

AGENDA

COMMITTEE ON EDUCATIONAL POLICY

Meeting: 1:00 p.m., Tuesday, May 24, 2016
Glenn S. Dumke Auditorium

Debra S. Farar, Chair
Silas H. Abrego
Kelsey M. Brewer
Rebecca D. Eisen
Douglas Faigin
Lupe C. Garcia
Lillian Kimbell
J. Lawrence Norton
Steven G. Stepanek

Consent Item

Approval of Minutes of the Meeting of March 8, 2016

Discussion Items

1. Four-Year Graduation, Bottleneck Courses and Super Seniors, *Information*
2. California State University Success at National Model United Nations, *Information*

**MINUTES OF MEETING OF
COMMITTEE ON EDUCATIONAL POLICY**

**Trustees of The California State University
Office of the Chancellor
Glenn S. Dumke Conference Center
401 Golden Shore
Long Beach, California**

March 8, 2016

Members Present

Debra S. Farar, Chair
Margaret Fortune, Vice Chair
Silas H. Abrego
Kelsey Brewer
Rebecca D. Eisen
Douglas Faigin
Lupe C. Garcia
Lou Monville, Chair of the Board
Lillian Kimbell
J. Lawrence Norton
Steven G. Stepanek
Timothy P. White, Chancellor

Trustee Farar called the meeting to order.

Approval of Minutes

The minutes of January 26, 2016 were approved as submitted.

Academic Planning

With the concurrence of the committee, Trustee Farar presented the annual report as a consent action item. The committee unanimously recommended approval of the proposed resolution **(REP 03-16-02)**.

Academic Preparation

Dr. Loren Blanchard, executive vice chancellor for academic and student affairs introduced the information item noting the importance of student preparation long before their collegiate studies begin in the California State University (CSU). Dr. Edward Sullivan, assistant vice chancellor, academic research and resources and Caroline Cardenas, director, outreach and early assessment, presented a PowerPoint that highlighted multiple pathways provided by the CSU, such as the Early Assessment and Early Start Programs that help better prepare students in K-12 for the rigor of college studies. Dr. Sullivan presented academic preparation trends from 2011-2015 that confirmed the value of these programs as the CSU continues to admit and enroll some of the largest and best prepared freshman classes to date in the CSU.

Commission on the Extended Education

Dr. Loren Blanchard, executive vice chancellor for academic and student affairs introduced the biennial report acknowledging the extensive work being done by the commission. Dr. Sheila Thomas, assistant vice chancellor, self-support strategies and partnerships, along with Dr. Karen Thomas, president at California State University San Marcos, provided an overview of extended education in the CSU in preparing students for in-demand jobs and addressing state work force needs. Extended education has long been a leader in online education, offering 86 online and hybrid programs, enrolling over 4,800 students and producing over 3,000 graduates in 2013-2014. Mr. Anthony Meza, a student at CSU Fresno, concluded the presentation sharing with the board his experience completing the Veteran's Education Program. He highlighted the success he has been able to achieve given this opportunity through Extended Education and the program's ability to meet his needs as a non-traditional student.

Middle College High School

Dr. Loren Blanchard, executive vice chancellor for academic and student affairs introduced the information item and thanked Trustee Margaret Fortune for her years of service to the CSU and as an important educational leader.

Trustee Fortune highlighted the emerging partnership models bringing together K-12 schools and community colleges through Middle College or Early College high schools. These schools allow students to simultaneously graduate with a high school diploma and college credits through concurrent enrollment. Serving at-risk students and stressing high expectations with goals of going to college, the Fortune School is a model school in ensuring student success and a well-prepared pipeline to higher education. Trustee Fortune introduced partners of the Fortune School including Whitney Yamamura, vice president for instruction and student learning at Consumnes River College and Cal Poly San Luis Obispo President Jeff Armstrong, to share perspectives on their collaboration with Fortune Schools and increasing that pathway towards higher education for underrepresented students in the region.

Trustee Farar adjourned the Committee on Educational Policy.

COMMITTEE ON EDUCATIONAL POLICY

Four-Year Graduation, Bottleneck Courses and Super Seniors

Presentation By

Loren J. Blanchard
Executive Vice Chancellor
Academic and Student Affairs

Gerry Hanley
Assistant Vice Chancellor
Academic Technology Services

Ed Sullivan
Assistant Vice Chancellor
Academic Resources and Research

Background

The California State University (CSU) engages in continuous efforts to improve the educational success of a broadly diverse and historically underserved student population. At the baccalaureate level, improvement strategies include facilitating four-year degree completion, resolving bottleneck courses that impede degree completion, and making graduation a reality for “super seniors” who continue to enroll for more than 150 semester units (120 units are required to complete most bachelor’s degrees). CSU student-success strategies must take place within the context of the California Master Plan for Higher Education (Donahoe Higher Education Act), which is reflected in our institutional mission. If the CSU were only to educate the best-prepared students and those most likely to graduate in four years, the CSU would fail to uphold our mission. Instead, the CSU empowers students to achieve academically and graduate in as timely and effective a manner possible with readiness to meet their career goals.

We are proud of our traditional and non-traditional students, including working students, those with family responsibilities, those who are active and retired service members, students who are the first generation in their families to attend college, and those who speak English as a second language. For these students the CSU serves as a gateway to education and a significant opportunity for communities that in the past were excluded from traditional higher education. Fifty-four percent of CSU fall 2015 entering freshmen are among the first generation of their family to seek a bachelor’s degree, and 33 percent are among the first generation of their families to attend college at all.

Investigations into student achievement and graduation success identify much about the student factors contributing to degree completion. *The CSU Undergraduate Outcomes Report: Graduation Rates, Persistence Rates, and Analysis of Factors Related to Outcomes* (2016) reveals that students who enter college ready in mathematics and English are more likely to graduate in four years or sooner, compared to peers needing additional preparation in English or mathematics. The report shows, similarly, that students from the upper quartile of the CSU eligibility index are more likely to graduate in four years or sooner. Across levels of college readiness and income status, predictive models indicate that students who do not enroll in at least 15 units per term for the first two years are less likely to complete a bachelor's degree in four years or less. Additionally, combinations of characteristics are associated with the likelihood that a student will complete a bachelor's degree in four years or less. For example, a CSU freshman who is college ready at entry and has a high GPA from high school, does not receive a Pell Grant, and enrolls in 30 units in the first two years, will have more than a 20 percentage-point higher predicted probability of graduating in four years than a student lacking all of these combined characteristics.

Within the commitments of the CSU mission, we accept that our population of students bring some characteristics identified in the "Outcomes Report" as being associated with longer than a four-year graduation window. Beyond these student characteristics, there are variables the university can control. The CSU therefore continues institutional efforts to improve student success and degree-completion rates.

Four-Year Graduation

Two educational commitments come together as we work, institutionally, to improve graduation rates: Access must be maintained, and academic standards must remain rigorous. As we have worked with the board on several improvement initiatives, we have seen improved graduation rates over time, even while the entering class size has increased. For example, 17.8 percent of the fall 2009 first-time full-time cohort completed their degrees in four years or less. (In spring 2015, this became the most recent cohort reported to the Integrated Postsecondary Education Data System (IPEDS.) Just two years later there was a 7.3 percent improvement, with 19.1 percent of the fall 2011 cohort graduating in four years or less. Data for the 2011 cohort will be reported to IPEDS in spring 2018.

The proportion of improvement may not show the more dramatic real impact on campuses and students. Our entering freshmen class is now more than 65,000 students. For every one percentage point improvement in the four-year graduation rate, an additional 650 students enter the workforce sooner. This magnitude of improvement in graduation rates and the associated growing entering cohorts result in an appreciably larger educated workforce for California.

CSU first-time full-time freshman graduation rates and California Community College transfers graduation rates have improved greatly over the past four decades (see Figures 1 and 2). Current graduation rates stand at all-time highs for the system and reflect the purposeful collaborative efforts of our campus faculty, staff, and student and administrative leadership.

Figure 1. CSU Graduation Rates for First-Time Full-Time Freshmen by Cohort Entry Year: Fall 1975 through Fall 2011 Cohorts.

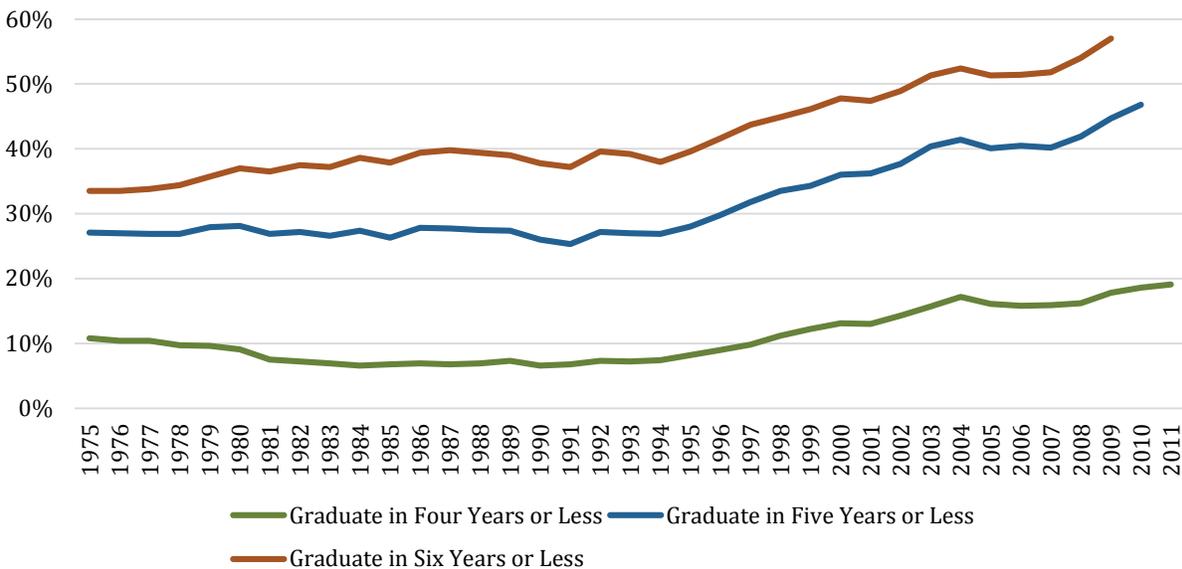
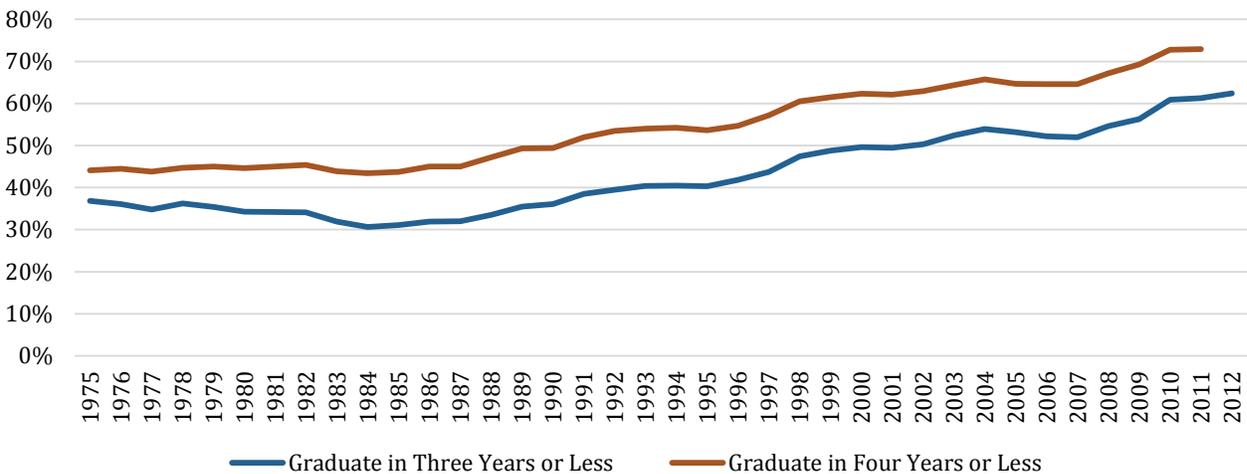


Figure 2. CSU Graduation Rates for California Community College Transfer Students by Cohort Entry Year: Fall 1975 through Fall 2012 Cohorts.



As these figures illustrate, graduation rates have improved at the initial windows of four years for first-time freshmen and three years for transfer students. The improvements attain also for first-time freshmen at the five-year and six-year windows; and improvement in the time to graduation is also echoed at the four-year mark for community college transfer students. Continuing this upward trend for all students requires sustained efforts to improve academic preparation, academic support, advisement and course availability. As the university carries out its institutional strategies, improved rates will increasingly require improved student readiness for success at entry, continued student academic achievement, and more efficient student enrollment choices.

Bottleneck Courses

Resolving “bottleneck courses” is one institutional strategy for improving degree-completion rates. Bottleneck courses were first understood to be those undergraduate classes that students are required to take in order to graduate, but that students cannot easily enroll in because the courses are not offered every term. The bottleneck topic first came before the board in May 2013, at which time the phenomenon was defined simply as courses that were not offered, thereby impeding student progress. Department chairs used that definition to identify bottlenecks in their departments. Subsequent to that initial inquiry, further analysis pointed to additional factors contributing to slowdowns in the graduation pipeline. For 2015-2016, bottlenecks are defined as not just whether or not a course is offered, but the definition now includes courses for which enrollment demands are greater than the supply of seats. Course waitlists are taken into account, for the first time, to gauge student demand. This provides campuses a new avenue for identifying and resolving impediments to timely student progress to graduation.

In summer 2013, the initial Chancellor’s Office bottlenecks survey asked CSU department chairs to identify enrollment bottlenecks caused by their courses not being offered. The specific definition of enrollment bottleneck courses used in 2013 was:

- A course students are required to take in order to earn a bachelor’s degree in a timely manner (4 to 6 years) but the course could not be offered during the 2012-2013 academic year; and
- Not offering the courses would likely cause undergraduate course-sequencing problems for students, possibly causing graduation to be delayed; and
- The responses could include undergraduate classes required in the major, prerequisite courses required outside of the department, and general education courses taught in the department.

That 2013 survey identified 1,438 bottleneck courses. To measure progress in mitigating the bottleneck problem, a 2015-2016 follow-up survey asked each campus to apply the same criteria

to the same list of bottleneck courses identified in 2012-2013. Campuses reported in 2015-2016 that bottlenecks had been resolved in two ways: (1) departments offered 1,388 (97 percent) of the previously identified bottleneck courses; and (2) for the remaining 50 courses identified as bottlenecks (3 percent), students were given alternative course pathways to complete degree requirements without delaying graduation. In summary, the enrollment bottlenecks identified by CSU department chairs in 2012-2013 were eliminated by 2015-2016, either by offering the course or by allowing students to substitute an alternative course to satisfy the degree requirement. The impressive outcome of eliminating those identified bottlenecks is a result of every campus focusing on allocating resources, hiring faculty, and planning course schedules to better meet the needs of their students.

Continued efforts to ensure timely graduation identified that a different kind of bottleneck existed: the slowdown caused when a course is offered but not enough seats are available to meet enrollment demands. The criteria for defining bottlenecks was therefore recast. In the 2015-2016 academic year, campuses were asked to identify bottleneck courses, using the following modified definition:

- The undergraduate course is required for a student to earn a degree; and
- The course was not offered in the 2015-2016 academic year, or student demand for the course far exceeded enrollment capacity (the wait list was 50 percent or more of the enrollment capacity); and
- Inability to enroll in the course would create for students a course-sequencing problem that would delay the expected graduation date, and there were no alternative courses that would keep the student on track for degree completion.

The waitlist percentage merely signals a potential problem but does not represent the real demand for a course. Demand is obscured when students sign up for more than one course waitlist at a time, hoping to increase the chances of getting into at least one of the waitlisted courses. Based on historical enrollment behaviors, it is reasonable to assume that one half of the waitlist represents duplicated demand. For this reason, a waitlist demand representing 25 percent of enrollment capacity is considered a reasonable criterion for determining bottleneck status. For example, a course with a 40-student enrollment limit and a non-duplicated waitlist of 10 students would be defined as a bottleneck course.

Using the newly refined 2015-2016 criteria (including the waitlist assumptions of student demand), 294 bottleneck courses were identified across the 23 campuses, out of the 38,598 undergraduate state-supported courses offered during this academic year. In other words, less than 1 percent of the undergraduate state-supported courses offered during the 2015-2016 academic year were enrollment bottlenecks impeding student progress. This pro-student

achievement is a result of every campus focusing on efficiently allocating resources, strategically hiring faculty, and tactically planning course schedules to better meet student needs.

Campuses continue working to eliminate enrollment bottlenecks wherever possible. For the less than 1 percent bottlenecks that did occur, campuses identified these challenges:

- Difficulty recruiting faculty with expertise available to teach courses in specific disciplines (such as business, nursing, and engineering, among others);
- Insufficient budget available to hire qualified faculty at the salaries appropriate to those qualifications;
- Time and day scheduling constraints, including insufficient scheduling options;
- Facilities or seating capacity insufficient to meet the student demand; or
- High course failure rates, resulting in students repeating the course;

In summary, CSU campuses have made significant progress in virtually eliminating enrollment bottlenecks, no matter which definition is used. Still, further identification and elimination efforts continue. When bottlenecks are identified, resolution efforts can be undertaken. However, total resolution can be complicated by constrained funding, availability of faculty with the required expertise, student work and school schedules, degree sequencing requirements, student academic preparation for successfully completing required courses, population size in majors, campus-wide demand for general education courses, and limited facilities or other resources. More comprehensive, continued institutional attention to student needs helps to balance these challenges. For example, identified bottleneck courses are being redesigned to improve students' successful completion, while faculty maintain or strengthen academic rigor. Access to high-demand courses is increased through concurrent enrollment across the system. Improved advising and e-advising tools enable students to make better choices of majors and courses that facilitate degree completion in a timely manner; and improved advising helps students and the university ensure that students are not enrolled longer than they need to be for degree completion.

Super-Seniors

The majority of CSU undergraduate degrees require no more than 120 units to complete. Enrollment pressures are exacerbated when students earn significantly more units than are required to complete a degree, but do not graduate. In an efficient pipeline, admitting new, qualified applicants requires timely graduation of matriculated students. This was underscored in our investigation of "super seniors"—those students who have earned 150 CSU semester units (or 75 units in residents for transfer students) without graduating. Prior discussions with the Board (July 2009, May 2012, July 2012, and September 2012) focused on the decreased course availability caused by severe budget reductions, and also highlighted the enrollments that open up when super seniors complete their degrees in a timely manner. Fall 2009 data indicate 9.7

percent of students with senior-level standing meeting the “super senior” definition. Fall 2009 super seniors represent 10,397 full-time equivalent students (FTES) and account for 2.9 percent of all fall 2009 undergraduate 358,662 FTES. Because the CSU enrolls a large population of part-time students, a single methodology is needed to measure the total credit enrollment of all part-time and full-time students. FTES is a representational measurement used to identify total student course-credit load across the system, per term. One FTES is equal to 15 semester or quarter units per term, regardless of whether the students taking courses were part-time or full-time enrolled. FTES is reached by dividing by 15 the total number of semester enrolled each term.

Resulting from campus improvement efforts, the fall 2015 super senior numbers dropped by 32 percent, to 6.6 percent of seniors (see Table 1). Fall 2015 super seniors represented 8,086 FTES (2 percent) of the total 405,928 FTES undergraduates enrolled. The fall trends for super senior enrollment are shared in Table 1.

An investigation of super senior performance shows the rates at which super seniors complete their degrees. Fall 2009 statistics show that 29.5 percent of super seniors completed their degrees by the end of that term. Six years later there had been an 18.6 percent improvement in fall super seniors completing their degree requirements, with 35 percent of fall 2015 super seniors earning their degrees at the end of that term.

Table 1. Super Senior Fall Trend Data, by Headcount and FTES.

Term	Super Senior headcount	Super Senior FTES attempted	% of Seniors that were Super Seniors
fall 2009	12,939	10,397	9.7%
fall 2010	12,440	10,015	9.3%
fall 2011	11,940	9,702	8.8%
fall 2012	11,291	9,040	7.8%
fall 2013	11,271	9,097	7.7%
fall 2014	10,686	8,624	7.2%
fall 2015	10,064	8,086	6.6%

Moving beyond the fall-term comparisons, the most recent data for super senior progress, year-to-year, is fall 2014 through fall 2015. Data show that 80.5 percent of fall 2014 super seniors (8,601 students) have earned the degree by the following fall term (see Table 2). An additional 9.3 percent (995 students) continued to be enrolled in spring 2016, having not yet earned degree, and just over 10 percent (1,090 students) have neither graduated nor continued their enrollment.

Table 2. Outcomes for Fall 2014 Super Seniors, by Headcount.

Super Seniors Enrolled fall 2014	<i>Earned degree at end of fall 2014</i>	<i>Earned degree at end of winter 2015</i>	<i>Earned degree at end of spring 2015</i>	<i>Earned degree at end of summer 2015</i>	<i>Earned Degree at end of fall 2015</i>	Earned degree by end of fall 2015	Enrolled spring 2016, Not graduated through fall 2015	Not Enrolled, Not graduated through fall 2015
10,686	3,678	309	3,337	502	775	8,601	995	1,090
	34.4%	2.9%	31.2%	4.7%	7.3%	80.5%	9.3%	10.2%

As illustrated by historical data, in recent years campuses have made significant improvements in facilitating degree completion for super seniors. These efforts have been purposeful. Most campuses use intrusive advisement practices, based on units required in degree programs, to develop graduation plans or contracts that provide clear student pathways to degree completion. Efforts to reduce the super senior phenomenon include strictly limiting enrollment only to courses required for degree completion; and some campuses have established unit thresholds beyond which a change of major are strictly monitored—and in some cases not allowed—if the new major degree program could not be completed in a reasonable period. Additionally, campuses have also reduced most academic programs of study to 120 semester units (or the quarter hour equivalent). By 2015, systemwide efforts to reduce degree requirements resulted in 94 percent of all B.A. and B.S. degree programs requiring no more than 120 semester units for graduation.

The cumulative effect of campus efforts are reflected in the data shown in Table 1 and Table 2. In greater numbers over time, CSU super seniors are for the most part completing their bachelor degrees and over time represent a smaller proportion of undergraduate students and seniors, specifically. Campuses continue working to reduce the numbers of super seniors, knowing that every senior who graduates creates an enrollment opportunity for another student to earn a CSU degree.

Summary

The CSU is committed to ensuring that students have authentic opportunities to attain their educational goals and earn degrees in a timely manner. This item provides data showing that over time CSU students are graduating at higher rates within the 4-year, 5-year, and 6-year schedules. Contributing to these improvements are efforts aimed at mitigating enrollment bottlenecks, as well as reducing the number of students with super senior status. The 2012-2013 enrollment bottleneck courses (identified in a survey of department chairs) were eliminated in

the academic year 2015-2016. Looking deeper into that issue, we used a more sophisticated set of criteria to identify bottlenecks in 2015-2016 and still found that most CSU campuses have significantly reduced enrollment bottlenecks. Finally, CSU campuses are making significant progress in reducing the number of super seniors, thereby creating access for new eligible applicants. All three sections of this item indicate that the CSU continues to expand access and support for students wishing to complete their high-quality, rigorous degrees in a more timely manner.

COMMITTEE ON EDUCATIONAL POLICY

California State University Success at the National Model United Nations

Presentation By

Lou Monville
Chair
California State University Board of Trustees

Tomás Morales
President
California State University, San Bernardino

Summary

Each year, students from California State University (CSU) campuses join more than 6,000 students from 400 colleges and universities in the National Model United Nations (NMUN) diplomacy simulation conference. Following months of study, research, and preparation, students acting as teams of “delegates” from assigned countries, serve on committees that engage in diplomacy, caucus, negotiation, and high-level resolution and report writing. These interactions simulate what regularly occurs in the actual United Nations (UN). Over months of research and pre-conference preparation, students develop expertise in their assigned countries and in international relations topics such as global security, human rights, economic development and public health. To aid their research, student delegates are given access to official UN documents and the UN Research Database. During the conference, students broaden their world view while they sharpen their critical thinking and communication skills by engaging in committee work with diverse groups of conference delegates. At the conclusion of the conference, the best performing delegates and delegations are recognized with team and individual awards.

Pre-conference studies and conference participation provide students with a life-changing experience of immersive, intensive learning that takes place among a highly diverse group of students from around the world. The 2016 conference participants self-identified as 55 percent international, 22 percent U.S. White, 6 percent U.S. Latino, 4 percent U.S. Black or African American, 4 percent Asian Pacific Islander and 4 percent multi-racial or other. NMUN includes many of the “high-impact practices” that national researchers report increase student retention and improve student engagement and success. High-impact practices experienced at NMUN conferences include: learning communities, writing-intensive courses, collaborative assignments and projects, diversity, global learning, and undergraduate research.

NMUN began in 1927 as the Model League of Nations and was reformatted after the formation of the United Nations in 1946. Through much of NMUN's history, and particularly in the last 20 years, the CSU system has brought the largest contingent of student participants. Two CSU campuses—California State University, San Bernardino and California State Polytechnic University, Pomona—are among the longest-participating universities at NMUN. CSU San Bernardino is among the top three NMUN award-winning universities and has earned 18 Outstanding Delegation Awards. CSU San Bernardino teams have represented a variety of countries, including Bangladesh, Egypt, India, Iraq, Malaysia, the Philippines, Saudi Arabia, Turkey, and Uzbekistan, among others. California State Polytechnic University, Pomona has been a frequent award-winner, as well, including an unbroken 12-year stretch from 1998 to 2009. Countries represented include Czechoslovakia, Djibouti, Palestine, Poland, Syria, Tunisia, Vietnam, and Yugoslavia, among others. This year, NMUN honors were bestowed on these CSU campuses for their work representing the following assigned countries:

Outstanding Delegation

- California State University, Chico—Pakistan
- California State University, Fullerton—Togo
- California State University, Sacramento—Oxfam

Distinguished Delegation

- California State University, Long Beach—Dominica
- California State University, Northridge—Burundi
- California State Polytechnic University, Pomona—Mexico
- California State University, San Bernardino—South Africa

Honorable Mention Delegation

- California State University, Los Angeles—Colombia
- Humboldt State University—Lao People's Democratic Republic
- San Francisco State University—Slovenia
- Sonoma State University—Ireland

Outstanding Position Papers in Committee

- California State University, Chico—Pakistan
- California State University, Fullerton—Togo
- California State University, Los Angeles—Colombia
- California State Polytechnic University, Pomona—Mexico
- California State University, Sacramento—Oxfam
- California State University, San Bernardino—South Africa

Hundreds of CSU alumni of NMUN programs have pursued careers in private, educational and non-profit sectors, at the White House and for the United Nations, and for many government agencies, including the California State University, the Central Intelligence Agency, the Federal Bureau of Investigation, State of California, the U.S. Department of Defense, the U.S. Department of State, the U.S. Government Accountability Office, and the U.S. Institute of Peace, among others. CSU alumni with NMUN experience have been elected to public offices, including in Sacramento and Washington, D.C. The success of CSU students in such diverse professional settings suggests that what is learned through NMUN conferences extends far beyond the college years and contributes to a tradition of CSU alumni in service to their communities, the nation and the world.