

Master Plan Recommendations Impacting Community Colleges

Recommendation 6.4 – The State should increase the capacity of California’s postsecondary education systems to prepare larger and sufficient numbers of qualified educators, especially from among racial, ethnic, and linguistic groups, and the gender group underrepresented in today’s teaching workforce, for our public schools and preschools, particularly in regions where there are large numbers of teachers serving on emergency permits or where projected shortages of teachers are greatest.

Recommendation 6.5 – The State should adopt more rigorous education requirements and certification standards for all individuals who teach young children in center-based settings or who supervise others who care for young children, and should immediately require a minimum program of state-approved professional development for all publicly funded providers of care to young children.

Recommendation 6.7 – The State should require teacher preparation, teacher-induction and ongoing professional development programs, validated or proven instructional systems, and institutional activities to feature a focus on teaching children with diverse needs, ethnicities, nationalities, and languages; on teaching children who bring particular challenges to the learning process; and on teaching in urban settings.

Recommendation 6.8 – The State should provide short-term grant funding to create additional professional development schools that operate as partnerships between institutions of postsecondary education and low-performing schools. These professional development schools should focus on increasing the production of teachers motivated and appropriately prepared to effectively promote achievement of students enrolled in these schools.

Recommendation 7.2 – The State should promote recognition that becoming and remaining a qualified and effective teacher is, as with mastery of any profession, a longterm, developmental process.

Recommendation 8

The State should take action to increase the capability of California colleges and universities to attract and hire academically qualified teachers and faculty members who also have knowledge and understanding of teaching and learning, and to develop teachers with appropriate expertise to staff a comprehensive school curriculum.

Recommendation 8.1 – The State should expand programs to attract talented individuals, especially from underrepresented groups, into PreK-12 teaching and postsecondary faculty careers, through forgivable loans and teaching fellowships.

Recommendation 8.2 – California colleges and universities should strive to ensure that their schools of education have the resources needed to produce a substantial proportion of the teachers and faculty needed to staff our preschools, K-12 and adult schools, colleges, and universities, over the next decade and beyond.

Recommendation 8.4 – California colleges and universities should develop **an infrastructure to support the ongoing professional development of faculty**, in order to improve the quality of teaching and promote student learning. The components of this infrastructure should include:

integration of teaching and learning curricula into master’s and doctoral degree programs;

inclusion of teaching expertise and experience criteria, when hiring decisions are made;

continuous development support throughout faculty careers, including focused support for each newly ap-

pointed faculty member during his or her first year;

development of an organizational structure that supports and rewards teaching excellence and the scholarship of teaching throughout a faculty member's career;

sustained efforts to make teaching and the scholarship of teaching more highly valued aspects of faculty culture;

expansion and dissemination of the knowledge base about college teaching and learning, including establishment of a statewide center on postsecondary teaching and learning; and

preparation of experts in the field of teaching and learning.

Recommendation 9

The Legislature should direct the California Community Colleges, California State University, and the University of California to adopt policies, within one year of being directed to do so, **regarding the appropriate balance of temporary and permanent/tenure-track faculty for their respective systems, and to provide the rationale for the policies adopted.**

Recommendation 9.1 – The California Community Colleges, California State University, and University of California systems should **report to the Legislature each year the ratios of permanent/tenure-track to temporary faculty employed by their respective systems and how those ratios compare to their respective system-wide policies.**

Recommendation 9.2 – The California Community Colleges, California State University, and University of California systems should report to the Legislature **the sets of activities reserved for permanent/tenure-track faculty, in their respective system, and their rationales for why temporary faculty cannot be enlisted to assist in carrying out such activities.**

Recommendation 9.3 – The California Community Colleges, California State University, and University of California systems should **provide adequate pro rata compensation to temporary faculty who agree to perform functions usually restricted to permanent and tenure-track faculty.**

Recommendation 10

The State should strive to maintain compensation schedules that make California competitive in attracting and retaining excellent teachers, faculty, counselors, administrators, classified staff, and other education professionals for its early childhood education settings, public schools, colleges, and universities.

Recommendation 10.1 – The governing boards of all three public sectors of postsecondary education should direct an examination of faculty promotion, tenure, and review policies and practices, and revise them, as needed, to ensure that teaching excellence is given significant weight in decisions that affect the compensation awarded to faculty.

Recommendation 11

The State should set ambitious learning goals and provide all students a challenging and comprehensive PreK-12 curriculum, including preparation for postsecondary education and careers.

Recommendation 11.2 – The State should establish a standard, academically rigorous curriculum for every high school student. This curriculum should make available career and technical courses, so that every student can be aware of, and prepared for, a full array of post-high school options. The State should provide the learning support necessary, including resources for career guidance and assistance, to enable students to successfully

complete this postsecondary readiness curriculum.

Recommendation 11.3 – The State should ensure that all schools provide all students with a curriculum and coursework that include the knowledge, skills, and experiences to enable them to attain mastery of oral and written expression in English and that establish a foundation for future mastery of a second language, by the end of elementary school, and attainment of oral proficiency and full literacy in both English and at least one other language, by the end of secondary school.

Recommendation 11.4 – The California Adult School program and the California Community Colleges should collaborate to strengthen articulation of adult education courses with community college coursework, to enable successful transition of adults from adult school to postsecondary education. Similarly, career technical courses offered by K-12 schools and community colleges should be articulated with postsecondary coursework.

Recommendation 11.5 – The California Community Colleges, California State University, and University of California systems should collaborate to strengthen the programs in community colleges that prepare students to transfer successfully to the California State University or the University of California and to ensure that those courses are acceptable for transfer credit at all campuses of the California State University or the University of California.

Recommendation 11.6 – The California Community Colleges should enhance their career and technical programs that lead to occupational certificates and occupational associate degrees; all high schools, regional occupation centers and programs, adult schools, and postsecondary education institutions should offer industry skill certifications that prepare students to enter the job market with a set of competencies they will need to succeed; and the California State University and University of California systems should enhance the quality of their programs that prepare students to enter professional careers with the competencies they will need to succeed.

Recommendation 11.7 – The K-12, regional occupation centers and programs, adult schools, and community college workforce preparation systems should be linked to state job training agencies and employers through one-stop career centers and other venues and through their inclusion in an expanded workforce report card.

Recommendation 12

The California State University and University of California systems should continue to adhere to the policy of guaranteeing that all students who apply for freshman admission and who are eligible to attend (students within the top one-third, in the case of California State University applicants, and the top one-eighth, in the case of University of California applicants) are offered admission to the system(s) for which they are eligible and have applied. **Community colleges should continue to be open to all high school graduates and adults who can benefit from postsecondary instruction.**

Recommendation 14

The State should require and fund the provision of flexible time and instruction, to support learning and ensure successful transitions between education levels.

Recommendation 14.3 – The State should assign responsibility and provide targeted resources at the postsecondary level to enable increased numbers of postsecondary education students to succeed in their academic coursework and attain certificates, industry certifications, and degrees, and to ensure that no category of student fails to achieve their educational goals in disproportionate numbers.

Recommendation 15

School districts and public postsecondary education institutions, respectively, should provide additional learning support services at kindergarten, grades three and eight, in the last two years of high school, and during the first year of college to assist students who take longer to meet standards or who may be ready to accelerate.

Recommendation 16

Local school districts and postsecondary education institutions should develop partnerships to recruit, prepare, and educate quality educational leaders.

Recommendation 17

The State should take steps to ensure qualified leadership for the California Community Colleges.

Recommendation 17.1 – The California State University and University of California systems should develop and offer preparation and professional development programs for community college leadership, the content of which should include development of the capacity **to lead by inspiration and a sensitivity to and comfort with diversity and multiculturalism**. These professional development programs should include the establishment of a state-level or campus-based center devoted to community college leadership development and leadership issues.

Recommendation 17.2 – The California Community College system should improve the terms and conditions of administrative employment in community colleges, **including offering qualified administrators return rights to permanent faculty positions as an incentive to attract outstanding professionals to community college leadership positions**.

Recommendation 19.4 – The State should establish an Innovation Fund to support innovative projects and intersegmental collaboration in education, particularly when they seek to improve learning opportunities for students enrolled in low-performing schools or to increase the use of public facilities located in the service communities of schools.

Recommendation 20

To target learning support adequately and complement state testing, the State should establish as standard practice the use of classroom-based diagnostic assessments that specifically link to interventions aimed at enabling students to meet California’s academic standards and postsecondary education entrance and placement requirements.

Recommendation 20.3 – The State should encourage schools and postsecondary institutions to develop **end-of-course assessments** that can serve the dual purposes of measuring what a student has mastered at each grade/course level and the student’s readiness to successfully undertake learning at the next grade/course level. A key focus should be the readiness of high school seniors to undertake postsecondary education coursework without need for remediation. In particular, assessments of 11th grade performance should be aligned, if not integrated, with entrance or placement examinations of the State’s college and university systems.

Recommendation 20.4 – Schools, colleges, and universities should use **authentic assessments** that measure students’ school/campus accomplishments, including work samples and portfolio entries, in relevant academic subjects, and that would allow students to **progress through a variety of coordinated delivery systems**.

Recommendation 21

California's colleges and universities should work collaboratively to develop a means of assessing the learning of students enrolled in public postsecondary education.

Recommendation 22

Membership of the Intersegmental Committee of the Academic Senates (ICAS) should be augmented with faculty from California's PreK-12 schools. The resulting new PreKpostsecondary intersegmental faculty body should be charged with reviewing and recommending changes, if needed, in the alignment and coordination of curricula, assessment, admissions, and placement.

Recommendation 23

The Legislature should mandate the development of transparent and sustainable articulation and transfer processes to provide students with clear curricular guidance on the transition between grade levels, between high school and college, and between and among two- and four-year colleges and universities **while avoiding the complexity of campus-by-campus differentiation.**

Recommendation 23.2 – The governing boards of the University of California, California State University, and California Community Colleges systems, themselves or through the efforts of their faculty, should provide for the devising of system-wide articulation policies to enable students to **transfer units freely** between and among public colleges and universities in California. The attainment of this objective should be enforced by the proper application of accountability measures, as discussed on page 111- 112 of this report.

Recommendation 23.3 – The University of California, California State University, and California Community College systems should establish an intersegmental group that includes faculty and students, to consider what steps need to be taken to **establish a transfer Associate's degree**, within the existing Associate degree unit requirements, the attainment of which would guarantee admission, and course transferability, to any California State University or University of California campus (though not necessarily the major of choice) for students successfully completing the transfer degree program.

Recommendation 24

The State should encourage explicit infusion of age appropriate school-to-career experiences in public schools, colleges, and universities to provide students with clear curricular and career guidance about the range of post-high school options to which they can aspire and to cultivate greater civic engagement among Californians.

Recommendation 34

The California Community Colleges should be **reconstituted as a public trust** with its board of governors responsible for overall governance, setting system policy priorities, budget advocacy, and accountability for a multi-campus system. The primary functions of the California Community Colleges should continue to include instruction in the general or liberal arts and sciences up through, but not exceeding, the second year of postsecondary education leading to associate's degrees or transfer to other institutions; education, training, and services that advance California's economic growth; and vocational and technical instruction leading to employment, and community services. Community colleges

should also be authorized to:

Provide instruction at the upper division level jointly with the California State University, University of California, or a WASC-accredited independent or private postsecondary education institution.

Recommendation 34.1 – The membership of the California Community College Board of Governors should be modified **to include as ex-officio members the Governor, the Superintendent of Public Instruction, the Lieutenant Governor, and the Speaker of the Assembly.**

Recommendation 34.2 – The responsibilities of the California Community College Board of Governors should be defined as the following:

- Exercise general supervision over, and coordination of, the local community college districts;
- Provide leadership and direction through research and planning;
- Establish minimum conditions and standards for all districts to receive state support and to function within the system;
- Establish specific accountability measures and assure evaluation of district performance based on those measures;
- Approve courses of instruction and educational programs that meet local, regional, and state needs;
- Administer state operational and capital outlay support programs;
- Adopt a proposed system budget and allocation process;
- Ensure system-wide articulation with other segments of education; and
- Represent the districts before state and national legislative and executive agencies.

Recommendation 34.3 – The responsibilities of the California Community College local boards of trustees should be defined as the following:

- Establish, maintain, and oversee the colleges within each district;
- Assure each district meets the minimum conditions and standards established by the Board of Governors;
- Establish policies for local academic, operations, and facilities planning to assure accomplishment of the statutory mission within conditions and standards established by the Board of Governors;
- Adopt local district budgets;
- Oversee the procurement and management of property;
- Establish policies governing student conduct; and
- Establish policies to guide new course development, course revision/deletion, and curricular quality.

Recommendation 34.4 – **The California Community College Board of Governors should have the same degree of flexibility and authority as that of the California State University, including the authority to appoint and approve senior staff of the Board of Governors.**

Recommendation 34.5 – A state assessment should be conducted on the value of and need for **restructuring of local districts**, with attention to the size and number of colleges in a district, as well as the scope of authority that should be assigned to each district. Should this assessment find restructuring valuable and desirable, incentives should be provided to encourage restructuring.

Recommendation 37

The Legislature should **convene a task force to develop a strategic plan for the delivery of adult education**, including a list of indicators that should be used to assess the effectiveness of California's Adult Education system. The task force assembled for this purpose should submit its plan to the Legislature for adoption.

Recommendation 37.1 – To ensure that comparable quality of instruction is available to all Californians enrolling in adult continuing education, the State should quickly move toward **reciprocity of instructional credentials**, based on appropriate minimum qualifications, between the K-12-operated adult and community college-operated noncredit education systems, to allow instructors to teach in either or both systems.

Recommendation 37.2 – State priorities for adult and noncredit education should include English as a Second Language, Elementary and Secondary Basic Skills, and Vocational Education. The State should strive to provide adequate resources to ensure that these priorities are addressed by all adult education providers.

Recommendation 38

The Legislature should review the founding statutes of the California Postsecondary Education Commission (CPEC) and should confirm or amend them, as appropriate, to ensure that the commission has the capacity and authority to carry out its mission as the coordinating entity for postsecondary education and chief objective adviser to the Governor and Legislature regarding the continuing improvement of California postsecondary education.

Recommendation 38.1 - The Commission's primary functions should include:

- Providing long-range planning for meeting the postsecondary education needs of Californians, including the adequate provision of facilities, programs, and campuses, and assessing and advising state policymakers regarding priorities dictated by current and evolving public needs;

- Providing policy and fiscal analyses regarding the most critical issues affecting the success of Californians in attending and graduating from postsecondary education institutions;

- Coordinating the analyses, policy recommendations, and long-range planning proposals of various public and private entities, as needed, to secure the long-term fiscal stability and public financing of public postsecondary education, including the development of student fee and financial aid policies and the efficient use of state resources across segmental boundaries;

- Advising the Legislature on appropriate accountability indicators for postsecondary education, to be adopted in statute, and subsequently reporting annually to the Legislature and the Governor on the performance of public postsecondary institutions in meeting the adopted indicators.

- Evaluating and reporting to the Legislature and the Governor the extent to which public postsecondary education institutions are operating consistent with state policy priorities and discharging the responsibilities assigned to them in statute;

- Reviewing and approving new public campuses for postsecondary education; and

- Reviewing academic programs for public, postsecondary education institutions.

Recommendation 38.2 – CPEC should be given the authority to **require information to be submitted by the**

various segments of postsecondary education. Each year, immediately prior to the Legislature's postsecondary education budget deliberations, CPEC should provide a report to the budget committee chairs of both houses, and to the Legislative Analyst, regarding the record of the various segments in responding to the Commission's requests for information.

Recommendation 38.3 – CPEC should continue to be advised by the existing statutory advisory committee. The segmental representatives to the CPEC statutory advisory committee should consist of the Chancellor of the California Community Colleges, the Chancellor of the California State University, the President of the University of California, the President of the Association of Independent California Colleges and Universities, and the Superintendent of Public Instruction, or an executive-level designee of each.

Recommendation 39

The Legislature and Governor should immediately create a new California Education Commission (CEC). The CEC should have initial responsibility for planning, coordination, and analysis that encompasses preschool and K-12 education, as well as the interface between K-12 and postsecondary education.

Recommendation 39.1 – The commission's primary functions should be:

- Providing long-range analysis and planning for meeting the educational needs of all Californians;

- Providing policy and fiscal advice, based on data analysis, that represents the public interest in California's education system;

- Serving as California's statewide education data repository;

- Evaluating the extent to which all public education institutions are operating consistent with state policy priorities;

- Advising the Legislature and the Governor on the potential and actual impacts of major education policy proposals or initiatives;

- Coordinating statewide articulation of curriculum and assessment between the PreK-12 and postsecondary education sectors;

- Providing long-term planning for the development of joint and other shared use of facilities and programs between PreK-12 and postsecondary education entities;

- Sponsoring and directing inter-segmental programs that benefit students making the transition from secondary school to college and university; and

- Coordinating outreach activities among PreK-12 schools and postsecondary education and work-sector entities.

Recommendation 39.2 – The Legislature should identify and implement effective mechanisms to compel all relevant agencies with responsibility for gathering and maintaining comprehensive data on one or more aspects of California's education system, preschool through university, to submit specified data to the commission.

Recommendation 40.1 – The California Postsecondary Education Commission should develop standards to promote articulation, when appropriate, and to foster collaborative shared use of facilities and instructional equipment between state-approved private colleges and universities awarding academic degrees and regionally

accredited public and independent colleges and universities.

Recommendation 42

The California Department of Education should expand adult education course standards to include student performance measures such as those developed by the National Skill Standards Board, the Secretary’s Commission on Achieving Necessary Skills (SCANS), and Equipped for the Future.

Recommendation 42.1 – The State should support and expand existing accountability mechanisms for adult education providers that emphasize student performance **and reward institutions for improving student achievement**. The State should also encourage incorporation of the foregoing standards for workplace skills and adoption of state standards for student achievement.

Recommendation 43

The State should bring postsecondary education into an integrated accountability system by developing a set of accountability indicators that are consistent with state policy objectives and institutional missions and that would monitor quality and equity in access and achievement of all students in common academic content areas. All public, independent, and private institutions should be required to participate in the reporting of these accountability indicators as a condition of receiving state moneys either through direct appropriation or student financial aid.

Recommendation 43.1 – The State’s accountability framework for postsecondary education should be improved by modification and expansion of the ‘partnership’ budget approach, currently applied to the University of California and the California State University systems, to include all postsecondary education, clarify the link between performance and funding, and adopt realistic alternatives for times of revenue downturns.

Recommendation 43.2 – **The State should specify the set of indicators of student and institutional performance on which every public college and university must provide data annually, along with an implementation timeline.**

Recommendation 46

The State should provide local school districts with options for generating revenue locally to supplement their adequate funding base (as outlined in recommendations 45 and 46), and **should provide local community college districts the same options for generating revenue locally.**

Recommendation 46.2 – The Legislature should approve a ballot initiative to amend the constitutional provisions governing the property tax, to authorize school districts that have voted for and been granted ‘home rule’ authority (see Recommendation 34), and **all community college districts, to propose to the electorate a property tax override for the exclusive use of the public schools or community colleges.** The State should assure a minimum, state-guaranteed yield per pupil through a statewide equalization mechanism to provide state financial assistance to communities where a self-imposed tax rate would not yield the minimum state-determined per-pupil amount for that rate.

Recommendation 47

The Legislature should direct an analysis of the feasibility of replacing the current funding model for school facilities with annual state per-pupil allocations restricted to assisting school districts in meeting their capital

and major maintenance needs according to a long-term Facilities Master

Plan adopted by each school district. State and local funding for capital outlay and major maintenance should be protected to prevent redirection of capital resources when other cost pressures arise and to protect the public's investment in major capital projects.

Recommendation 47.1 – The State should require that first priority for capital funding allocations be given to meeting projected needs, taking into consideration historical patterns of student migration/mobility. After all school districts have achieved state standards of adequacy for their facilities and the State has transitioned into a base per pupil allocation mechanism, the commitment to equity should change focus from ‘leveling up’ to accommodation of special circumstances.

Recommendation 49

The State should adopt policies to provide more stability for finance and to dampen the ‘boom and bust’ swings of state appropriations for postsecondary education.

Recommendation 49.1 - The State should establish the California Community Colleges’ share of overall state revenues guaranteed by Proposition 98 to K-14 education at 10.93 percent.

Recommendation 49.2 - The State should analyze the appropriateness of modifying the current ‘marginal cost’ approach for funding all additional enrollments in public colleges and universities, to account for contemporary costs of operations, differing missions and functions, and differential student characteristics that affect costs in each sector.

Recommendation 49.3 – The State should make an annual investment for state supported applied research by public postsecondary education institutions, to be held in reserve to allow the State to address issues of urgent public priority, as identified by the Legislature and the Governor. Such investment and allocation should be consistent with the missions of the postsecondary education sectors.

Recommendation 50

The Legislature and Governor should, after formal study of all relevant factors, determine and define how the costs of postsecondary education should be distributed among the State, the federal government, and students and their families, and thereupon design a new, fiscally responsible, and appropriately **balanced student fee policy** that would preserve access to higher education opportunity for all of California’s students, particularly those from low-income and underrepresented groups.

Recommendation 50.1 – The State should adopt a student fee policy aimed at **stabilizing student fees**, such that, to the extent feasible, fees would increase in a moderate and predictable fashion when needed, and should resist pressure to buy out student fee increases or reduce student fees at the California Community Colleges California State University, and University of California systems during strong economic times. **The State should adopt distinct student fee policies designed to address the unique needs and considerations of California’s 2-year and 4-year public institutions.**

Recommendation 50.2 – State policy should allow additional fee revenue collected by community colleges to remain with each college, without a General Fund offset, whenever fiscal conditions compel fees to be increased.

Recommendation 51

The State should maintain a need-based financial aid and scholarship program to assist students from low-income backgrounds to pursue their educational objectives in a California college or university.

Recommendation 51.1 – The State should continue to emphasize financial need in the award of state-supported student grants and should continue to fund the Cal Grant ‘entitlement’ as defined in SB 1644 (Statutes of 2000). The State should assure outreach and distribution of information regarding financial aid to students from low-income families and under-represented groups.

Recommendation 51.2 – The maximum Cal Grant amount awarded to students choosing to attend independent postsecondary education institutions should be reviewed periodically, but at least once every five years and, as needed, adjusted to maintain the estimated average General Fund cost of educating a student at the public four-year institutions of postsecondary education, including the average authorized student fees charged by the California State University and University of California systems.

Recommendation 51.3 – The State’s financial aid policy should consider the role of institutional aid, maintaining flexibility in its use by higher education institutions, while holding the institutions accountable for its use in meeting the State’s commitment to providing need-based financial aid.

Recommendation 51.4 – The Legislature should regularly review, and where appropriate update, state financial aid programs in order to ensure that eligibility requirements are consistent with contemporary needs of students.

Recommendation 52

The State should review its methodology for determining and funding facilities in California postsecondary education, and, as appropriate for each segment, make changes to emphasize multiple-use facilities, comprehensive space planning, sharing of space among institutions, and incentives to maximize other sources of capital outlay.

Recommendation 55.1 – The State should encourage local education agencies to establish partnerships with utilities, telecommunication companies, software and hardware providers, and others, to facilitate functional universal access to technology in all public schools, colleges, and universities.

Recommendation 55.2 – The State and local communities should establish incentives for joint development and use of school facilities, with cities and counties, including libraries, classrooms, other learning sites, and recreational and community space.

New construction should be linked to the community, and better links should be established with the community in existing schools.

The facilities should be constructed in compliance with the uniform building codes applicable to other public buildings, such as libraries and government offices.

Technology should be integrated and support distributed learning in these and other settings.

Recommendation 55.3 – The State should provide incentives to encourage businesses to contribute to meeting the technology infrastructure and upgrade needs of public education institutions and the communities they serve.