



Oregon

Kate Brown, Governor

Higher Education Coordinating Commission

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April 4, 2017

Co-Chair, Senator Rod Monroe
Co-Chair, Representative Barbara Smith Warner
Joint Committee on Ways and Means, Subcommittee on Education

Dear Co-Chairs Monroe and Smith Warner,

Thank you for the opportunity to answer questions that arose during the April 3 Higher Education Coordinating Commission's presentation to the Ways and Means Subcommittee on Education.

In regards to Adult Basic Skills and "Title II" of the federal Workforce Innovation and Opportunity Act (WIOA) as presented on [slide 168](#), Co-Chair Smith Warner expressed interest in the non-community college adult basic education providers, the population(s) they serve, and whether this population was different than those served by community college adult basic education providers. Currently, the Title II grant providers include the 17 community colleges and the Oregon Department of Corrections. However, the grant providers may change once the competition for the Title II grant is completed this Spring. The selection process for new providers is guided by the 13 considerations identified in WIOA. While the term "cultural competency" is not called out specifically, many of the considerations focus on underserved populations. The competencies are included in Appendix A.

Co-Chair Smith Warner asked if the trend in students transferring from Oregon community colleges to Oregon universities over the past decade, as shown in [slide 175](#), aligns with population and enrollment increases or with other factors. The trend in transfer students over this period parallels the trends in community college enrollment, which also rose and declined, as shown in Appendix B. (Note that we excluded the community college FTE totals prior to 2005-2006 from the graphs in Appendix B because the approach to collecting and analyzing those data changed at that time.)

The attached graphs show that the rise and fall seen in transfer enrollment follow a rise and fall in community college FTE enrollment one to two years earlier. We show this relationship in two ways: with separate lines for the one-year and two-year lagged FTE enrollment (slide 1) and as an average of the two lags (slide 2). The trends in transfer enrollment have a nearly identical

pattern to the average lagged FTE enrollment (slide 2), suggesting that trends in transfer enrollment follow community college enrollment one and a half years later. Put another way, the rise in community college enrollment during the recession years appears to have resulted in a parallel rise in transfer enrollment. Finally, in the most recent two years (2014-15 and 2015-16), the decline in transfer enrollment is slightly less steep than the decline in the lagged FTE enrollment. This suggests that some of the recent increase in transfer enrollment may continue.

In reference to [slide 176](#) focused on transfer credits, Representative Lively asked for information on how many students intend to transfer from a community college to a university, but do not. Data on the objectives of students who enter Oregon community colleges is neither systematically collected by the institutions nor reported to HECC. National studies¹ find that most first-time beginning community college students—81% in recent reports—intend to transfer and earn a bachelor’s degree or higher. A 2016 study by the Community College Research Center and Aspen Institute² found that 29% of Oregon degree-seeking students (defined as students who enrolled at a community college full-time for at least one term or half-time for any two terms) in 2007-08 transferred to a baccalaureate institution within six years of entry to higher education. Of those who transferred, 38% completed a bachelor’s degree within six years. Overall, 11% percent of the Oregon community college “degree-seeking” cohort in this study completed a bachelor’s degree within the timeframe studied.

In comparing the six-year B.A. graduation rates of transfer students and non-transfer students ([slide 177](#)), Senator Roblan requested data on the number of credits students lose in the transfer process. We estimate that, among students who lost credits when transferring from an Oregon community college to an Oregon public university, approximately 20 credits is the average loss. Since only universities possess actual student transcript and credit acceptance data, actual credit loss is difficult to precisely determine.

When reviewing the collaboration and convening roles of the HECC on transfer work and initiatives ([slide 179](#)), Representative Whisnant asked if the HECC could speak to the

¹ Source: Horn, L., & Skomsvold, P. (2011). Web tables: Community college student outcomes: 1994–2009 (NCES 2012-253), Table I-A, Retrieved from U.S. Department of Education, National Center for Education Statistics website: <https://nces.ed.gov/pubs2012/2012253.pdf>

² Jenkins, D., & Fink, J. (2016). Tracking transfer: New measures of institutional and state effectiveness in helping community college students attain bachelor’s degrees. Retrieved from Columbia University, Teachers College, Community College Research Center website: <http://ccrc.tc.columbia.edu/media/k2/attachments/tracking-transfer-institutional-state-effectiveness.pdf>

transferability of credits across Europe. Prior to his service with the HECC, Patrick Crane, Director of the HECC Office of Community Colleges and Workforce Development, had researched the European Bologna Process³ and some of the challenges associated with assuring quality across 45 separate national systems of higher education. One of the primary solutions was the creation of the [European Association for Quality Assurance in Higher Education](#) (ENQA). Serving to facilitate cooperation between national agencies, the ENQA helps create guidelines that institutions and nations can use as a framework.

The ENQA's job is one of coordination and dissemination of information, rather than the creation of policies. By using such a structure, the national quality assurance agencies remain the primary agents involved in the quality assurance process with the hope that they will be able to create a transparent and easily readable system of qualifications. As such, qualifications based more on outcomes and learning competencies, rather than on inputs such as amount of time spent in higher education, will help to provide a clearer framework for other countries that wish to have their education qualifications recognized in Europe, and vice versa.

A related issue is that of credit recognition across Europe. The ability to receive recognition for credits earned is a key element to promoting student mobility. There are two systems currently in place to assist with credit transfer in Europe. The first is the European Credit Transfer and Accumulation System (ECTS), which is becoming the standard throughout Europe and has been adopted by a significant number of the nations involved in the Bologna Process. A standard course load for one semester is 30 ECTS. This means that a Bachelor's degree is considered to be between 180 and 240 ECTS, a Master's degree between 90 and 120, and a PhD to be an additional 180 usually. A second addition to the recognition system is the introduction of the Diploma Supplement⁴ (DS). The DS is a document designed to be issued automatically and free of charge to all students and contain information about competencies learned in a standardized format, thus making it easily readable across national boundaries.

Co-Chair Smith Warner asked for more information as to why the Associate of Arts - Oregon Transfer (AAOT) and the Associate of Science - Oregon Transfer (ASOT) are not currently functioning as efficient transfer mechanisms for many students ([slide 180](#)). The AAOT degree provides uniform degree requirements across community colleges and incorporate the lower division general education requirements from all Oregon public universities, thus enabling a "transferable block" of general education regardless of the university to which a student

³ Source: http://ec.europa.eu/education/policy/higher-education/bologna-process_en

⁴ Source: http://ec.europa.eu/education/resources/diploma-supplement_en

transfers. However, the lower division general education requirements established by Oregon universities vary. As a result, the AAOT's comprehensive approach to lower division general education may not be efficient for the transfer student, depending on the baccalaureate institution and major a student intends to pursue. The transfer degree may in fact necessitate more lower division general education coursework than is required for any singular public university. The AAOT was not designed to provide a clear scaffold into major-specific lower division coursework. The degree guidelines and clarifications strongly encourage students to work with an advisor for the purpose of efficient course selection, particularly if the student is considering a major with highly-specific prerequisite coursework.

As with the AAOT, the intention of the Associate of Science – Oregon Transfer degrees in Business (ASOT-Business) and Computer Science (ASOT-CS) is to recognize lower division coursework, but in this case, this is coursework taken by students intending to major in specific fields. In addition to Foundational and Discipline Studies general education requirements, the ASOT degrees identify major-specific lower division coursework. Inefficiencies in the ASOT degrees may result from a general education mismatch (similar to the AAOT) or from the lack of congruence in the lower division foundational courses for the majors across Oregon public universities. Students are strongly encouraged to identify an intended university as early as possible, and to work with an advisor to plan course selection. University-specific coursework recommendations improve the efficiency of these degrees.

If you have any further questions, please do not hesitate to contact Kyle Thomas, Director of Legislative and Policy Affairs, at kyle.thomas@state.or.us or at 503-480-9596.

Sincerely,



Ben Cannon

Executive Director

APPENDIX A. Workforce Innovation Opportunity Act - Section 231

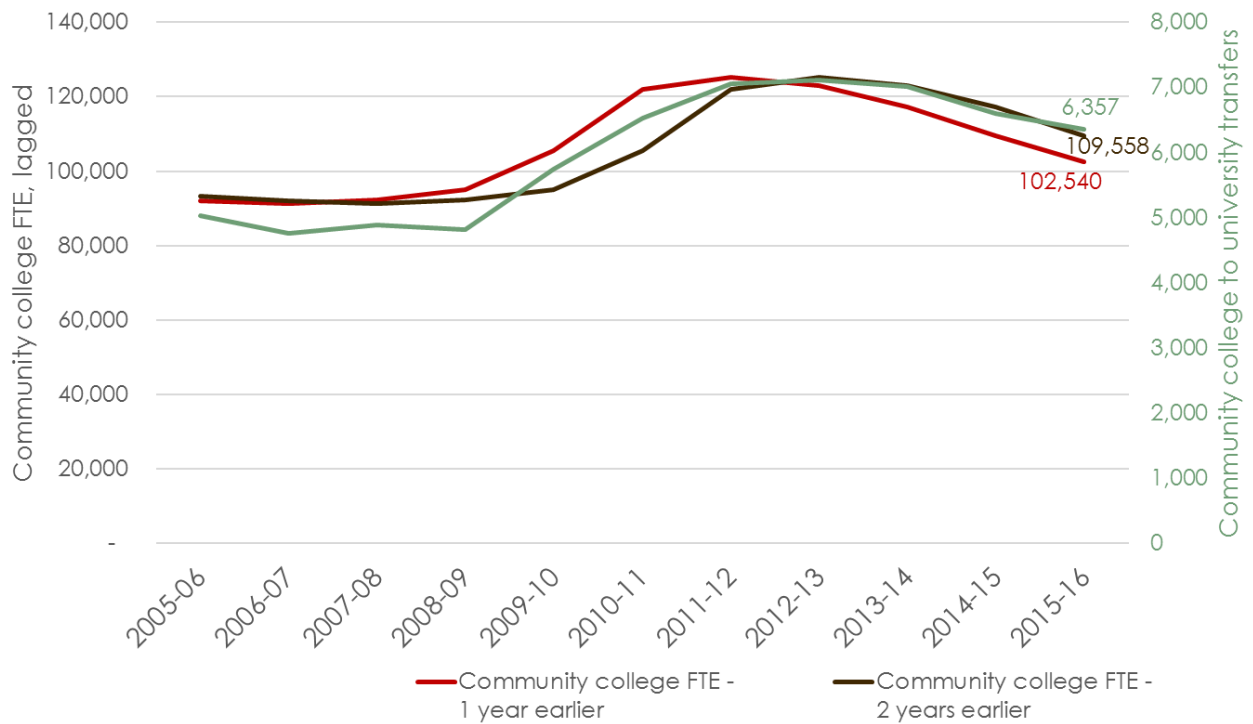
- 1) The degree to which the eligible provider would be responsive to—
 - a) Regional needs as identified in the local workforce development plan; and
 - b) Serving individuals in the community who were identified in such plan as most in need of adult education and literacy activities, including individuals who—
 - i. Have low levels of literacy skills; or
 - ii. Are English language learners;
- 2) The ability of the eligible provider to serve eligible individuals with disabilities, including eligible individuals with learning disabilities;
- 3) The past effectiveness of the eligible provider in improving the literacy of eligible individuals, especially those individuals who have low levels of literacy, and the degree to which those improvements contribute to the eligible agency meeting its State-adjusted levels of performance for the primary indicators of performance described in 677.155;
- 4) The extent to which the eligible provider demonstrates alignment between proposed activities and services and the strategy and goals of the local plan under Section 108 of the Act, as well as the activities and services of the one-stop partners;
- 5) Whether the eligible provider's program—
 - a) Is of sufficient intensity and quality, and based on the most rigorous research available so that participants achieve substantial learning gains; and
 - b) Uses instructional practices that include the essential components of reading instruction;
- 6) Whether the eligible provider's activities, including whether reading, writing, speaking, mathematics, and English language acquisition instruction delivered by the eligible provider, are based on the best practices derived from the most rigorous research available, including scientifically valid research and effective educational practice;

- 7) Whether the eligible provider's activities effectively use technology, services and delivery systems, including distance education, in a manner sufficient to increase the amount and quality of learning, and how such technology, services, and systems lead to improved performance;
- 8) Whether the eligible provider's activities provide learning in context, including through integrated education and training, so that an individual acquires the skills needed to transition to and complete postsecondary education and training programs, obtain and advance in employment leading to economic self-sufficiency, and to exercise the rights and responsibilities of citizenship;
- 9) Whether the eligible provider's activities are delivered by instructors, counselors, and administrators who meet any minimum qualifications established by the State, where applicable, and who have access to high-quality professional development, including through electronic means;
- 10) Whether the eligible provider coordinates with other available education, training, and social service resources in the community, such as by establishing strong links with elementary schools and secondary schools, postsecondary educational institutions, institutions of higher education, Local WDBs, one-stop centers, job training programs, and social service agencies, business, industry, labor organizations, community-based organizations, nonprofit organizations, and intermediaries, in the development of career pathways;
- 11) Whether the eligible provider's activities offer the flexible schedules and coordination with federal, State, and local support services (such as child care, transportation, mental health services, and career planning) that are necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete programs;
- 12) Whether the eligible provider maintains a high-quality information management system that has the capacity to report measurable participant outcomes (consistent with section 666.100) and to monitor program performance; and
- 13) Whether the local area in which the eligible provider is located has a demonstrated need for additional English language acquisition programs and civics education programs (section 231(e) of WIOA; 34 CFR 463.20).

APPENDIX B.

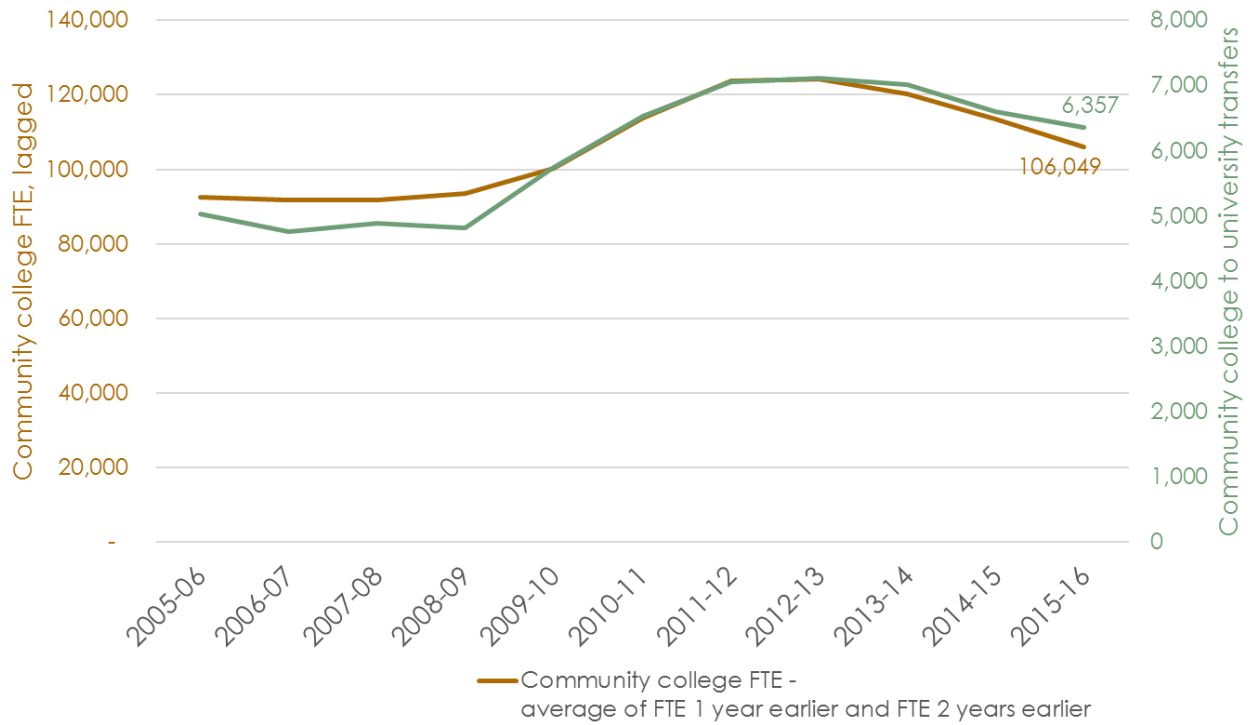
Trends in enrollment of students transferring from community colleges to universities, compared to trends in community college full time equivalent enrollment

COMMUNITY COLLEGE FULL-TIME EQUIVALENT (FTE) LAGGED ENROLLMENT AND TRANSFER ENROLLMENT



Source: HECC analysis of student-level university data.

COMMUNITY COLLEGE FULL-TIME EQUIVALENT (FTE) LAGGED ENROLLMENT AND TRANSFER ENROLLMENT



Source: HECC analysis of student-level university data.