



INTERSEGMENTAL COMMITTEE OF ACADEMIC SENATES

ICAS Legislative Day Minutes of Meeting

Friday, April 29, 2013

10:00 a.m. – 4:00 p.m.

State Capitol, Sacramento, CA

ICAS Website • <http://icas-ca.org/>

In Attendance:

CCC Senate: Michelle Pilati, President; Beth Smith, Vice President; Phil Smith, Member at Large; David Morse, Secretary

CSU Senate: Diana Wright Guerin, ASCSU Chair; Steven Filling, Vice Chair; Christine Miller, Member-at-Large;

UC Senate: Robert Powell, Chair; William Jacob, Vice Chair; John Yoder, UCEP Chair, George Johnson BOARS Chair, Jonathan Alexander, UCOPE Chair

Guests: Paul Golaszewski, Principal Fiscal and Policy Analyst, LAO; Katie McCoy, Legislative Aide to Assemblywoman Susan Bonilla, Assemblymember Das Williams; Kathleen Chavira, Consultant, Senate Education Committee; Max Espinoza, Special Assistant to Speaker of the Assembly John Pérez; Senator Marty Block, Kevin Powers, Senior Consultant to Senator Block;

Staff: Michael LaBriola and Martha Winnacker (UC); Holly Macris (CCC)

I. Announcements

- *Robert Powell, ICAS Chair and Chair, UC Academic Senate*
- *Diana Wright Guerin, Chair, CSU Academic Senate*
- *Michelle Pilati, President, CCC Academic Senate*

Robert Powell: The UC Academic Council held its April 24 meeting in Sacramento to allow Chair Powell and Council members to testify at a State Senate Education Committee hearing on [SB 520](#). The CSU and CCC Senate chairs also spoke against SB 520 at the hearing. UC will continue to [oppose](#) the bill despite recent amendments, and has issued a [Support if Amended](#) position on SB 547. The Senate is also concerned about the Governor’s proposed plan to link general fund augmentations for the higher education segments to four-year graduation rates and other outcome measures. Under the plan, UC and CSU would receive a 20% budget increase over the next four years if they increase 4-year completion, degree production, and transfer student enrollments by 10%. A segment would forfeit its increase for a particular year by raising tuition.

Diana Wright Guerin: The ASCSU has issued an Oppose unless Amended position on SB 520 and a Support position on SB 547, and will issue an Oppose unless amended position on [SB 440](#) (Padilla), which requires CSU to apply a transfer curriculum developed by a community college for an SB 1440 degree to all options within a major. Faculty and administration from San Jose State will join the ASCSU’s May Plenary session to discuss SJSU’s online education pilot project. The ASCSU is also discussing the Smarter Balanced assessment and concerns about low faculty recruitment.

Michelle Pilati: At its plenary session, the ASCCC discussed principles around legislation affecting the community colleges and a plan for using funding in the Governor’s budget for online education. Community college faculty note that the colleges offer many online courses that can potentially be leveraged to help less popular colleges meet enrollment targets; in some cases, however, colleges lack the infrastructure to connect students across the state to those offerings.

II. Visit with Legislative Analyst’s Office

- Paul Golaszewski, Principal Fiscal and Policy Analyst, LAO

Mr. Golaszewski noted that the LAO provides non-partisan budget and policy analysis for the Legislature, including detailed recommendations about the Governor’s budget, and fiscal analyses of all statewide ballot measures. The LAO and the Assembly and Senate subcommittees are reviewing the Governor’s long-term funding and performance plan for UC and CSU.

Discussion: ICAS members noted that the Governor's proposed performance measures will create incentives to reduce quality. Budget cuts have forced the segments to increase class size, cut class sections, and curtail faculty hiring, and the proposed augmentations do not provide them with revenue to meet even mandatory costs and inflation. The proposed tuition freeze will put additional pressure on the segments to take actions that harm quality and also, paradoxically, impair their ability to meet the measures.

Moreover, the state is pushing the segments to adopt more online education as a “solution” to access and completion rates, yet online courses have lower retention rates, particularly among the low income, first generation, and disadvantaged populations the segments and the state want to serve in greater numbers. Thus, the measures are negatively correlated in several ways.

In addition, external factors outside the segments’ control, such as the quality of the K-12 system and the preparedness of entering students for college work, also affect their ability to meet some of the measures. It was noted that the six-year graduation rate is the national standard of comparison, and students have good reasons for exceeding four or even six years to earn a degree; for example, working to support themselves or their families; taking a year off for a study abroad or an internship; or switching to a more appropriate major. Nevertheless, UC and CSU’s six-year graduation rates have improved steadily over time, and UC’s four-year rate has risen from 37% to 60% since 1992.

The state should not consider the current budget a “new normal” if it wants to retain the historical quality of the higher education system. With an identical budget, fewer faculty, and thousands of additional unfunded students enrolled at the segments, it is an achievement to simply sustain current performance outcomes.

Mr. Golaszewski noted that the LAO supports performance measures in concept, but believes they should be tailored to reflect the distinct missions of each segment and the different populations they serve. The LAO prefers modest, predictable, gradual tuition increases to tuition freezes, and believes that the Governor’s plan sets disproportionately high stakes for the segments if they raise tuition. They forfeit all of a year’s General Fund augmentation by raising tuition, but lose only a portion of the augmentation by failing to meet a measure.

III. Visit with Katie McCoy, Legislative Aide to Assemblywoman Susan Bonilla, Chair Budget Subcommittee #2 on Education Finance

Ms. McCoy noted that Budget Subcommittee #2 voted to reject a proposed unit cap for the higher education segments. Assemblywoman Bonilla is an advocate for the Cal Grant program, and her [AB 1318](#) would increase the Cal Grant award amount for students attending non-public (nonprofit) schools.

Chair Guerin noted that faculty are concerned that online education could increase the achievement gap for first generation and low-income students. Faculty are also discouraged that the state has asked the segments to increase graduation rates and push students into online courses simultaneously, after cutting their budgets by one-third. The accountability metrics are inter-correlated; failing to meet one will result in failure on all.

President Pilati noted that faculty are concerned about legislation requiring the segments to work with external for-profit entities to offer online courses. The legislation could work against shared goals of access, quality, and success, particularly for lower division and underserved students. She said the segments already have robust online offerings, including MOOCs; the faculty have expertise in developing and offering those courses, and have existing course approval processes that ensure integrity and quality. The segments would benefit from new investments in infrastructure that facilitate student access success in existing online courses.

Chair Powell noted that both UC and CSU have improved their six-year graduation rates since the 1990s, and UC's six-year rate (83%) far exceeds the AAU public university average (76%). It will be an achievement simply to maintain these outcomes after a 1/3 budget cut. He added that there are many factors beyond the control of the segments that influence their ability to meet the metrics.

ICAS members noted that the faculty are interested in using online technologies only when they are proven to be effective, and that data should drive pedagogical choices. They suggested that AB 1318 should make a strong connection between financial aid funding and entities that offer a quality education.

Ms. McCoy noted that Senator Bonilla understands that online education is not appropriate for all students and subject areas and that the faculty should be involved in decisions at all levels. She said the Legislature had just received the proposed accountability measures. Assemblywoman Bonilla believes that accountability should be implemented through policy rather than the budget, and that performance measures should not be uniform for all the segments.

IV. Visit with Das Williams (D-Santa Barbara), Chair, Assembly Committee on Higher Education

Assemblymember Williams said he has been working to make a portion of Proposition 39 revenue available to the segments to fund some energy efficient capital projects, although the Legislature intends to direct much of the revenue to capital needs in the K-12 sector. He has also been advocating for directing a portion of an expected State budget surplus to higher education—specifically, to areas that benefit student success such as counseling and academic advising.

He said he believes online education has potential, but is not a rapidly scalable panacea for access and budget problems, and that decisions about academic standards should be made by the faculty. He added that he does not support funding private entities with public money, but noted that the growth of private for-profit colleges has mirrored the public sphere's unwillingness to change.

He wants to address the large "bottlenecks" in the higher education system caused by 40 years of disinvestment. His bill, [AB 955](#), would authorize a community college district to establish a self-supporting, credit-bearing extension program during summer and winter intersessions. It would extend access to high demand courses, help non-traditional students and allow veterans to pay for the courses with GI Bill funds. The bill requires 1/3 of revenues to be put into financial aid for eligible students.

ASCCC President Pilati expressed concern that AB 955 would create a two-tiered system that increases access to students with financial means. She noted that veterans already enjoy priority course access at the CCCs. The bill would lead to selective privatization of the CCCs and could hurt the CCCs that serve the most underserved populations.

Assemblymember Williams said disinvesting in public institutions because they "aren't working" is a self-fulfilling cycle: the more we disinvest, the less they work. He supports full funding of the CCCs, but noted that this is not possible in the current fiscal environment. The segments should be more open to non-fiscal solutions; otherwise, they risk solidifying the status quo, which hurts underserved populations, and drives more students to for-profit institutions. The faculty's concerns about online education should be an incentive to support AB 995.

V. Visit with Kathleen Chavira, Consultant, State Senate Education Committee

Ms. Chavira noted that legislators are thinking about how to use the funding for online education in the Governor's budget to increase access and degree completion. In addition, there is a widespread belief in the Legislature that the transfer process is not working as well as it should. Some legislators see promise in the development of online courses that are transferable across the segments. They understand that not all students can succeed in an online environment, but they also see transfer students as a proxy for a motivated, degree-seeking population.

The Legislature believes the establishment of an effective higher education accountability system will require collaboration between state government and the segments. [SB 195](#) (Liu) offers a path to this goal. It would convene a working group to develop metrics for meeting several higher education goals: improving student access and success; better aligning degrees and credentials; and ensuring effective and efficient use of resources. Senator Liu understands that performance metrics must be nuanced and tailored to the individual segments.

ICAS members noted that the segments already offer many online courses. They also have course approval processes that ensure excellence and articulation processes that maximize course mobility. Faculty are concerned that legislative directives will derail these efforts. They noted that tracking time-to-degree by units taken is more meaningful than a four or even a six year measure to account for students who study abroad, do internships, and explore different degree paths. It was noted that a cost per degree metric would show that CSU has the least expensive baccalaureate degrees in the nation. UC and CSU are unique in being low cost, high quality public universities that also educate large numbers of underserved students; however, there are limits to what campuses with large populations of part-time working students can achieve.

VI. Consent Calendar

- *Approval of the April 29, 2013 Agenda*
- *Approval of the March 26, 2013 Meeting Notes*

Action: ICAS approved the consent calendar.

VII. Proposed Higher Education Accountability Measures

Members agreed that the segments should respond to the Governor's proposed measures by emphasizing their commitment to accountability and progress, their record of accomplishments, the extensive accountability measures and processes already in place, and the need for the segments and Senates to be involved in developing new metrics.

It was suggested that ICAS develop a set of principles for identifying and using accountability measures. The principles should emphasize the need for nuanced measures that are tailored to reflect the distinct missions of each higher education segment and the different populations they serve, the need for measures that account for budget cuts and long-term improvements in graduation rates and other outcomes, and the need for the segments to have sufficient resources to achieve the measures.

The principles should emphasize that when comparing outcomes for the CA higher education segments with those of other public universities in other states, performance measures should acknowledge differences in student inputs (low-income, first-generation, part-time, and other populations) in recognition of the large number and proportion of such students served by the California segments. For example, the University of Virginia enrolls a much smaller proportion of low-income students (4%) compared to UC (20%), and charges higher tuition to students who stay enrolled longer than four years. Performance measures should emphasize the importance of a robust full time faculty and a high full- to part-time faculty ratio in achieving higher degree completion rates. Measures should account for external factors, such as the quality of the K-12 system and the preparation of entering students, which influence the segments' ability to achieve certain outcomes—by, for example, giving bonus credit for graduating students who enter with deficiencies that require remediation.

It was also suggested that the segments assemble an accountability work group to define a set of possible metrics and review academic policies for any existing impediments to improved graduation outcomes.

Action: The Committee Analyst will draft a set of principles based on the discussion for ICAS review.

VIII. Visit with Max Espinoza, Special Assistant to Speaker of the Assembly John Pérez

Mr. Espinoza noted that [AB 1348](#) (Pérez) would establish a Higher Education Accountability Authority to develop goals and provide broad oversight for California higher education. The Authority would provide data and make recommendations to the Legislature and the Governor on issues such as student access and success that it views as advancing the larger interests of students and the state. Speaker Pérez wants the Authority to have a stronger and more independent role than CPEC, and a broader role than the LAO.

ICAS members expressed concern that no segmental representatives are proposed for membership on the Authority. Such representation will be critical to ensuring the Authority has proper background and expertise. Mr. Espinoza said the bill is a work in progress and is not intended to encroach on the purview of the faculty. The Speaker decided it would not be helpful to have voting segmental members on the Authority, but he is considering alternatives for incorporating segmental views and voices into the organization.

Speaker Pérez believes that the faculty should drive curriculum and that online education could exacerbate rather than close existing access divides. He also believes that accountability policy and performance measures should be developed gradually and thoughtfully and not through the budget process. At the same time, there is a need for reform in some areas and the faculty should help lead reform efforts, not just react and oppose. He encouraged ICAS to remain engaged and schedule additional Legislative visits to ensure the faculty voice is heard.

Members noted that CSU and CCC faculty should be acknowledged for leading the effort to implement SB 1440 and develop a structure for the Transfer Degrees that benefits students.

IX. Updates on Ongoing ICAS Business

California Open Education Resources Council: The CCC is arranging for extramural funding to support an initial meeting of the Council.

IGETC Pathways for STEM Majors: The UC Academic Council approved BOARS' proposed revisions to the Senate Regulations adding an IGETC pathway for STEM majors. The revisions are expected to be approved by the Academic Assembly at its June 12 meeting.

Natural Sciences Competencies Statement Scoping Committee: ICAS reviewed a charge for a Scoping Committee that will determine the charge for a larger ICAS Sciences Task Force that will prepare a new set of Natural Sciences Competencies to replace the ICAS 1986 Statement.

Action: ICAS approved the Scoping Committee charge.

BOARS Statement on High School Math Course Development under the Common Core: BOARS made a [statement](#) declaring its support for schools during the transition to the Common Core and reinforcing BOARS' support for both the traditional math sequence (Algebra, Geometry, Intermediate Algebra) and an integrated sequence as pathways to fulfill area "c." BOARS is also considering options for clarifying UC policy around transferrable math courses that have Intermediate Algebra "or its equivalent" as a prerequisite.

X. Online Education Statement.

ICAS discussed edits and refinements to the draft statement.

Action: The committee analyst will incorporate the suggestions and circulate a new draft for review.

XI. Visit with Senator Marty Block (D-San Diego) and Policy Consultant Kevin Powers

The segments are reviewing Senator Block's SB 547, which asks them to develop or identify high demand lower division online courses that are transferable under IGETC.

Chair Powell noted that UC has proposed an amendment to that bill supporting the development of infrastructure that would facilitate the ability to offer online courses across campuses within a segment, rather than across segments, and a phased in approach to intersegmental articulation after further study. He noted that UC held two working meetings in mid April to discuss the use of funding the Governor's budget sets aside for online education. There are plans for RFP for course development and new infrastructure that will help facilitate cross-campus enrollment in the same course.

Senator Block noted that the bill asks the Senates to identify the type of students who are prepared for and would benefit from online courses. Online courses should ideally be available for intersegmental transfer credit, so that a student at one segment may receive credit for a course offered at another; however, the bill would not prevent the segments from offering courses intrasegmentally.

ICAS members cautioned that putting too many resources into an intersegmental implementation of SB 547 too soon could compromise current efforts to develop online courses. They spoke in favor of a phased approach that would proceed intrasegmentally at first and then move to an intersegmental implementation with summer programs. It was noted that additional state support for the C-ID project and other infrastructure would help community colleges share information about empty seats at one college to students across the state help ensure there is a way to seamlessly transfer courses across segments. Faculty are also concerned about the success of a first year community college student taking a CSU or UC course.

Members also noted that the Governor's performance measures do not recognize the different missions and populations of the segments, their progress improving graduation rates, and the impact of budget cuts on class availability and faculty hiring. The faculty welcome the opportunity to engage the Legislature on principles and goals for helping different California populations.

Senator Block and Mr. Powers said they look forward to working with the Academic Senate on a version of SB 547 that will allow the segments to accomplish their goals. Senator Block added that his [SB 705](#) provides support for Disabled Students Programs and Services and Extended Opportunity Programs and Services at the community college from savings obtained by extending the loan repayment schedule for community college deferrals from 5 to 7 years. Mr. Powers noted that policy should not be made through the budget process.

Meeting adjourned at 5:00 p.m.
Minutes prepared by Michael LaBriola