
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: SB 769 **Hearing Date:** April 26, 2017
Author: Hill
Version: April 17, 2017
Urgency: No **Fiscal:** Yes
Consultant: Olgalilia Ramirez

Subject: Baccalaureate Degree Pilot Program

SUMMARY

This bill authorizes the Community College Chancellor's Office in consultation with the California State University (CSU) and University of California (UC) to expand the total number of California Community College (CCC) baccalaureate degree pilot programs from 15 to 25 and extends the January 1, 2024 repeal of the statewide pilot program by five years.

BACKGROUND

Existing law:

- 1) Differentiates the missions and functions of public and independent institutions of higher education. Under these provisions:
 - a. The primary mission of the CSU is required to offer undergraduate and graduate instruction through the master's degree. The CSU is authorized to establish two-year programs only when mutually agreed upon by the Trustees and the CCC Board of Governors. The CSU is also authorized to jointly award the doctoral degree with the UC and with one or more independent institutions of higher education.
 - b. The UC is authorized to provide undergraduate and graduate instruction and has exclusive jurisdiction in public higher education over graduate instruction in the professions of law, medicine, dentistry and veterinary medicine. The UC is also the primary state-supported academic agency for research.
 - c. The independent institutions of higher education are required to provide undergraduate and graduate instruction and research in accordance with their respective missions.
 - d. The mission and function of the CCC is the offering of academic and vocational instruction at the lower division level and the CCC are authorized to grant the associate in arts and the associate in science degree. The community colleges are also required to offer remedial instruction, English as a Second Language instruction, and adult noncredit instruction, and support services which help students succeed at the postsecondary level. (Education Code § 66010.4)

- 2) Authorizes the Board of Governors of the California Community Colleges (CCC), in consultation with the California State University (CSU) and the University of California (UC), to establish baccalaureate degree pilot programs, at up to 15 community college districts, with one baccalaureate degree program each, as specified, to be determined by the Chancellor of the CCC and as long as it does not duplicate a baccalaureate degree program already offered by the CSU or the UC Completion of an independent evaluation by the Legislative Analyst's Office (LAO) is also required and sunsets the program on July 1, 2023. (EC § 78040 et seq.)

ANALYSIS

This bill authorizes the Community College Chancellor's Office in consultation with the CSU and UC to to expand the total number of California Community College (CCC) baccalaureate degree pilot programs from 15 to 25 and extends the January 1, 2024 repeal of the statewide pilot program by five years. Specifically it,

- 1) Removes all of the following prohibitions and limitations for district baccalaureate pilot programs:
 - a) That a district be limited to only one baccalaureate degree program at one campus within the district, as determined by the local governing board and approved by the Board of Governors.
 - b) That a student completes his or her degree by the end of the 2022-23 academic year.
- 2) Authorizes the offering of a baccalaureate degree program or program curricula already offered by the CSU or the UC provided that the CCC district's program or program curricula is not within 100 miles of the CSU's or the UC's program or program curricula.
- 3) Removes the requirement that the LAO in its evaluation of the statewide baccalaureate degree pilot program make a recommendation on whether and how the program should be extended.
- 4) Makes other technical and non-substantive changes.

STAFF COMMENTS

- 1) ***Need for the bill.*** According to the author, the state faces an urgent need to increase the number of Californian's with four-year degrees by 2030, as population and education trends suggest that only 33 percent of working-age adults in California will have a BA degree— a shortfall of 1.1 million college graduates. This bill seeks to address the skills gap by expanding the existing authorization to offer baccalaureate degrees at CCC. The author further asserts,

that the pilot program needs to be expanded so that the Legislative Analyst's Office (LAO) can have a larger sample size to review program success and so more community colleges can have access to baccalaureate programs.

- 2) **Status of existing pilot.** Senate Bill 850 (Block, Ch. 747, Stats. 2014) authorized the board of governors, in consultation with the California State University (CSU) and the University of California (UC), to establish a baccalaureate degree pilot program. The pilot program allows up to 15 participating community college districts to offer one baccalaureate degree program each to meet local workforce needs as long as it does not duplicate a baccalaureate degree program already offered by the CSU or the UC. The LAO will conduct interim and final evaluations of the pilot program, which are due on July 1, 2018, and July 1, 2022, respectively. SB 850 sunsets on July 1, 2023.

Under SB 850, the four-year degree programs must be up and running by the 2017-18 academic year. Below is the list of colleges that were selected to participate in the pilot:

1. Antelope Valley College (airframe manufacturing technology)
2. Bakersfield College (industrial automation)
3. Cypress College (mortuary science)
4. Feather River College (equine industry)
5. Foothill College (dental hygiene)
6. Mesa College (health information management)
7. Mira Costa College (biomanufacturing)
8. Modesto Junior College (respiratory care)
9. Santa Ana College (occupational studies)
10. Shasta College (health information management)
11. Skyline College (respiratory care)
12. West Los Angeles College (dental hygiene)
13. Rio Hondo College (automotive technology)
14. Santa Monica College (interaction design)
15. Solano Community College (biotechnology)

According to the Community College Chancellor's Office (Chancellor's Office), of the 15 colleges, 10 started offering classes for their baccalaureate degree pilot programs in fall 2016: The 5 remaining colleges will begin offering classes by fall 2017. The Chancellor's Office reports that for the fall 2016, 206 students are enrolled in the baccalaureate degree pilot program.

Additionally, the Chancellor's Office indicates that, it is focused on supporting the existing pilot colleges in establishing successful baccalaureate programs and until the evaluation of the state's existing pilot program is completed, it is unable to support the expansion of the program.

- 3) **Capacity and cost?** The 2015-16 budget trailer bill, SB 81 (Committee on Budget and Fiscal review, Chapter 81, Statutes of 2015) provided \$6 million one-time Proposition 98 General Fund to support the implementation of the SB 850 pilot program. Colleges could use these funds for equipment, space, staff, faculty, professional development, library resources, travel to conferences, and

consultants. An additional \$750,000 was provided for professional development and to the 15 pilot colleges. The 2016-17 budget included \$2.5 million ongoing Proposition 98 General Fund for outreach aimed at the baccalaureate degree pilot program, among other things.

Significant reductions in Community College Chancellor's Office (Chancellor's Office) staffing occurred in the early 2000s and over a multiyear period, resulted in a drop in staff of approximately 235 to 145 employees by the end of 2003. The Governors 2017-15 budget proposal recognizes the need to develop an organizational framework and increase staffing that will better enable the Chancellor's Office to support colleges and students within the scope of its existing responsibilities.

The committee may wish to consider:

- Does the Chancellor's Office currently have the capacity to provide the appropriate level and oversight to even more pilot colleges?
- Given the Chancellor's Office current struggles with adequate staffing for its core responsibilities, is an expansion of the program as outlined in SB 769 appropriate at this time?
- Under SB 850, student fees for upper division coursework will be equal the Chancellor's Office fee (\$46 per unit) plus \$84 per unit, for a total estimated cost of about \$10,000 to obtain a bachelor's degree. SB 850 also required an evaluation of program costs and funding sources, including a calculation of cost per degree awarded. Should the pilot program be expanded absent the Legislative Analyst's Office (LAO) evaluation of costs/sources of funding to assess whether this is a sustainable fee level?

- 4) **Premature expansion.** As previously noted, the LAO will conduct interim and final evaluations on the pilot program, which are due on July 1, 2018, and July 1, 2022, respectively, before the pilot program sunsets on July 1, 2023. The reports will include an evaluation of cost and funding sources that were used to fund programs, current trends in workforce demands that require four-year degrees in the specific programs offered through the pilot, completion rates, the impact of baccalaureate degree pilot program on underserved and underprepared students, information on job placement of graduates and recommendations on whether and how the statewide baccalaureate degree pilot program can or should be extended and expanded.

This bill would expand the baccalaureate degree pilot program prior to full implementation and prior to the completion of an independent evaluation by the LAO. Is it prudent to make such significant changes to a program prior to receipt of a statutorily mandated evaluation?

In order to allow for the statutorily prescribed program evaluation, and ensure the success and support of existing pilot colleges prior to expansion, the committee may wish to consider:

- a) Should the bill be amended to reinstate the existing limit on participation in the program to 15 campuses from 15 different districts, as specified under current law?
 - b) Should the bill be amended to reinstate the requirement that the Legislative Analyst's Office (LAO) in its evaluation of the statewide pilot program, make a recommendation on whether and how the program should be extended?
- 5) **Related study group report.** In 2013, prior to the passage of SB 850 (Block, Chapter 747, Statutes of 2014), the Community College Chancellor appointed a study group to review the various aspects of bachelor degrees at community colleges. The *Report from California Community Colleges Baccalaureate Degree Study Group*, acknowledges questions and reservations that community college bachelor's degrees represent a further erosion of the Master Plan, the potential for duplication of programs, and concerns that broadening the California Community College (CCC) mission would diminish attention to transfer, basic skills, and career technical education. The study group recommended that further work proceeds with ongoing dialog with California State University (CSU) and University of California (UC), and that further study should consider the potential impact on the current mission of the CCC as well as on existing programs at local campuses.
- 6) **Master Plan for Higher Education.** As outlined in the Master Plan for Higher Education and by state statute, the CCCs are designated to have an open admission policy and bear the most extensive responsibility for lower-division undergraduate instruction. Its three primary areas of mission include education leading to associates degrees and university transfer, career technical education, and basic skills. The primary mission of the CSU is undergraduate and graduate instruction through the master's degree. The UC was granted the sole authority to offer doctoral degrees.
- Notwithstanding the differentiation of mission envisioned by the Master Plan and outlined in statute, the Legislature has authorized the CSU to go beyond its original mission to offer four professional doctoral degrees which include the Doctor of Audiology, Doctor of Education, Doctor of Physical Therapy and Doctor of Nursing. Fees were capped at the rate charged at the UC, no additional funding was provided by the state, and these programs were to be implemented without diminishing or reducing enrollment in undergraduate programs. Additionally, The CSU programs offer applied doctorates and are not duplicative of degrees offered by UC. These authorities were more limited in scope than that proposed by this bill.
- 7) **Duplication of programs/other options.** Unlike, SB 850, this bill authorizes the offering of baccalaureate degrees currently offered by the UC or CSU, subject to specified conditions. These provisions represent a significant policy shift and

broad departure from the California Community College (CCC) mission established by the Master Plan for Higher Education and by state statute.

In recognition of the need to expand access to baccalaureate degree programs, several collaborative efforts to respond to workforce needs have emerged. There are a number of CCCs that have agreements with baccalaureate degree-granting institutions. Canada College, within the San Mateo Community College District, currently partners with San Francisco State University and private postsecondary institutions to offer baccalaureate degrees in psychology, business administration, allied health and nursing on its campus. College of the Canyons partners with California State University (CSU) Los Angeles, Bakersfield and Northridge, and private institutions to offer bachelor's degrees in liberal arts, engineering and other majors through its University Center.

Would this bill undermine any incentives for similar collaborations across the public segments to address regional workforce needs? To the extent that existing collaborative efforts cannot meet demand or need, the committee may wish to consider:

- Should additional funding be provided to public baccalaureate degree granting institutions to increase the number of degree slots available in high demand areas?
- Can the process for developing collaborative efforts to address workforce needs be modified to facilitate greater proliferation of these programs?
 - Should a community college be required to demonstrate that existing avenues for partnering with other institutions are not possible or viable before seeking authorization to offer a BA degree?
- In light of these same concerns, when heard in this committee, SB 850 was amended to prohibit the offering of baccalaureate degrees already offered by UC or CSU. Consistent with prior actions of this committee, and to avoid the duplication of programs by multiple providers of public higher education, should be amended to delete provisions that authorize duplication of certain CSU and UC programs?

8) *Prior and related legislation.*

SB 577 (Dodd, 2017) authorizes the Board of Governors of the CCC, in consultation with the CSU and UC, to authorize a community college district to offer a teacher credentialing program meeting specified requirements. SB 577 was heard by this committee by a vote of five to two and is in Senate Appropriations.

SB 850 (Block, Chapter 747, Statutes of 2014) authorizes the Board of Governors of the CCC, in consultation with the CSU and the UC, to establish baccalaureate degree pilot programs, at up to 15 community college districts,

with one baccalaureate degree program each, as specified, to be determined by the Chancellor of the California Community College.

AB 661 (Block, 2011) authorized Grossmont-Cuyamaca and the San Mateo Community College districts to offer one baccalaureate degree pilot program per campus. AB 661 as heard and passed in the Assembly Higher Education Committee by a vote of 6-0 but was moved to the inactive file on the Assembly Floor.

AB 2400 (Block, 2010) authorized the San Diego, Grossmont-Cuyamaca and San Mateo Community College districts to establish baccalaureate degree pilot programs. No vote was taken and AB 2400 was held in the Assembly Higher Education Committee.

SUPPORT

Allan Hancock Community College District
Association of California Community College Administrators
Brad Lewis, Vice President of Systems and Information, Snap-on Inc.
Bruce Alberts, Chancellor's Leadership Chair in Biochemistry and Biophysics for Science and Education, University of California, San Francisco
California Farm Bureau Federation
Citrus College
College of the Canyons
Community College League of California
Ed Knudson, President of Antelope Valley College
Foothill-De Anza Community College District
Geraldine Perri, Superintendent, Citrus College
Grossmont-Cuyamaca Community College District
Kern Community College District
Los Angeles College District
Los Rios Community College District
Monterey Peninsula College
Mt. San Antonio College
North Orange Community College District
Peralta Community College District
Redwoods Community College District
Rio Hondo College
San Diego Community College District
San Diego Continuing Education
San Jose Evergreen Community College District
Santa Barbara City College
Santa Monica College
Several individuals
Shaun Del Grande, President of Del Grande Dealer Group
South Orange County Community College District
Southwest California Legislative Council
Synergenics
Ventura County Community College District
Yuba Community College Districts

OPPOSITION

Association of Independent Colleges and Universities
California Federal of Teachers (CFT)
California State University
California Teachers Association (CTA)
University of California
California Faculty Association (CFA)

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