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Overview of the Governor's Proposal to Create an Online Community College

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Overview of the Governor's Proposal to Create an Online Community College

BACKGROUND

The California Community Colleges (CCC) is the largest system of community college education in the United States, serving approximately 2.1 million students annually, with 1.2 million of these full-time equivalent students. The CCC system is made up of 114 colleges operated by 72 community college districts throughout the state. California's two-year institutions provide programs of study and courses, in both credit and noncredit categories, which address its three primary areas of mission: education leading to associates degrees and university transfer; career technical education; and basic skills. The community colleges also offer a wide range of programs and courses to support economic development and specialized populations. As outlined in the Master Plan for Higher Education in 1960, the community colleges were designated to have an open admission policy and bear the most extensive responsibility for lower-division, undergraduate instruction.

Online education generally refers to courses and programs in which faculty and students communicate using the internet and are not in physical proximity to each other. Online education is growing rapidly in higher education. According to the California Virtual Campus, which provides a catalogue of online courses and programs in California higher education (California Community Colleges (CCC), University of California (UC), California State University (CSU), and private colleges), in 2017, CCC offered 14,092 online courses and 593 online degree/certificate programs in the catalog, with roughly 800,000 students enrolled in online courses. According to the Department of Finance, there are 33 out of the 114 community colleges offering these online degree/certificate programs. These programs include electrical apprenticeship, fire technology, psychology, and accounting.

Existing Online Education Efforts

Course Structure. Currently, there are two types of formats that online education is delivered:

- **Hybrid/ blended courses:** Hybrid courses provide interaction between the instructor and students, both online and in the classroom. Hybrid courses allow instructors to use computer-based technologies selectively. The online portion of the course might include: presentation of case studies, tutorials, self-testing exercises, simulations, and other online work in place of some lecture or lab material. Although the coursework is conducted online, an in-person course orientation may be required at the beginning of the semester. In some courses, on-site exams may be held on college campuses at the discretion of the instructor and the department.
- **Fully online:** Under the delayed interaction method, the session is under supervision of the instructor, using the Internet without the immediate involvement of the instructor. This may consist of various types of instructional software, computer assisted instruction; digitized visual, and audio or text selected in response to student input. In Fall 2016, this was the most used form of online education, with almost 490,000 community college students enrolled in credit courses.

Under the simultaneous interaction model, the session is under the supervision of an instructor, using the Internet with immediate opportunity for exchange between participants, this includes satellite, and video conferencing. In Fall 2016, about 45,000 community college students were enrolled in these types of online education credit courses.

Additionally, online education can also be delivered asynchronously, in which the student is self-paced in accessing instructional material, such that activities take place within a specified time frame. Whereas, synchronous delivery is one where course activities take place at a single scheduled time.

How are online courses created? In June 2015, the Public Policy Institute of California (PPIC) released a report, *Successful Online Courses in California's Community Colleges*, which states that the development of online and hybrid courses grew organically at each community college based on the interest of individual faculty and the creation of new technological resources. These courses are reviewed and approved according to the community college's district's course and program approval procedure, which typically consists of approval from the local academic senate, board of trustees, curriculum committee, and other college committees. Programs and some courses are sent to the Board of Governor's (BOG) for approval.

Community college faculty members have autonomy in course development, which not only provides flexibility, but also may require faculty to take on the roles of subject matter expert, course designer, media developer, and—sometimes—programmer. In addition, faculty collective-bargaining agreements and federal- and state-legal rules may require community colleges to rely on instructors to design courses. Historically, each community college or district has selected its own course management system from among several vendors. Faculty uses these systems to post course information (such as the syllabus), instructional content (such as readings and videos), assignments, and other material. Students use the system to submit assignments, collaborate with classmates, and communicate with instructors.

Faculty Qualifications. Faculty teaching distance education must meet the minimum qualifications for the discipline into which the courses subject matter falls into. These minimum qualifications must be the same minimum qualifications as faculty teaching non-distance education courses. According to the Legislative Analyst's Office (LAO) report, *The 2016-17 Budget: Higher Education Analysis*, minimum qualifications are determined by the BOG, and are set for each discipline based on recommendations of the statewide Academic Senate. For academic disciplines (which include some career technical education (CTE) subjects), the minimum qualification is a master's degree. For many CTE areas, a master's degree is not generally expected (or available). For these disciplines, the minimum qualification is a bachelor's degree in any major and two years of experience in the occupational area of the assignment, or an associate degree and six years of experience.

Online Education Initiative. The Online Education Initiative (OEI) was established in 2013, and includes several projects: a common course management system for colleges, resources to help community college faculty design high-quality courses, online learner readiness modules, tutoring and counseling platforms, exam-proctoring solutions, and the CCC Online Course Exchange. Piloted in spring 2017, the CCC Online Course Exchange enables a community college student to see what degree-applicable online courses are offered at other community colleges, enroll in those courses, and have their attendance and associated funding attributed to the appropriate colleges. Six community colleges (Butte, Coastline, Foothill, Fresno, Lake Tahoe, and Ventura) participate in the exchange, and

17 more are just beginning implementation. Courses must undergo a peer course review process by faculty trained in the use of the OEI's Course Design Rubric to ensure the course meets established standards related to course design, instruction and accessibility.

To facilitate statewide, online course sharing, the CCC selected the Canvas course management system in February 2015. The Chancellor's Office requires colleges that want to participate in the Online Course Exchange to use Canvas as their course management system and not maintain their former course management systems. Currently, 108 of 114 community colleges are using canvas. The common course management system provides a consistent interface for students enrolled at multiple colleges (about 20 percent of all CCC students). In addition, the system is expanding access for all students to academic support resources (such as the online tutoring and counseling services) through their course web pages. Currently, 68 community colleges have implemented NetTutor 24x7 online tutoring. OEI also is providing more consistency for faculty who teach at multiple colleges and making the sharing of course materials and best practices easier through the OEI course rubric, which 38 colleges have implemented.

The state initially funded the OEI with \$17 million Proposition 98 General Fund in 2013-14 and has provided a base amount of \$10 million Proposition 98 General Fund annually thereafter to increase CCC students' access to and success in online courses. The 2016-17 budget included \$20 million one-time Proposition 98 General Fund to accelerate progress on the initiative. The 2017-18 budget increased the base amount by \$10 million Proposition 98 General Fund ongoing; bringing annual funding to \$20 million Proposition 98 General Fund ongoing to provide systemwide access to the Initiative's learning management system.

Zero-Textbook-Cost Degree program. The 2016-17 budget provided \$5 million one-time Proposition 98 General Fund to support the Zero-Textbook-Cost Degree program, which will provide \$200,000 per degree developed by colleges, with a goal of reducing the cost of instructional materials for students. Zero-textbook-cost degrees are degree pathways that students can complete entirely by taking courses that use only free instructional materials, called open educational resources (OER), in place of publisher-owned textbooks. OER's range from course readings, modules, and tests, to full textbooks and courses to videos, and software. Grants have been awarded for various program focus areas, including Associates Degree for Transfer (ADT) in mathematics at Alameda College, ADT in political science at Allan Hancock College, and Certificate of Achievement in child development at Mira Costa College.

Online Courses Student Success Rate. As the number of online course offerings and students enrolled grows, the Legislature may wish to consider the outcomes of these courses. Student success is a priority of the Legislature, and as a result, the state has made significant investments in CCCs over the last several years to help improve student success rates. Online course completion rates at CCCs have steadily improved in the last few years, from 59 percent in 2011-12 to 65 percent in 2016-17. However, there is an achievement gap when comparing the outcomes for in-person and online education. In the fall of 2016, the success rate for all traditional in-class credit courses was 72 percent, whereas for online courses it was 63 percent. Also, the achievement gap for underrepresented minority students taking online education courses is significant. In in-class credit courses, African American and Hispanic success rates for credit courses were 61 percent and 68 percent, respectively, where as their success rates in online education were about 48 percent and 59 percent respectively.

Moreover, when looking at CTE success rates, the achievement gap persists. The overall success rate of CTE courses in the fall of 2016 was approximately 76 percent. When broken down by method of instruction, for internet based online education only, the success rate was 65 percent, and for in-person instruction the success rate was 79 percent. The success rate for in-person CTE classes for African American and Hispanic students were about 67 percent and 76 percent, respectively. However for online instruction only CTE courses, the success rate was 48 percent and 61 percent, respectively. White non-Hispanic and Asian students had a success rate of about 70 percent and 73 percent, respectively for online only instruction.

The PPIC reports that based on a sample of online and traditional in-person courses offered from 2010-2014, with courses offered at the same college, and with at least 250 enrollments in each, differences in passage rates persist even when adjusted for student mix, college, subject, and term. The difference in passage rates reflected more failing grades and more incompletions in online courses than in traditional courses.

Flexible Options for Workers (FLOW). In the spring of 2017, the Governor requested that CCC Chancellor Eloy Ortiz Oakley establish a community college that exclusively offers fully online degree programs. Chancellor Oakley convened a workgroup to assist in the development of a plan to provide three to five options. This endeavor is called “Flexible Options for Workers,” or FLOW. The workgroup consisted of 20 members, which included representatives from various colleges, the OEI, the chancellor’s office, the Legislative Analyst’s Office, faculty, the Department of Finance and the California Labor and Workforce Development Agency. This workgroup met twice: August 28-29, and on October 30th. In November, the Board of Governor’s (BOG) was presented with four options:

1. Create a FLOW unit with a statewide mission within an existing institution;
2. Establish FLOW as a consortium of colleges hosted by an existing institution;
3. Create a new FLOW district to develop and deliver fully competency-based programs;
4. Establish FLOW as an extension of the existing OEI.

The Administration advanced option three in the 2018-19 budget proposal, described below.

Other States and Online Education. The Western Governors University (WGU) is a private, nonprofit, fully accredited and online university providing degree programs meeting the needs of working adults, military personnel, and other nontraditional students. WGU provides career-aligned bachelor’s and master’s degrees in nursing, information technology, teaching, and business. At WGU, students are not charged per course or per credit but instead are charged a flat rate each term that covers all coursework completed in that time. The more courses completed each term, the more affordable the degree becomes. Terms are six months long and begin on the first of the month. Depending on the program chosen, one term costs approximately \$3,190.

In September 2017, the U.S. Department of Education’s Office of Inspector General called on WGU to repay more than \$700 million in federal aid, finding that the university’s unbundled (or disaggregated) faculty model does not meet federal distance education regulations to provide “regular and substantive” interaction between students and faculty members. The unbundled model often provides students with more than one academic mentor. Upon enrolling, WGU students are assigned a program mentor with at least a master’s degree in their field who works with students until they graduate. Subject matter expert course instructors also interact with students, providing content expertise ranging from specific questions to more fully engaged tutorial support. Program faculties cover everything from approving curriculum and new programs to reviewing competencies and assessments.

GOVERNOR’S PROPOSAL

Creates California Online College – The budget provides \$120 million Proposition 98 General Fund to create a new fully online community college district under the Chancellor’s Office. The college would create and coordinate online courses and programs targeted toward working adults with a high school diploma but lacking a college degree or certificate. Of the funding provided, \$100 million is one-time to support start-up costs, and \$20 million is ongoing to support ongoing operating expenses. Specifically:

- One-time start-up costs \$100 million over seven years:
 - \$25 million for design, development, and capital improvements for scalable technology: Support instructional technologies, personalization technologies, master data management and analytics system, financial system, and 24 hour help desk technology set up.
 - \$20 million for a research and development unit: Support design and development of demonstration projects, development and implementation of virtual and mobile labs, and interactive workshops and focus groups.
 - \$23 million for set up of core functions: Support design of student-centered experience and supports, faculty and staff experience and supports; staff training; quality assurance on instructional; and 24 hour supports. This funding will also establish mobile integration, development and testing of non-traditional fee models, and prior learning assessment. Lastly, the college will need to establish partnerships with entities with physical presence, establish partnerships with employers and other partners to review and inform program pathway design and delivery.
 - \$16 million for scaling efforts: Support scaling efforts over the seven year start-up period, including specialized admissions and records services and financial aid services and related student support services.
 - \$11 million for operations development: Development of business processes, legal support, initial and long-term staffing plan, development of responsive metrics and indicators driving student success to inform design.

- \$5 million for implementation of business plan and establishing accreditation: Supports implementation of a seven-year business plan with key milestones, indicators, and outcomes to facilitate the college's scaling effort; supports the process of seeking and establishing accreditation.
- Ongoing operations costs \$20 million:
 - \$3 million for ongoing technology related costs: Annual licensing for use of technology, website and related tools and network support, maintenance and upgrade, ongoing training.
 - \$5 million for program pathways: Pathway validation and development, content development and improvements, continuous assessment of student program pathways.
 - \$11 million for salaries and benefits, facilities, office equipment, supplies, travel, collaboration tools and incidentals.
 - \$1 million for other professional services.

The Administration notes that public universities and community colleges are inadequately serving the 2.5 million Californians between the ages of 25 and 34 who are in the workforce but lack a postsecondary degree or credential. These individuals tend to be lower income, and are underrepresented minorities. As a result, these individuals seek educational assistance outside of California or through for-profit institutions, paying tens of thousands of dollars but too often just ending up buried in debt. Based on materials provided by the Administration, the California Online College is intended to assist this population and provide them with short-term credentials and certifications with labor market value, and sub-associate degree credentials. The college will offer at least three program pathways in the first three years of program implementation. It will enroll students by the last quarter of 2019. By the sixth year of implementation, there would be at least 16 program pathways.

The Governor's budget summary states that the college's initial focus would be to develop content and programs to provide vocational training, career advancement opportunities, and credentialing for careers in child development, the service sector, advanced manufacturing, health care and in-home supportive services, among other areas. Consistent with the Administration's proposed Student-Focused Funding Formula, apportionment funding for this program will be based on enrollment, the number of underrepresented students enrolled, and student outcomes.

Furthermore, the online college will also inform professional development opportunities for faculty and staff of the 114 colleges, including learning science, competency-based education, and other teaching and learning technologies.

The budget also proposes to accelerate the expansion of courses available through the Online Course Exchange, which will expand access to fully online Associate Degrees for Transfer, and establish a minimum number of fully online transfer degree programs. However, the budget does not propose additional funds for this purpose.

Creates an Intersegmental Online Education Learning Lab for Faculty – The budget proposes \$10 million General Fund (ongoing) aimed at improving the quality of online courses at UC, CSU, and CCC. The Office of Planning and Research would award a multiyear grant to a consortium of institutions. The consortium, in turn, would train faculty from all three segments on effective practices for teaching online. The consortium also would be charged with procuring or developing technology that faculty can use to better assess student learning in their online classes, as well as developing and curating a virtual library of exemplary online courses and course materials.

ISSUES TO CONSIDER

According to the Administration, there are over 100,000 students enrolled in online classes at private institutions, with about 74,000 (60,100 in private for-profit, and 14,000 in private non-profit) enrolled exclusively in distance education. The costs for online credentials, certificates and associate degrees in private institutions are typically higher than at a community college, with some being seven times higher per unit. The purpose of the proposal is to serve 2.5 million Californians between the ages of 25 and 34 who are in the workforce but lack a postsecondary degree or credential through the creation of the online college. While the Administration's goal of serving working adults is important, the Legislature should carefully evaluate the proposal and its implications on students and the state. Specifically, the Legislature may wish to consider governance, accreditation, staffing, and student support services, among others. Trailer bill language was released on February 1, 2018; as a result, staff was not able to provide an in-depth analysis on trailer bill language prior to the budget committee hearing. However, as budget hearings progress, both senate fiscal and policy staff will thoroughly analyze the language.

Governance. The Board of Governors (BOG) of the CCCs was established in 1967 to provide statewide leadership to California's community colleges. The 17-member Board of Governors is appointed by the governor and formally interacts with state and federal officials and other state organizations. The BOG selects a chancellor for the system. The chancellor, through a formal process of consultation, brings recommendations to the BOG, which has the statutory authority to develop and implement policy for the colleges. The 17 members consist of 16 voting members, as follows:

- 12 members appointment by the Governor, and approved by the California State Senate with a two-thirds vote to six-year terms. Two of these members must be current or former elected members of a local community college district governing board.
- One voting student member and one nonvoting student member.
- Two voting tenured faculty members from a community college, appointed by the Governor for two-year terms.
- One voting classified employee, appointed by the Governor for a two-year term.

Each of the 72 community college districts has a locally-elected Board of Trustees, responsive to local community needs and charged with the operations of the local colleges, and typically serves four-year terms. This local Board of Trustees is elected either at large from the community college district boundaries or based on each trustee areas in the community college district.

Based on information provided by the Administration, the BOG will initially serve as the California Online College's governing board, and can designate members with the appropriate skills and experience to act on its behalf. The new district will have the authority to (1) create new online program pathways to serve the targeted student population; (2) coordinate the creation of online learning resources and student supports; (3) identify shortcomings in the student experience and develop solutions; (4) leverage the technology infrastructure made available through the OEI and other Chancellor's Office-funded integrated technologies endeavors; (5) re-design transcripts to link certificates, courses, and competencies, and provide them in a digital, verifiable format that students can quickly access and that can follow the students; (6) develop quality assurance frameworks for employability as part of its outcomes requirements, to establish quality rubrics informing the curriculum development, the student experience, and student support structures; and (7) build a Research and Development Unit.

The Legislature may wish to consider whether the BOG is the appropriate entity to oversee the new college district. Unlike local governing boards, which are elected locally based on boundaries of a community college district, the BOG is appointed by the Governor with confirmation from the Senate. This raises questions of how the BOG would be held accountable for the online community college. Moreover, the BOG would oversee the college, but will also continue with its other responsibilities to oversee the entire system and all 114 colleges. Additionally, this proposal would expand the scope of the work of the Chancellor's office, which may create conflicts of interest. For example, the Chancellor's Office as the systems regulatory agency could be in competition with other colleges. The Legislature may wish to consider if the additional responsibilities and autonomy given to the BOG is appropriate, or if there is a potential for a conflict of interest. The BOG has experience in overseeing systemwide efforts and initiatives, however it is unclear if this translates into the running the day-to-day activities of community college district, which includes responsibilities such as curriculum development, and employing and assigning personnel and faculty.

While the proposal designates the BOG as the initial governing board, it is unclear who would oversee the college in the long-term. The Chancellor's Office notes that an independent governing board would be established upon the college meeting certain benchmarks. Trailer bill language specifies that by July 1, 2025, a District Board of Trustees would be established, and would consist of five voting members and two non-voting members as follows: one voting member appointed by the Assembly, one voting member appointed by the Senate, three voting members appointed by the Governor, and two non-voting members appointed by the Governor. Trailer bill language does not specify the benchmarks the BOG must meet in order to transition to a new board. The Legislature may wish to consider if it is appropriate to have an appointed statewide governing board oversee the new community college district, which departs from the process that other community colleges must follow.

Under the Governor's proposal, the online college proposal targets the specified population by providing flexible course scheduling and start times that do not adhere to a traditional academic calendar, and competency-based education. The Administration notes that the college would have

policies and regulations that allow for greater flexibility than what is currently applied to existing online and traditional in-person courses. However, it is unclear which existing regulations and laws would apply to the new college, that apply to all community colleges. Some of these structures are a part of existing local collective bargaining agreements. If one of the goals of the proposal is to provide greater flexibility and options, the Legislature may wish to consider if there are other alternatives, such as modifying existing policies, regulations and laws, or if the creation of a new entity is the solution.

Accreditation. In general, for students to receive federal and state financial aid, such as the Cal Grant and Pell Grants, colleges are required to seek accreditation and meet certain requirements. Trailer bill language specifies that by July 1, 2021, the college must apply for accreditation from a U.S. Department of Education recognized accreditor; however, it is unclear who the accreditor will be. In lieu of receiving state or federal financial aid, the Chancellor's Office notes that under the proposal, students would be eligible for fee waivers that mimic the California Promise Grants and College Promise fee waivers.

The Accrediting Commission for Community and Junior Colleges, Western Association of Schools and Colleges (ACCJC) is part of the Western region. There are many eligibility requirements for ACCJC accreditation, such as having a substantial portion of the institution's educational offerings be programs that lead to degrees, and the college must have at least one degree program that is two academic years in length. In addition to providing short-term credentials and certifications, materials provided by the Administration and the Chancellor's Office notes the online college would also issue sub-awards and badges, however it is unclear if these will meet the ACCJC threshold, or if the college will seek accreditation with another entity for these. Moreover, the college would not have existing degrees into which micro-credentials could easily stack; the college would have to negotiate agreements with existing colleges and their programs. Since the college would not initially be accredited, the college would not be able to offer credit instruction to students. Should a student wish to transfer, or wish to continue their education elsewhere, it is unclear if other colleges would accept these courses or count them towards a degree, certificate or program.

Staffing and Professional Development. According to the Administration, the online college will hire faculty, student support service experts, and other staff. The trailer bill notes that initially, the employer (BOG) representatives will meet and confer with representatives of its employees. As the online college becomes more established, it will transition to collective bargaining with representatives of its employees. Under the Educational Employment Relations Act (EERA), all community college employers are required to participate in collective bargaining with the exclusive representatives of their employees. This allows faculty and staff to negotiate salaries, health, benefits, working conditions, class size, among others. Additionally, under EERA collective bargaining is defined as "meeting and negotiating," of which meeting and conferring is only one part. Under collective bargaining, parties are legally required to reach an agreement and must comply with negotiated and agreed upon contracts. However, under meet and confer, there is no such requirement to comply. The proposed trailer bill language does not specify a process or timeline of when collective bargaining would occur. The Legislature may wish to consider the precedence this establishes for public employees moving forward.

In order for an online course to succeed, the PPIC report notes that faculty members must receive appropriate training and ongoing professional development. The PPIC also notes that most colleges lack centralized planning, funding, and expertise in online course development, as a result

responsibility falls primarily on the shoulders of faculty members. Moreover, the Community College Research Center (CCRC) at Columbia University, studied entry-level online courses at community colleges, and found higher levels of interpersonal interaction correlated with better student performance in online courses; online students placed a high value with interaction with instructors. When instructors used interactive technologies consistently and purposefully students felt less isolated and felt a greater sense of engagement and caring on the part of the instructor. Resources offered through the OEI, such as the creation of online course design standards rubric, self-paced and facilitated workshops, and training courses, have started to fill this gap. Specifically, all courses in the Course Exchange must be certified and aligned to the course design rubric, which means that all faculty who design or teach courses on the exchange are exposed to best practices. Under the Governor's proposal, \$23 million one-time Proposition 98 General Funds is for core functions of the college, a portion of which could be spent on faculty and staff experience and supports, staff training, quality assurance on instructional and 24x7 supports, among other functions. The Governor's proposal states that the online college can share its methods, learning, insights with the OEI and professional development and training opportunities through the Institutional Effectiveness Partnership Initiative. The Legislature may wish to consider leveraging existing resources and structures to help all colleges and faculty.

Student Fees. Currently, the enrollment fees for online and in-class courses at the CCCs are the lowest in the country, at \$46 per unit, and have not changed since 2012-13. Under the Administration's proposal, the online college could continue with the current fee-per-unit model, but it would also have the flexibility to offer an experimental, subscription-based flat rate for a set time period (or academic term). Regardless of the college's fee structure, the Chancellor's Office notes that students would be eligible for fee waivers that mimic the California College Promise Grants and College Promise fee waivers available pursuant to Assembly Bill 19 (Santiago), Chapter 735, Statutes of 2017.

Funding. Currently, funding for community colleges relies heavily on enrollment. Enrollment growth is based on changes in the adult population and excess unemployment, prior demand, and other factors. Over the last few years, colleges are experiencing declining enrollment. The 2016-17 budget set a systemwide growth target of two percent; however the actual growth was 0.67 percent. Moreover, of the 72 districts, 30 had declining enrollment, 12 are not growing, and 30 are growing. In an effort to increase enrollment, colleges are exploring a variety of options, including conducting greater outreach and marketing, and offering night or Friday classes. Consistent with the Governor's budget proposal for a Student-Focused Funding Formula, apportionment funding for the online college would take into account student enrollment and the number of underrepresented students enrolled in the college, as well as incentivizing the online college to focus on student success. Trailer bill language notes that for the first three years, a districts success metric may be based on the statewide average of all other colleges. As many colleges are struggling with declining enrollment, the Legislature may wish to consider options to incentivize and expand access for students through online education and traditional in-person courses.

Student Support Services. Currently, online education students can access various in-person student support services at their college of residence; including disability support programs and services, tutoring centers, campus libraries, computer labs, counseling, veterans' services, education opportunity programs and services (EOPS), Umoja, and various student organizations and groups. Under the Governor's proposal, \$23 million Proposition 98 General Fund one-time would be used to set up of core functions, this includes the design of student-centered experience and supports and other 24x7

supports. The online college could collaborate with other community colleges, other education providers, community-based organizations, employers, unions, and libraries, to enable students of the online college to access in-person support services at other physical locations as needed. However, initially, the college will not have these types of partnerships established, and student services may be limited. Additionally, students enrolled in the online college will be spread throughout the state, and it is unclear if there will be equal access to in-person services.

Also, studies have shown that some CTE courses are relatively expensive to deliver. This includes equipment costs and student-to-instructor ratios (including for supervised practicums and laboratory sections) as the two main factors. Under the Administration's proposal, students all over the state would be able to take classes from the online college; however, similar to the support services, it is unclear how in-person hands on training would be offered, and whether or not there would be equitable distribution of this training. It will be important for the online college to ensure students have hands on training, particularly if the college is targeting working adults to help them move up on the career ladder.

Regional and Statewide Approach. The state has made significant investments in workforce development. Specifically, the Strong Workforce Program (SWP) and adult education have focused on addressing regional workforce and student needs.

- **Strong Workforce Program (SWP):** The 2016-17 budget established the SWP, and provides \$248 million ongoing Proposition 98 General Fund for regional CTE consortium to expand CTE and workforce development courses, programs, pathways, credentials, certificates, and degrees that are responsive to the needs of employers, workers, civic leaders, and students. Each regional consortium must collaborate with other public institutions, such as LEAs, adult education consortia, local workforce development boards, civic representatives, representatives from the labor community, economic development and industry sector leaders. Each regional consortia is required to develop a plan based on regional economic and student needs, and develop strategies related to CTE and workforce development courses, programs, and pathways for the region. These plans are required to be aligned with, and expand upon the activities of existing workforce and education regional partnerships, including those partnership activities that pertain to regional planning efforts established pursuant to the federal Workforce Innovation and Opportunity Act (WIOA), adult education block grant consortia, and K-12 career technical education programs.
- **Adult Education Block Grant:** The Adult Education Block Grant (AEBG) was created in 2015-16 and provides \$500 million in ongoing Proposition 98 funding annually for the provision of adult education through the K-12 and community college systems and their local partners. The program has restructured the provision of adult education through the use of regional consortia, made up of adult education providers, to improve coordination and better serve the needs of adult learners within each region. There are currently 71 regional consortia with boundaries that coincide with community college district service areas. Formal membership in consortia is limited to school and community college districts, county offices of education (COEs), and joint powers agencies (JPAs). With input from other adult education and workforce service providers, such as local libraries, community organizations, and workforce investment boards, the consortia have developed regional plans to coordinate and deliver adult education in their regions. Each consortia is required to adopt a plan that evaluates of the educational needs of

adults in the region, how they will meet the needs, how they will align the plan with existing regional plans pertaining to the building of career pathways and the employment of workforce sector strategies and those required pursuant to the federal WIOA.

The Governor's 2018-19 budget proposes an increase of \$20.5 million for a cost-of-living-adjustment for the program, with \$5 million for a data collection and accountability system.

As evident from the programs above, the state has pursued a regional approach for workforce development and CTE to help align services and programs to regional workforce needs. The Administration notes that the new online college will build on the momentum established by the SWP. However, the Administration's approach seems to depart from the state's regionally focused initiatives for workforce development in creating a statewide education entity. As mentioned previously, the proposal will initially focus on careers in child development, the service sector, advanced manufacturing, health care and in-home supportive services; however, it is unclear how the badges and sub-associate degrees, as well as unaccredited courses will meet the needs of local economic regions. Additionally, the SWP has only been in place for two years, the Legislature may also wish to consider whether the program or the AEBG needs to be modified to address these needs.

Other Issues to Consider. The state has made significant investments in online education and workforce development over the last few years. Specifically, OEI, as noted above, is a collaborative effort among colleges to increase the number of students who obtain associate degrees and/or transfer to four-year colleges through high quality online instruction and student support. In October 2017, MindWires, LLC., conducted an analysis of OEI, and found that the initiative has brought substantial long-term and systemwide benefits in terms of efficiency and effectiveness. Specifically, success rates for students enrolled in courses under the OEI, which met the rubric standards, were higher than the statewide average. The results were similar for African American students, and students between the ages of 30 and 39. One of the options under the FLOW workgroup was to establish FLOW as an extension of OEI.

The report noted several pros regarding this option, including:

1. Established infrastructure that helps collaborate across campuses.
2. Existing OEI participating colleges might shorten time to launch (as colleges would likely have strengths in different programmatic areas), but adding staff to OEI to accomplish a new mission may not improve start-up time.
3. Colleges would have existing CTE certificate and degree programs into which microcredentials could "stack."
4. Would be the option with the greatest support from the colleges and their faculties.

The report also listed several cons for this option, including:

1. Complicated to manage with participating colleges having competing priorities and constraints based on existing policies and practices.
2. Constrained by existing structures, policies, processes and procedures (e.g. development and approval processes and timelines, delivery mechanisms designed for existing student population that might not serve FLOW students effectively, and financial and student record systems designed to work only on one campus).
3. May be difficult to move quickly and scale up. California's prior experience in a similar endeavor (OEI's work) has been focused on associate degree completion – this new initiative would expand the mission to include CTE programs, sub associate programs and certificates, and engage in workforce development. This change in focus could take time.
4. Existing campus programs on which FLOW would depend for initial content were designed to serve a local workforce market. Expanding their reach to statewide audiences will require relief from constraints on marketing outside district boundaries and considerable support from the coordinating entity.

The Chancellor's Office notes that the OEI is not a substitute for comprehensively addressing system-wide barriers needed to effectively serve working Californians who predominantly need sub-associate degree credentials. Moreover, the report notes that the OEI and existing structure, policies, processes and procedures might not serve FLOW students effectively. The Legislature may wish to consider whether legislation or regulatory changes are necessary to address this, or if creating a new college with different rules is the solution.

Panelist Biographies

Eloy Ortiz Oakley, Chancellor of the California Community Colleges



The California Community Colleges Board of Governors appointed Eloy Ortiz Oakley as chancellor for the California Community Colleges beginning December 19, 2016.

Eloy Ortiz Oakley is best known throughout California and the nation for implementing innovative programs and policies that help students succeed in college. Under Oakley's leadership, the Long Beach Community College District has received numerous awards and recognitions for its efforts to improve student completion rates and for directly supporting a strong small business and entrepreneurship eco-system throughout the greater Southern California region.

Oakley was appointed as the Superintendent-President of the Long Beach Community College District (LBCCD) in 2007. He has provided statewide and national leadership on the issue of improving the education outcomes of historically underrepresented students. For his efforts, the James Irvine Foundation recognized him with their 2014 Leadership Award. Also in 2014, Gov. Brown appointed Oakley to the University of California Board of Regents. In this role, Oakley is using his experiences to better serve all Californians in higher education.

Partnering with the Long Beach Unified School District (LBUSD) and California State University, Long Beach (CSULB), Oakley helped form the nationally recognized Long Beach College Promise (College Promise). Through the College Promise, LBUSD administrators and high school teachers work with college faculty and staff to create clear structured pathways for students to follow as they move from one education institution to another. These pathways prepare LBUSD high school graduates to succeed in college, and College Promise students are guaranteed a tuition-free year at LBCC and preferred admission status to CSULB after completing the transfer requirements. The College Promise has been replicated by numerous colleges and universities throughout California and is cited as a model education partnership by several education organizations and foundations, including the California Little Hoover Commission, the Washington DC based Business Higher Education Forum, the James Irvine Foundation, and the White House Initiative on Education Excellence for Hispanics. In 2015, President Obama launched the America's College Promise initiative that was modeled in part on the Long Beach College Promise.

He joined LBCCD in 2002, serving as the assistant superintendent/executive vice president of administrative services. In this capacity, Oakley undertook supervision of the Measure E Bond construction program for the district and oversaw the finances and operations of the district's two campuses. Before that, he served as the vice president of college services at Oxnard College; the assistant vice president of the Property & Casualty Division of Keenan & Associates and the manager of risk services at the Coast Community College District. Oakley also served as an adjunct faculty member teaching in and coordinating the Environmental Technology Certificate Program at Golden West College.

Oakley serves on the boards and committees of the University of California Board of Regents, the Los Angeles Chamber of Commerce, the California Forward Leadership Council, the College Futures Foundation, the American Association of Community Colleges, the YMCA of Greater Long Beach and the Long Beach Rotary Club. He sits on the advisory board for the CSULB Ed.D. Program in Educational Leadership.

He is a member of the National Association for the Advancement of Colored People (NAACP), the Association of California Community Colleges Administrators (ACCCA), the Presidents for Entrepreneurship Forum and a founding member of the President's Alliance for Student Learning and Accountability and Latino President's for Student Success.

Cecilia V. Estolano, President of the Community College Board of Governors



Cecilia V. Estolano is an expert in sustainable economic development and urban revitalization. She is co-founder of Estolano LeSar Perez Advisors (ELP Advisors) which provides consulting services to public agencies, foundations, business associations and other stakeholders seeking to grow thriving, healthy and vibrant communities. Ms. Estolano previously served as Chief Executive Officer of the Community Redevelopment Agency of the City of Los Angeles (CRA/LA).

Under Ms. Estolano's tenure, CRA/LA was the largest redevelopment agency in California, with an annual budget of over \$726 million and a work program covering 32 project areas. Ms. Estolano redefined the role of CRA/LA, rebuilt its housing department, shepherded CRA/LA's adoption of landmark policies on local hiring in construction jobs and the promotion of Healthy Neighborhoods, and created a \$42 million Land Acquisition Fund to jumpstart development in underserved markets like South Los Angeles. Ms. Estolano conceived of Los Angeles' CleanTech Corridor and was an early driver behind the creation of Clean Tech Los Angeles and the Los Angeles CleanTech Incubator.

Prior to joining CRA/LA, Ms. Estolano was Of Counsel in the Los Angeles office of the law firm of Gibson, Dunn & Crutcher. She represented developer, private equity fund and lender clients in land use, zoning, redevelopment, environmental, real estate, energy and telecommunications matters.

Ms. Estolano's career includes service on the California Coastal Commission, as a Special Assistant Los Angeles City Attorney, as a Senior Policy Advisor with the U.S. Environmental Protection Agency, and as Environmental Policy Advisor to Los Angeles Mayor Tom Bradley. Ms. Estolano is a graduate of UC Berkeley School of Law and holds an M.A. in Urban Planning from UCLA. She received her undergraduate degree in Social Studies with honors from Harvard-Radcliffe Colleges. Ms. Estolano is a former Regents Lecturer at UCLA and the former Lee Chair in Real Estate Law and Urban Planning at the School of Law and College of Environmental Design at the University of California, Berkeley, where she taught courses in urban planning and sustainable economic development. Ms. Estolano also sits on the Board of Directors of Manufacturing Renaissance, the National Employment Law Project, and the California Center for Public Health Advocacy.

Thuy Thi Nguyen, President of Foothill College



Thuy Thi Nguyen (Thúy Thị Nguyễn) serves as the seventh President of Foothill College in Los Altos Hills, California, a position she has held since July 2016. Nguyen is believed to be the first Vietnamese American college president in the country.

Prior to her arrival at Foothill, Nguyen served as interim general counsel for the California Community College's Chancellor's Office. As overseer of equal employment opportunity plans, she led the move to an innovative funding approach that encourages community colleges to assess and strengthen their efforts in equal employment opportunity. Nguyen also organized regional training workshops covering such topics as why diversity in hiring matters and how to address unconscious bias, highlighting evidence that a diverse faculty helps close the student achievement gap.

For over eleven years, Nguyen was the General Counsel for the Peralta Community College District. At different points during her tenure at Peralta, she served in additional roles as Acting Vice Chancellor for Human Resources, District-wide Strategic Planning Manager, and legislative liaison. From January to June 2015, Nguyen took temporary leave from Peralta CCD to serve as Interim President and Chief Executive Officer of the Community College League of California.

Nguyen was an adjunct instructor teaching education law for several years at what is now California State University, East Bay. She is immediate past board president of the Marcus Foster Education Institute, which promotes excellence and educational opportunity in East Bay and San Francisco public schools.

Nguyen is the founding board chair of California L.A.W. Pathway, a non-profit organization that coordinates the unprecedented statewide 2+2+3 Community College Pathway to Law School program that Nguyen initiated with the State Bar of California's Council on Access and Fairness. In 2016, Nguyen received the coveted Diversity Award from the State Bar of California, an award given to an individual who has helped diversify the legal profession.

In 2002, Thuy was listed among "30 Most Influential Asian Americans Under 30" nationally by Rainmaker Political Group (politicalcircus.com). In 2007, she was named one of eighteen "Best Lawyers Under 40" in the country by the National Asian American Bar Association. In 2011, the Vietnamese American Bar Association of Northern California honored her its Trailblazer Award, and in 2012, the Minority Bar Coalition presented her with its Unity Award. The National Conference for Vietnamese American Attorneys presented her with its 2017 Trailblazer Award.

On July 4, 2017, Nguyen was honored as part of the Carnegie Corporation's "Great Immigrants" tribute in the New York Times. The tribute is aimed at recognizing naturalized citizens who have helped advance society, culture and the economy. Nguyen earned her B.A. in Philosophy from Yale University and her Juris Doctor degree from the University of California, Los Angeles School of Law, where she was a member of the inaugural class of the Public Interest Law and Policy Program. Nguyen is a Rotarian and a Paul and Daisy Soros for New Americans Fellow.

Dr. William T. Scroggins, President and CEO of Mt. San Antonio College



Dr. William (Bill) T. Scroggins took office as the ninth President & CEO of Mt. San Antonio College on July 1, 2011. Dr. Scroggins has both policy and management oversight responsibility for California's largest single-campus community college district. Mt. SAC has some 2,900 employees and serves over 60,000 students annually on a 420-acre campus, located in Walnut, CA. The campus is in the midst of a comprehensive facilities construction and renovation program to provide an environment for innovative teaching and learning.

Since arriving at Mt. SAC, Dr. Scroggins has devoted his energy and skill in building on the College's culture of excellence and innovation. He has dedicated himself to securing the necessary resources to foster student success, enhance greater operational efficiency across the College, provide professional development opportunities for employees, and recognize them for noteworthy accomplishment. Strategically, he has mapped out a strategic plan that addresses the academic needs of students for the 21st century and to provide a campus environment that fosters innovative teaching and learning through the College's comprehensive facilities master plan.

Dr. Scroggins came to Mt. SAC with nearly 40 years of experience in higher education including 11 years as an administrator. Just prior to his Mt. SAC appointment, he served as Superintendent/President of College of the Sequoias in Visalia since 2006. One of his crowning achievements was the passage of three voter-approved local bond measures that resulted in the creation of college centers in Hanford and Tulare. In alignment with Mt. SAC's student success initiative, Dr. Scroggins led College of the Sequoias in instituting and revitalizing important academic support functions such as the Writing Center; the Math, Engineering, and Science Achievement (MESA) Program; the First-Year Experience Learning Communities; as well as faculty and staff development. Under his leadership, the College also launched initiatives similar to those in place at Mt. SAC including mandatory orientation, first-day attendance, and interventions for students on academic probation.

Prior to College of the Sequoias, Dr. Scroggins served as Vice President of Instruction at Modesto Junior College for five years and as Interim President for two years. He also served as Dean of Science and Math at San Bernardino Valley College after a 26-year career as a chemistry professor at El Camino and Chabot colleges.

Dr. Scroggins became well known throughout California's community colleges for his work with the statewide Academic Senate, serving as its president from 1997 to 1999. He is the author of three chemistry books and is in demand as a speaker on a wide range of topics in higher education including curriculum, technology, shared governance, articulation and transfer, and student learning outcomes.

Dr. Scroggins is no stranger to the San Gabriel Valley or to Mt. SAC. He is an alumnus of La Puente High School, attended Mt. SAC, and went on to earn his bachelor's degree in chemistry at UCLA and his doctorate in chemistry at UC Riverside.

John Stankas, Vice President of the Academic Senate for California Community Colleges



John Stankas is the Vice President of the Academic Senate for California Community Colleges. His assignments include legislative issues, state-wide effort to define the parameters and ensure the continued success of the California Community College Baccalaureate Degree, intersegmental collaboration with the CSU and UC Academic Senates, and to provide professional development to the colleges. He has also served as the curriculum chair, accreditation chair, noncredit chair, and adult education chair for the ASCCC. He is a full-time faculty member at San Bernardino Valley College with an earned Ph.D. in Chemistry.

Cheryl Aschenbach, Co-Chair, OEI Steering Committee, ASCCC Executive Committee member, Professor of English, Lassen College



Cheryl Aschenbach is an English professor and Academic Senate President at Lassen Community College in Susanville, CA. She is also an elected representative for the Academic Senate for California Community Colleges (ASCCC) where her work has focused on noncredit, basic skills, curriculum, online education, open educational resources, and assessment.