



# Meeting Compliance, but

# Missing the Mark

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

November 2012

COMPLIANCE

EXECUTIVE SUMMARY

Transfer Reform

The Campaign for

College Opportunity

# Executive Summary

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

To address this issue, in 2010 California leaders collaborated on the passage of Senate Bill 1440, which called upon the California Community Colleges (CCC) and the California State University (CSU) systems to create a seamless transfer pathway for students between their campuses. Community college students who successfully complete 60 units of transferrable coursework will be awarded an Associate Degree for Transfer, as well as receive guaranteed admission with junior standing into the CSU system. Students benefit from a simplified transfer pathway because it gives them a clear path that shortens their time to transfer and baccalaureate graduation and reduces the cost of degree completion. For the state, streamlining the transfer pathway allows colleges and universities to save millions of dollars by more efficiently moving students through their campuses.

Two years later, have the CCC and CSU systems achieved robust transfer reform? This report demonstrates that, while tremendous progress in facilitating this dramatic, statewide transfer reform has been led at the system-wide level, the same momentum and effort has not been replicated at all the individual colleges and universities and that significant work remains to be done.

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

In our study, we found that as of October 2012:

- ***The system leaders at the California Community Colleges and California State University have established a strong, statewide Implementation & Oversight Committee*** where coordinated efforts resulted in the creation of a uniform framework of coursework for 25 majors, a significant achievement that makes the next steps in transfer implementation possible.
- ***18 community college campuses have taken the lead in implementing SB 1440***, developing between 9 and 18 Associate Degrees for Transfer.
- ***49 community colleges have only developed 2-4 Associate Degrees for Transfer*** (of 18 potential degrees), just meeting compliance as outlined by the California Community Colleges Chancellor's Office.
- ***Individual California State University (CSU) campuses have also showed wide variance*** in the acceptance of the SB 1440 transfer pathways.

## TRANSFER MODEL CURRICULA

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

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

- » 20 campuses have deemed at least 80% of TMC majors as similar.
- » Only four of the 23 CSU campuses have approved 100 percent of the initial 20 majors as transferrable for SB 1440 students.
- » Only 10 of the 23 campuses have approved more than 80 percent of the degree options within the initial 20 majors. Consequently, students wishing to transfer into the other 13 campuses in the system have fewer options available to them as CSU students who started as freshmen.

To maintain momentum and ensure that the goals of historic transfer reform are achieved as originally intended, the Campaign for College Opportunity is providing the following recommendations:

### For Policymakers and the Legislature

**Establish a timeline and a higher benchmark for compliance.** The Legislature should establish a timeline and a benchmark for an increased number of Associate Degrees for Transfer being developed and accepted at individual community colleges and CSU campuses, with enforceable penalties and

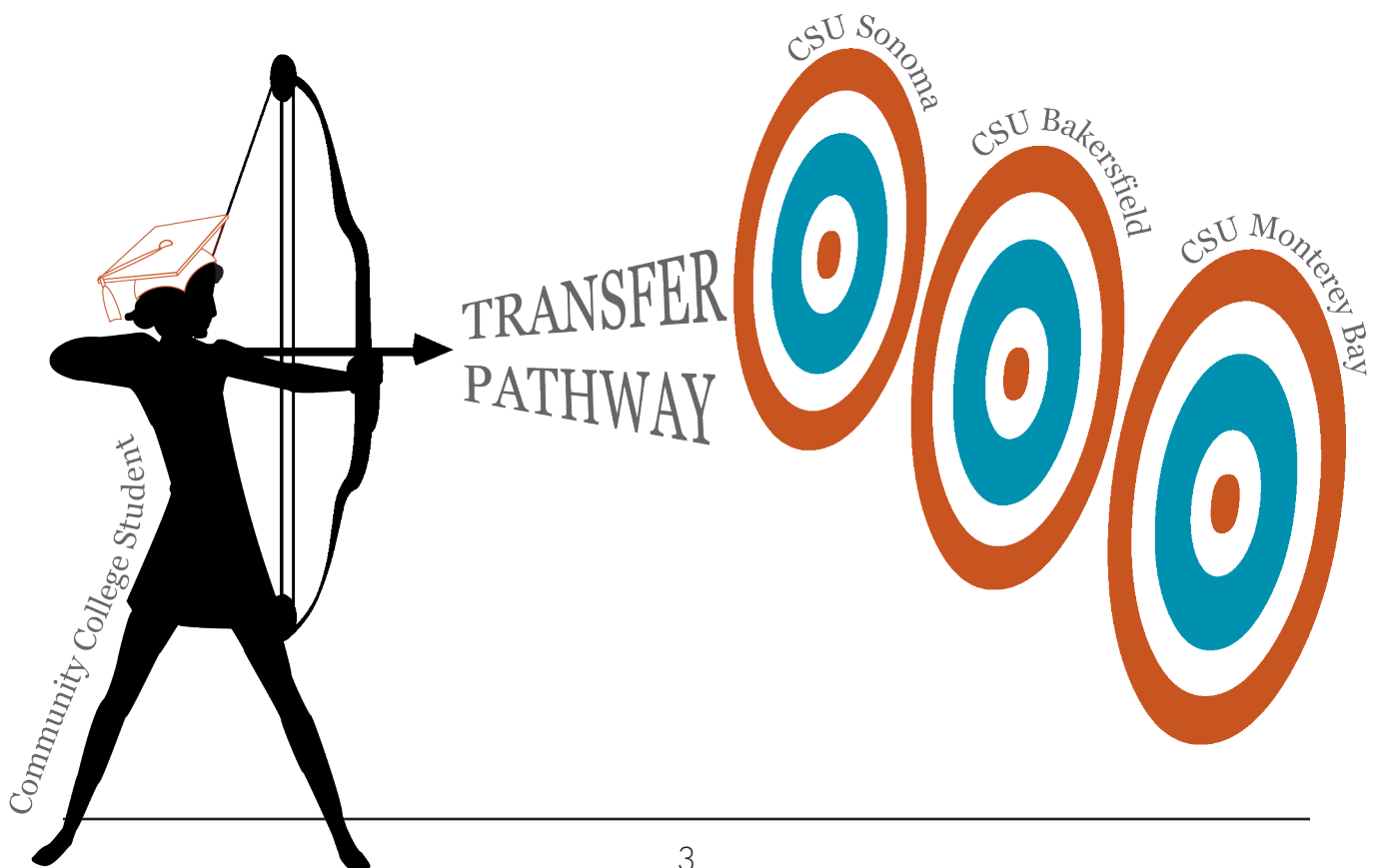
incentives. The benchmark should be high enough that it becomes the primary way in which community college students transfer to the CSU.

**Endorse the SB 1440 Implementation & Oversight Committee (IOC).** The Legislature should support the continued role of the voluntary committee overseeing SB 1440 implementation, and consider detailing its membership, frequency of work, authority, and goals in statute.

### For System Administrators

**Add TMCs in-demand by state and regional economies.** The initial focus for selecting disciplines for TMCs were those with high volumes of transfer. The systems should examine the use of TMCs in priority and emerging sectors, such as health, energy, life sciences, information and communications technology, etc. These pathways have employability potential and place importance on meeting labor market needs.

**Clarify system offices' responsibilities.** The role of each system office should be to facilitate coordination between institutions through improved communication and data sharing.



**Reexamine the requirement for coursework within an academic major.** An Associate Degree for Transfer awarded by a community college requires that 18 units of the total 60 unit degree program be within a major. SB 1440 provided flexibility for these 18 units to be within an area of emphasis but, to date, no community college offers an Associate Degree for Transfer in an area of emphasis. Furthermore, most CSU majors do not have a strict requirement of 18 units of major preparation at the lower-division level. Flexible options within an area of emphasis should be developed.

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

**Adopt a template for the process of developing Associate Degrees for Transfer at the community college campus level.** Successful institutions in both the CCC and CSU systems developed and articulated a process for creating degrees and adapting the transfer pathways. These should be shared with and adopted by all institutions.

**Appoint a campus officer or office to be tasked with SB 1440 implementation.** Colleges and universities should assign an individual or entity to monitor and direct SB 1440 implementation in order to develop the experience necessary to implement this unique pathway.

**Require an update on implementation at local governing board meetings.** Supporting a transfer culture on campus—one that best serves the needs of students by being clear and transparent—is incumbent upon strong leadership from all levels. There should be an opportunity for the trustees to hear regularly from their administration and academic leaders on the progress that their district is making and discuss possible policy and/or budgetary modifications that may be needed to ensure full transfer reform.

## **CONCLUSION**

The Campaign for College Opportunity intended for SB 1440 to create a clear, statewide transfer pathway that would become the primary way in which community college students would transfer to the CSU. Noteworthy progress due to statewide leadership and commitment to transfer reform has moved this goal forward. However, despite progress, it is clear that significant work remains. The results from this report show that campuses have created, on average, only five Associate Degrees for Transfer, with 18 colleges having created only two degrees, just satisfying minimum compliance under a narrow interpretation of the statute. The CSUs fare somewhat better, with more than 20 campuses having approved at least 80% percent of the TMC major pathways. However, a deeper analysis shows that 10 CSU campuses have deemed fewer than 70% of the degree options within the 20 majors as available to SB 1440 students.

To overcome the challenges in the creation and adoption of this degree and transfer pathway, this report outlines implementable recommendations that can be adopted through statute, regulation, or practice. Overall, the Campaign for College Opportunity recommends:

- **Greater accountability;**
- **Firm timelines for implementation;**
- **Sharing of information; and,**
- **Adoption of best practices across institutions.**

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

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

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

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

## SB 1440 Implementation Progress for California State Universities

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

High-performing measure

Low-performing measure

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

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

## Methodology

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

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

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

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

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

## Acknowledgments

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

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

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

The full report is available at [www.collegecampaign.org](http://www.collegecampaign.org).

The Campaign for  
**College  
Opportunity**

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

**Los Angeles Office**

714 W. Olympic Boulevard, Suite 745 | Los Angeles, CA 90015  
Phone: 213.744.9434 | Fax: 877.207.3560

**Sacramento Office**

1512 14th Street | Sacramento, CA 95814  
Phone: 916.443.1681 | Fax: 916.443.1682

[www.collegecampaign.org](http://www.collegecampaign.org)