in geographic area, enrollment size, and funding level.

The data used for this report was provided by the Chancellor's Offices for California Community Colleges and the California State University and represents progress made as of October 26, 2012. The most up-to-date information regarding Associate Degrees for Transfer can be found at <http://www.sb1440.org/Counseling.aspx> under "Available Degree Pathways" at the bottom of the page.

High-performing community colleges, detailed on page 7, were determined to be colleges that had developed or were in process of developing Associate Degrees for Transfer for at least half of the 18 TMCs that were included in our analysis. Minimum compliance colleges are those that have only developed 2 Associate Degrees for Transfer.

Because the California State University SB 1440 implementation data is more detailed and there exist various ways a college can ensure alignment with the CCC TMC pathways, campuses were determined to have a high or low performance based on individual measures (data on page 9).

Measure	High Performance	Low Performance
Deeming TMC majors similar	80% or more	70% or less
Deeming degree options similar	90% or more	~ 60% or less
Number of additional pathways a campus could implement	Less than 10	20 or more

## Acknowledgments

The Campaign wishes to thank the amazing leadership of both CCC Chancellor Jack Scott and CSU Chancellor Charlie Reed who joined student leaders from both systems and the Campaign to ensure a stronger statewide transfer pathway. The Campaign also wishes to thank the work and dedication of Jane Patton and Michelle Pilati of the Academic Senate for California Community Colleges, James Postma of the Academic Senate of the California State University, and the entire SB 1440 Implementation & Oversight Committee for the countless hours developing the transfer pathways, and the numerous leaders at individual campuses who carried this work forward – working to turn a vision for effective transfer into a reality and who continue to work towards that common goal.

Data regarding SB 1440 implementation at each CCC and CSU campus is accurate as of October 26, 2012, and was provided by Dr. Barry Russell, Vice Chancellor of Academic Affairs at the California Community Colleges Chancellor's Office, and Ken O'Donnell, Senior Director of Student Engagement and Academic Initiatives & Partnerships at the California State University Office of the Chancellor. A special thanks to Dr. Barry Russell and Ken O'Donnell in particular for their input and responses to inquiries as staff prepared this report.

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Upon celebrating the historic passage of SB 1440, our legislative champion Senator Alex Padilla (D-20) exclaimed, "¡Ahora a cumplir!", or Spanish for, "Now to keep the promise!", recognizing that our mutual commitment to ensuring that the intent of the legislation is realized is our biggest responsibility.

# The Campaign for College Opportunity

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The Campaign for College Opportunity is focused on a single mission: to ensure that the next generation of California students has the chance to attend college and succeed in order to keep our workforce and economy strong.

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