

DEPARTMENT OF FINANCE BILL ANALYSIS

AMENDMENT DATE: August 2, 2010
POSITION: Oppose
SPONSOR: Los Angeles Area Chamber of Commerce

BILL NUMBER: SB 1143
AUTHOR: C. Liu

BILL SUMMARY: Community Colleges: Student Success and Completion

This bill would require the Board of Governors of the California Community Colleges (BOG) to: 1) adopt a plan for promoting and improving student success within the California community colleges (CCC), 2) establish a taskforce to examine best practices and models for accomplishing student success, and 3) report the contents of the plan to the Legislature before March 1, 2012.

The bill would also require the taskforce to develop and present specified recommendations to the BOG for incorporation into the plan. Specifically, the taskforce would be required to focus on: 1) multiple measures and effective programs for assessing student completion and success; 2) statutory and regulatory barriers to student success; 3) best practices for promoting student success and completion, including the acquisition of basic skills; 4) alternative funding options for promoting best practices and providing necessary services to students including funding models instituted in other states; and 5) the effective use of technology for CCCs to promote, evaluate, and improve student success.

FISCAL SUMMARY

This bill would likely result in significant Proposition 98 General Fund cost pressure in the millions of dollars depending upon the extent of the taskforce recommendations since they typically promote significant funding augmentations.

The California Community College Chancellor's Office (CCCCO) indicates that improving student success is a priority and the costs for adopting a plan and convening a taskforce would be absorbable within existing resources. However, the CCCCCO also states that it would need to shift and prioritize existing workload to accommodate the requirements of this bill.

SUMMARY OF CHANGES

The amendment to this bill since our analysis of the June 21, 2010 version does not alter our position. The amendment changes the reporting date from June to March for the BOG to report the contents of the plan to the Legislature.

COMMENTS

The Department of Finance opposes this bill for the following reasons:

- While we support efforts to improve student success, the BOG is the statutorily established, standalone, governing body of the CCC and should not be directed by the Legislature to take specified actions. If the Legislature believes that additional effort is needed to improve student success, it can notify the BOG of its concern without enacting legislation.
This bill is unnecessary since there is nothing that precludes the CCCCCO from researching and implementing a plan for improving student success and increasing student completion rates.

Analyst/Principal Date Program Budget Manager Date
(0331) E. Hanson Jeannie Oropeza

Department Deputy Director Date

Governor's Office: By: Date: Position Approved
Position Disapproved

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Given the number of studies already completed that identify processes and best practices for improving student success, it is unclear why a taskforce is needed. For example, the Community College League is currently developing a report expected to be released in September that identifies policy and practice changes to improve student completion in CCCs. If the Legislature determines that additional information is necessary, it should request the Legislative Analyst's Office or California Postsecondary Education Commission to assess options for improving student success within existing resources since such efforts are within their expected duties.

- This bill would likely result in significant Proposition 98 General Fund cost pressure in the millions of dollars depending upon the extent of the taskforce recommendations. Efforts required by this bill typically result in recommendations promoting significant funding augmentations. Given the state's current fiscal condition, it is unlikely that additional resources would be available to meet these expectations.
- Until the state addresses the deficiencies of the K-12 system and adopts the necessary reforms to better prepare K-12 students, CCC students will likely continue to encounter challenges. Therefore, it may be more advantageous for the state to focus its efforts on reforming K-12 education rather than committing limited resources to the CCCs that address the downstream ramifications of an underperforming K-12 system.

According to the author's office, building a skilled workforce is critical to California's economic future. In addition to preparing CCC students for transfer to four-year institutions, the CCCs must also focus on increasing the number of students that earn an associate degree or certification. These degree and certification programs are critical to producing a skilled force that can compete in an increasingly competitive global economy. Therefore, it is necessary to evaluate and identify ways for CCC students to successfully complete degree and certificate programs in a timely manner.

The Budget Act of 2009 and the 2010-11 Governor's Budget provide approximately \$49 million Proposition 98 General Fund to support matriculation activities. These efforts enhance student access to the CCCs, and promote and sustain the efforts of credit and noncredit students to be successful in their educational endeavors. The goals of matriculation are to ensure that all students complete their college courses, persist to the next academic term, and achieve their educational objectives through the matriculation process, which includes: admissions, orientation, assessment and testing, counseling, and student follow-up.

Budget Act of 2009 and the 2010-11 Governor's Budget provide approximately \$63.3 million Proposition 98 General Fund for the Equal Opportunity Programs and Services (EOPS) and \$3.8 million Proposition 98 General Fund for the Fund for Student Success Program. These programs provide assistance to specified students to improve student outcomes. Support services include, but are not limited to, counseling, academic progress monitoring, tutoring, and financial assistance for eligible students.

Currently, the budget Conference Committee is considering provisional language that would establish a working group to develop an allocation model for the Student Success for Basic Skills Students categorical program funding that is based on districts' success at improving outcomes for underprepared students. The CCCCO would be required to forward one or more suggested performance-based funding mechanisms to the Legislature for consideration for the 2012-13 fiscal year. However, the Conference Committee is considering language that would only require this effort in the event that this bill is not enacted in the current legislative session.

BILL ANALYSIS/ENROLLED BILL REPORT--(CONTINUED)

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Code/Department Agency or Revenue Type	SO	(Fiscal Impact by Fiscal Year)							Fund Code
	LA	(Dollars in Thousands)							
	CO	PROP							
	RV	98	FC	2010-2011	FC	2011-2012	FC	2012-2013	
6870/Comm College	SO	No	-----	See Fiscal Summary	-----	-----	-----	-----	0001
6870/Comm College	LA	Yes	-----	See Fiscal Summary	-----	-----	-----	-----	0001