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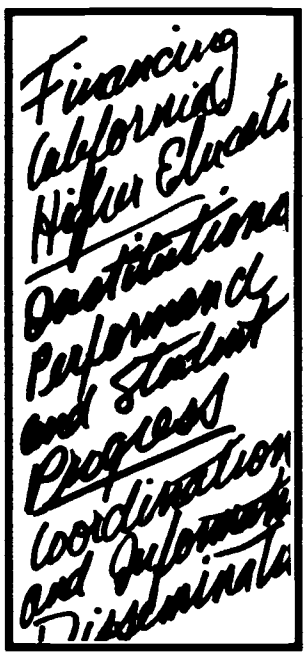
ABSTRACT

At the beginning of each fiscal year, the staff of the California Postsecondary Education Commission develops its plans for major research studies and other projects over the year, and brings the resulting workplan to the Commission for discussion. This report is the staff's plan for these activities during fiscal year 1992-93. After an introductory statement about the Commission's priorities, the workplan groups 25 planned projects into three major categories: (1) financing California higher education and specifically examining student access and retention, equity, utilization of resources, improved intersegmental cooperation, differential missions, and cost-effectiveness; (2) institutional performance and student progress including student retention, differential movement of students through higher education, institutional productivity and accountability, and workforce diversification; and (3) coordinating responsibilities and information dissemination including data base design and maintenance, student profiles, and fiscal profiles. (JLS)



1992-93 PLAN OF WORK FOR THE CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

AUGUST 1992 COMMISSION REPORT 92-23

Summary

At the beginning of each fiscal year, the Commission staff develops its plans for major research studies and other projects over the year, and brings the resulting workplan to the Commission for discussion.

This is the staff's plan for these activities during fiscal year 1992-93. After an introductory statement about the Commission's priorities, this year's workplan groups 25 planned projects into three major categories:

1. Financing California Higher Education (pages 3-5);

2 Institutional Performance and Student Progress (pages 7-8); and

3. Coordinating Responsibilities and Information Dissemination (pages 9-11).

The Commission discussed this workplan at its meeting of June 1, 1992. Additional copies of the plan may be obtained by writing the Commission at 1303 J Street, Fifth Floor, Sacramento, CA 95814-2938.

1992-93 PLAN OF WORK FOR THE CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Major Studies and Other Commission Activities

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938

COMMISSION REPORT 92-23
PUBLISHED AUGUST 1992

Contributing Staff: Charles A. Ratliff.

Contents

Introduction to the Plan of Work

EACH YEAR, the Commission identifies the specific work projects it expects to undertake during the fiscal year. The projects incorporate activities the Commission is obligated to undertake on a regular basis as a result of its statutory charge, activities it has been requested to undertake by the Legislature or the Governor, and activities that the Commission feels are of significance to the State.

For the past two years, Commission staff members have organized studies under several very broad themes, which have been beneficial in several ways:

1. It provides a basis for organizing studies in ways that facilitate multi-faceted approaches to policy analysis and teamwork.
2. It permits the Commission to remain focused on the larger policy issues in higher education rather than becoming preoccupied with individual studies.
3. It provides a basis for deciding which studies to eliminate when resources are inadequate to address all items in the workplan.

This year, the Commission workplan is organized under two broad themes and a third set of functional responsibilities:

- Financing California Higher Education
- Institutional Performance and Student Progress
- Coordinating Responsibilities and Information Dissemination

The State's need for educating Californians is well recognized by members of the Commission. One of the reasons that California finds itself as a place to be examined, and occasionally emulated, is because of its historical investment in its residents. The State has long provided them with almost unlimited access to educational opportunities, which in turn have produced numerous opportunities for employment, enhanced social cohesion, and encouraged active involvement in a participatory democracy. Californians continue to aspire to skills and opportunities that will improve their quality of life -- skills and opportunities that often require education or training beyond high school.

For these and other reasons, the Commission has long been committed to supporting educational opportunities for Californians. Its particular concern for members of historically underrepresented groups was succinctly stated in its December 1988 *Declaration of Policy on Educational Equity*. As part of that declaration, the Commission stated its vision that all Californians -- regardless of race, ethnicity, language, socioeconomic status, gender, or home community -- should have an expanded opportunity to develop their talents and skills to the fullest. The dual features of *equity* and *expanded opportunities* have guided the development of this workplan and, in some ways, serve as a prism through which the staff's analysis will be conducted.

Nonetheless, the State's capacity to continue massive investment in human resources has recently been seriously eroded by a persistent economic recession. As a result, California must wrestle with fundamental questions about this investment:

- How, when the State is suffering from a chronic imbalance between annual revenue and expenditures, can it continue to provide adequate postsecondary educational opportunities for its residents?
- How much of the need for postsecondary education can, and should, be met through California's public systems of higher education?
- What can, and should, the State expect from its investment in higher education?

The answers to these and related questions define the issues around which the themes of the Commission's 1992-93 workplan are organized. In part because the State's fiscal condition precludes "business as usual," the workplan critically examines both the need and the opportunities for constructive change in how the State provides postsecondary educational opportunities to its residents.

The theme of finance dominates a substantial portion of this workplan, as it did last year. It is concerned with how California's capacity and will to fund higher education over time has affected access, equity and institutional capacity to achieve its unique missions. It is also concerned with how efficiently appropriated funding has been used to support quality instruction, research and public service.

The theme of institutional performance and student progress examines how effective California colleges and universities have been in promoting student success. Of particular importance under this theme is how well institutions are doing in facilitating student movement from community colleges to baccalaureate institutions. An equally important concern, given the increasingly limited spaces available in California's public university systems, is the performance of higher education in facilitating successful transition of students from school to work in a timely manner. Studies in this thematic area will also underscore the need for building the capacity for monitoring individual student progress to improve our understanding of institutional performance and student success.

The functional theme of coordination and information dissemination remains at the heart of the Commission's activities. As the State's coordinating body for higher education, the Commission serves as the clearinghouse for information on higher education in the State. This clearinghouse function is the operational arm of the Commission with respect to facilitating long-range planning among the public systems of higher education as well as the State's variety of independent colleges and universities. Providing advice to the Legislature and Governor is another major responsibility within this area.

Collectively, the Commission's 1992-93 workplan provides valuable information for determining whether the current principles that guide California's system of higher education continues to be adequate for meeting California's need to produce an educated citizenry, particularly in an era of finite resources. The concerted effort of the Commission and the Commission's staff will be needed to reaffirm the importance of providing ample postsecondary educational opportunities for Californians and identifying promising new approaches to providing these opportunities.

Financing California Higher Education

ONE TOPIC that will continue to dominate a substantial portion of the Commission's research agenda for 1992-93 will be a series of projects that examine long-range financing policy for higher education in the State. This comprehensive analysis of financing higher education will touch upon a number of topics of longstanding interest to the Commission: student access and retention; equity; utilization of resources; improved intersegmental cooperation; differential missions; and cost-effectiveness and efficiency. Under this theme, the Commission will also examine the question of whether the missions of California's public systems of higher education continue to be appropriate, given the State's reduced capacity and will to generously finance higher education.

Specific work projects incorporated under this broad policy theme of the Commission's workplan include the following:

System "Funding Gap" Reports

The Commission will analyze how each of the three public systems of higher education calculated its "funding gap" -- the difference between what it costs to provide a quality instructional program and what it receives from the State; review the alternatives that each system has considered to contain and/or reduce costs; review and analyze the recommendations each system makes for changes in State financing; comment on the impact their respective proposals would have on student access, student choice, and program quality; and raise issues about the impact of the strategies proposed by each system, including implications for their own mission and that of the other systems.

Patterns of Participation and Subsidy in California Higher Education

The Commission will document who (by age, race/ethnicity, income and gender) is receiving a subsidy through attendance at one of the State's three public systems of higher education, the size of that subsidy, the originating source of the subsidy, and the effect of existing patterns of subsidy on student access and choice. Analysis will be based on data from the Student Expenses and Resource Survey (SEARS), administered by the Student Aid Commission.

Alternatives for California's Future Long-Term Student Fee and Financial Aid Policies

The Commission will analyze alternatives to the State's current student fee and financial aid policies as called for by current budget language. This analysis will be informed by the results from work done on patterns of participation and subsidy in California higher education.

Cost of Instructional Mission

The Commission will document the resources allocated to the University of California and the California State University in support of instructional activities and calculate the average cost of instruction per full-time equivalent-student (FTES). This average cost of instruction will be compared to those of their designated faculty salary comparison institutions as well as to a broader set of comparable institutions, as defined by like Carnegie institutional classification. Commission analysis will discuss the implications of the relative ranking of California's public universities and those of other institutions in terms of cost of instruction for their mission and function.

Use of Instructional Resources in California Higher Education

The Commission will document how the State's three public systems typically allocate State resources to support the instructional mission at the undergraduate and graduate levels, including the proportion of undergraduate courses taught by "regular" faculty, teaching assistants and part-time faculty. The Commission will comment on how current practices affect instructional quality, student access to instructional programs, institutional efficiency and faculty diversification.

Higher Education and the Economy

The Commission will review and comment on the various contributions of higher education to sustaining the State's economic health, including (1) a primary employment source for Californians; (2) a major source of training for the highly skilled workforce required by the State; (3) a generator of new employment opportunities via the so-called "knowledge industry"; and (4) a disseminator of values and appreciations that contribute to the quality of life in California.

Long-Range Capital Planning and Campus Expansion

As part of its ongoing work on long-range planning for higher education, Commission staff will complete a revision of current policy for long-range capital planning to better incorporate a statewide framework for review and analysis of system plans for repair and renovation of existing facilities, expansion of space on existing campuses, and development of new campuses.

Faculty Salaries in California's Public Universities

The Commission is required to submit annual reports on faculty compensation at the University of California and California State University under Senate Concurrent Resolution 51 (1965). The report compares faculty salaries in California to those of institutions with similar missions in other states as a guide for State policy makers in keeping California salaries competitive with those offered nationally.

Academic Program Review

As part of its long-range planning responsibilities, the Commission is required to review system plans to expand academic program offerings. Commission staff will revise the Commission's existing procedures for reviewing these plans to provide appropriate advice at an earlier point in each system's internal review process; improve the efficiency of the review process; and better incorporate statewide concerns in the process.

Reviewing Graduate Education Plans

Part of the Commission's long-range planning includes an analysis of the State's need for graduate education. Of particular interest is the State's need to (1) replenish its K-12 and postsecondary teaching faculty over the next decade; (2) diversify faculty ranks; and (3) provide advanced training so the State can remain competitive in an increasingly sophisticated world economy. Accordingly, the Commission will conduct a comprehensive examination of graduate education needs with the intent of developing a set of principles to guide long-range planning for the State and its public universities at the post-baccalaureate level.

Institutional Performance and Student Progress

A SECOND major topic that will occupy a substantial portion of the Commission's research agenda for 1992-93 will be the performance of California's colleges and universities in achieving their respective institutional missions and assisting students in achieving their educational goals and becoming autonomous learners. This work on institutional performance and student progress will touch on a number of key policy issues of interest to the Commission: student retention, differential movement of students through higher education, institutional productivity and accountability, and diversification of the State's workforce.

Specific work projects incorporated under this broad policy theme of the Commission's workplan include the following:

Community College Transfer

The Commission will analyze the progress of each public system of higher education in meeting the goals for community college transfer mandated in Senate Bill 121 and will describe the policy directions established in consultation with its Transfer Policy Advisory Committee. The impact on transfer of any statutory requirement for the University and State University to redirect freshman students to the community colleges will be incorporated in the Commission's analysis. The Commission will also comment on the implications of space limitations caused by funding shortfalls to the University and State University on the transfer of community college students.

Higher Education Performance Reporting

By the provisions of Assembly Bill 1808, the Commission is required to assess the performance of California's public systems of higher education and produce an annual report by 1994 on key aspects of institutional performance. Commission staff will review existing measures of institutional performance; define the various measures to be used in assessing institutional performance as proposed by AB 1808; gather, analyze and report data gathered from each system and its respective campuses; and comment on the policy implications of the performance report for each system.

From Undergraduate Admission to Faculty Tenure

In response to Senate Concurrent Resolutions 103 and 106 (1990), the Commission will gather, analyze and report data documenting the differential rates at which students move through the State's public colleges and universities. The Commission's analysis will focus on differential student retention rates by gender, race/ethnicity, disability, and, where possible, major field of study for both the University of California and the California State University; campus practices successful in promoting graduate school enroll-

ment; and both short- and long-term strategies for diversifying the faculty and administrative ranks. The Commission will develop a model for simulating the flow of various groups of students through the State's two public university systems for use in long-range planning efforts.

Trends of Student Flow in California Higher Education

The Commission will review all available data on historical trends of student preparation, access to and achievement of students in California's public higher education system in relation to the financing of higher education, student fees, and issues of diversity to help explain how and why students move through California's public system of higher education as they do. Where available, the analysis will incorporate data on similar trends within California's independent colleges and universities. The Commission will then comment on how existing policies and practices should be modified to meet the State's current and future needs for education beyond high school.

Choices and Experiences of California Black High School Graduates

The Commission will examine the factors that affect choices that California's Black high school graduates make with respect to enrolling in historically Black colleges and universities as contrasted to enrolling in California institutions. The Commission will also seek to understand the similarities and differences in the college experiences of these two groups of students.

Evaluation of 2+2+2 and Tech-Prep Programs

The Commission will review and analyze current efforts to articulate both vocational and academic coursework in a structured sequence between local high schools, community colleges, and baccalaureate-granting institutions; comment on successful practices; identify problem areas; and offer appropriate recommendations.

Coordinating Responsibilities and Information Dissemination

A NUMBER of the Commission's activities directly support the coordination and information clearinghouse functions of the Commission. The activities undertaken in this portion of the Commission's workplan provide the data support needed not only for much of the policy research and analysis discussed earlier in this workplan, but also for Commission staff interaction with and advice to the Legislature and the Governor's office, effective participation in intersegmental activities throughout the State, and response to literally thousands of information requests from the public.

Specific activities and projects included in this broad area of the Commission's workplan include the following:

Data Base Design and Maintenance

The Commission collects data related to K-12 and postsecondary education through data tape submission by the systems and various routine and ad hoc surveys. Commission staff coordinate collection of data for the Integrated Postsecondary Education Data System (IPEDS) from California postsecondary institutions and its transmittal to the National Center for Education Statistics (NCES) as part of a national data gathering effort. Using a fourth-generation programming language, Commission staff have created a series of data bases that inform and facilitate its research effort. The Commission plans to make this data more easily available to policy and educational relations staff through the development of a menu-driven local-area network system and augment its current data by adding national higher education data to facilitate national comparisons.

Student Profiles

The Commission will compile and report commonly requested statistical data on overall enrollment patterns, college-going behavior of high school graduates in California, transfer patterns and numbers, and degree completion rates, as differentiated by gender and race/ethnicity.

Fiscal Profiles

The Commission will compile and report a variety of statistical data that illustrate the level of support that California has provided to its public systems of higher education, other sources of support received by the systems, how those funds are allocated throughout the various cost categories of the systems and how levels of support have changed over time. Where appropriate, comparisons with similar institutions in other states will be provided.

Institutional Profiles

The Commission will compile and report a variety of statistical data that illustrate the level of participation in California's educational institutions. The data will be organized by campus and level within various legislative districts.

Information Requests

Each year the Commission receives thousands of requests for information about higher education and, in some cases, secondary education. These requests come from the Governor's office, the Legislature, other state and federal agencies, colleges and universities, K-12 schools, and the general public. Commission staff respond to these requests by providing copies of Commission reports, referring requestors to appropriate staff or other agencies, running data reports from the Commission's data base, or referring to appropriate literature.

Participating in the Legislative and Budget Process

The Commission engages in the legislative process in a variety of ways, including sponsoring legislation based on Commission analysis and recommendations, providing advice and analysis to members and staff in the Legislature on a variety of topics, and participating in the bill-hearing process. In addition, Commission staff participate in all aspects of the budget process, advising both the Governor and the Legislature, as requested, on State spending priorities. Commission staff provide a regular update on legislation and the status of the State budget at each Commission meeting.

Participating in Intersegmental Activities

The Commission and Commission members' staffs participate in a variety of State-level intersegmental forums on an ongoing basis. Key among these are the Education Round Table, of which the Commission's executive director is a member; the Intersegmental Coordinating Council, and the Council for Private Postsecondary and Vocational Education.

Responding to Legislative and Gubernatorial Initiatives

Periodically the Commission is requested by statute, resolution or budget language to engage or participate in a specific activity that does not require extensive policy analysis or a final report. Establishing a program to recognize California's outstanding teaching faculty is an example. Within resource limitations, Commission staff will respond to such requests.

Implementing the Eisenhower Mathematics and Science Education State Grant Program

The Commission has been identified by the federal government as the State agency responsible for administering the higher education component of the Eisenhower Mathematics and Science Education State Grant Program (Public Law 100-297), which is de-

signed to strengthen the skills of teachers and the quality of instruction and performance of K-12 students in mathematics and science. The Commission is responsible for implementing of the project, including managing grant application and review processes, complying with federal and State guidelines, assessing State needs, evaluating projects, facilitating a statewide advisory committee, and maintaining open and ongoing communication with the field.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of October 1994, the Commissioners representing the general public are:

Henry Der, San Francisco; *Chair*
C. Thomas Dean, Long Beach; *Vice Chair*
Elaine Alquist, Santa Clara
Mim Andelson, Los Angeles
Jeffrey I. Marston, San Diego
Guillermo Rodriguez, Jr., San Francisco
Melinda G. Wilson, Torrance
Linda J. Wong, Los Angeles
Ellen F. Wright, Saratoga

Representatives of the segments are:

Roy T. Brophy, Fair Oaks; appointed by the Regents of the University of California;

Yvonne W. Larsen, San Diego; appointed by the California State Board of Education;

Alice Petrossian, Glendale; appointed by the Board of Governors of the California Community Colleges;

Ted J. Saenger, San Francisco; appointed by the Trustees of the California State University;

Kyhl Smeby, Pasadena; appointed by the Governor to represent California's independent colleges and universities; and

Jaye L. Hunter, Long Beach; appointed by the Council for Private Postsecondary and Vocational Education.

The two student representatives are:
Stephen Lesher, Meadow Vista
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933.

1992-93 PLAN OF WORK FOR THE CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

California Postsecondary Education Commission Report 92-23

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, 1303 J Street, Fifth Floor, Sacramento, California 95814-2936.

Recent reports of the Commission include:

92-4 Prospects for Long-Range Capital Planning in California Public Higher Education: A Preliminary Review. A Staff Report to the California Postsecondary Education Commission (January 1992)

92-5 Current Methods and Future Prospects for Funding California Public Higher Education: The First in a Series of Reports on Funding California's Colleges and Universities into the Twenty-First Century (March 1992)

92-6 Commission Comments on the Systems' Preliminary Funding Gap Reports: A Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (March 1992)

92-7 Analyses of Options and Alternatives for California Higher Education: Comments by the Staff of the California Postsecondary Education Commission on Current Proposals for Change in California's Public Colleges and Universities (March 1992)

92-8 Faculty Salaries in California's Public Universities, 1992-93: A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No. 51 (1965) (March 1992)

92-9 Fiscal Profiles, 1992: The Second in a Series of Handbooks about the Financing of California Postsecondary Education (March 1992)

92-10 Student Profiles, 1991: The Second in a Series of Annual Factbooks About Student Participation in California Higher Education (March 1992)

92-11 Meeting the Educational Needs of the New Californians: A Report to Governor Wilson and the California Legislature in Response to Assembly Concurrent Resolution 128 (1990) (March 1992)

92-12 Analysis of the 1992-93 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1992)

92-13 Postsecondary Enrollment Opportunities for High School Students: A Report to the Legislature and the Governor in Response to Chapter 554, Statutes of 1990 (June 1992)

92-14 Eligibility of California's 1990 High School Graduates for Admission to the State's Public Universities: A Report of the 1990 High School Eligibility Study (June 1992)

92-15 Progress of the California Science Project: A Report to the Legislature in Response to Chapter 1486, Statutes of 1987 (June 1992)

92-16 Supplemental Report on Academic Salaries, 1991-92: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Supplemental Language to the 1979 and 1981 Budget Acts (August 1992)

92-17 A Framework for Statewide Facilities Planning: Proposals of the California Postsecondary Education Commission to Improve and Refine the Capital Outlay Planning Process in California Higher Education (August 1992)

92-18 Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers: A Revision of the Commission's 1990 *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (August 1992)

92-19 Approval of the Lemoore Center of the West Hills Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors to Recognize the Center as the Official Community College Center for the Lemoore/Hanford Area of Kings County (August 1992)

92-20 Commission Comments on the Systems' Final Funding Gap Reports: A Second Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (August 1992)

92-21 Services for Students with Disabilities in California Public Higher Education, 1992: The Second in a Series of Biennial Reports to the Governor and Legislature in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987) (August 1992)

92-22 Exchanging Students with Eastern Europe: Closing a Half-Century Learning Gap: A Report to the Governor and Legislature in Response to Assembly Concurrent Resolution 132 (Resolution Chapter 145, Statutes of 1990) (August 1992)

92-23 1992-93 Plan of Work for the California Postsecondary Education Commission: Major Studies and Other Commission Activities (August 1992)

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Office of Educational Research and Improvement (OERI)
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