

FROM CAPACITY TO SUCCESS: HSIs AND LATINO STUDENT SUCCESS THROUGH TITLE V



ABSTRACT

Latinos are the second largest student population enrolled in higher education and the majority are concentrated in a small number of institutions—Hispanic-Serving Institutions (HSIs). Given the concentrated enrollment of Latinos at HSIs and the opportunity to increase Latinos' educational achievement, reviewing the link between capacity building, academic quality and student success for the Title V Developing HSIs program can inform more critical policy discussions of access to a quality education and ensuring college completion for more Latino and other low-income students. This brief examined the program investment of HSIs receiving federal funds under the Title V capacity building program within a six-year period and found many of these institutions are investing in efforts linked to improving student success.

OVERVIEW

In 2011, Latinos became the second largest racial/ethnic group—after whites—in postsecondary education.¹ However, access to postsecondary education does not guarantee college success for Latinos. In 2011, just over 20 percent of Latino adults in the U.S. had earned an associate degree or higher. In comparison, about 36 percent of all adults overall had earned an associate degree or higher in the U.S.²

In 2010-11, over half (53 percent) of all Latino undergraduate students were enrolled in 10 percent of higher education institutions in the United States identified as Hispanic-Serving Institutions (HSIs).³ This brief provides a short background of Title V as well as three critical findings from an analysis of individual Title V grants (2004-2009).⁴ The brief also includes questions for future research and discussion and several examples of Title V awardees that link capacity building to student success.

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BACKGROUND

The concentrated enrollment of Latinos in higher education in a small number of institutions was first recognized in the 1980s and the category of HSIs was defined by federal law in 1992 under the Higher Education Act.⁵ Today HSIs are identified as accredited and degree-granting public or private nonprofit institutions of higher education with 25 percent or more total undergraduate Hispanic full-time equivalent student enrollment.⁶

Beyond defining HSIs, the Higher Education Act also includes the Developing HSIs Program (Title V)—a competitive capacity building grant program to enhance academic quality at HSIs and increase Latino and other low-income students' educational opportunities. The Title V program provides capacity building funds for institutional activities to enhance academic offerings, faculty development, student support services, program quality, and institutional stability. While Title V does not overtly link capacity building with student success, the capacity building

choices many HSIs have made could help increase Latino and other student success.

HSIs and other Minority-Serving Institutions (MSIs) navigate a complicated reality in competing for limited capacity building funds while also increasing access to higher education and degree completion for under-represented populations. In order to look at these competing priorities, this brief reviews federal capacity building funding for HSIs awarded by the U.S. Department of Education through the Title V Developing HSIs Program.⁷

FINDINGS

An examination of federal funding for HSIs during a six-year period (2004-2009) through individual Title V-DHSI grants resulted in three critical findings that link capacity building to student success:

1. Since first recognized in federal law, both the number of HSIs and federal funding to increase the capacity of HSIs through Title V-DHSI has increased.
2. Legislative changes decreasing the number of authorized activities eligible for grant support in Title V-DHSI has improved alignment with student success efforts.
3. The choice by HSIs to concentrate on faculty development and student services using Title V-DHSI grants demonstrates a sustained focus on academic quality and student success by HSIs.

THE NUMBER OF HSIs HAS GROWN, AS HAS FEDERAL FUNDING FOR HSIs AND THE MAXIMUM ANNUAL AMOUNT UNDER TITLE V.

Beyond the six-year period examined, it is worth noting the growth of HSIs and funding since HSIs were first defined in federal legislation. In 1995-96, there were 135 institutions that met the federal definition of an HSI. In 2010-11, there were 311 HSIs. Further, in 2010-11 there were 204 institutions with 15-24 percent undergraduate full-time equivalent Hispanic enrollment, known as emerging HSIs, that may soon become HSIs. While federal support for capacity building through Title V is not currently available to emerging HSIs, as Latino populations at these institutions grow, they will become HSIs and will increase the competition for limited financial support under Title V.

Initial federal funding for the Title V program in 1995-96 was \$12 million. That year, 135 institutions met the federal definition as an HSI and 86 institutions successfully competed to receive Title V support.⁸ With this initial federal support, Title V grants provided a maximum award of \$350,000 to institutions the first year of the award that could be used for 14 allowable capacity building activities.

In 2010-11, \$117 million in Title V grants were awarded. That year, 311 institutions met the federal definition as an HSI and 78 institutions successfully competed to receive Title V.⁹ The maximum annual award was \$650,000. These funds could be used for up to 8 allowable capacity building activities.

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In 1995-96, 64 percent of HSIs received Title V-DHSI grants; in 2010-11, 25 percent of HSIs did. Between 1995-96 and 2010-11 several changes impacted the Title V program (Table 1):

- The number of HSIs grew 130 percent.
- The number of recipients per grant cycle decreased 9 percent.

- The total amount awarded increased 875 percent.
- The maximum award amount increased 86 percent.
- The average award amount increased 87 percent.

TABLE 1. GROWTH IN HSIs AND TITLE V-DHSI FOR SELECT YEARS: 1995-2011

	1995-1996	1999-2000	2005-2006	2010-2011	% Change 1995-96 to 2010-11
Number of HSIs*	135	219	252	311	130
Number of Title V recipients**	86	69	46	78	-9
Total Title V program (millions)	\$12	\$28	\$95	\$117	875
Maximum Title V award	\$350,000	\$390,000	\$550,000	\$650,000	86
Average Title V award	\$333,935	\$369,173	\$505,447	\$626,000	87

*Analysis by *Excelencia* in Education of institutions meeting basic HSI federal definition using Integrated Postsecondary Education Data System (IPEDS), National Center on Education Statistics (NCES), 1995-2011.

**Includes both new individual development & cooperative arrangement grants from data provided by the U.S. Department of Education (<http://www2.ed.gov/programs/idedshsi/awards.html>).

Questions for Future Research and Discussion

- Are there HSIs that have not received support under the Title V-DHSI program?

- What does the continuing growth in the number of HSIs mean for the number and size of grants awarded?
- Will federal funding for Title V continue to grow as the number of HSIs grows?

THE DECREASED NUMBER OF AUTHORIZED ACTIVITIES ELIGIBLE FOR GRANT SUPPORT UNDER TITLE V-DHSI (14 TO 8) HAS IMPROVED ALIGNMENT WITH STUDENT SUCCESS EFFORTS.

As originally authorized, Title V supported 14 capacity building activities. The 2008 reauthorization of the Higher Education Opportunity Act (HEOA) reduced the number of allowable activities (*more detailed information regarding changes in allowable activities available in Appendix 1*).

Removed Activities - Seven of the original activities were removed in 2008 legislation:

1. Funds and administrative management, and acquisition of equipment for use in strengthening funds management;
2. Joint use of facilities (i.e. laboratories/libraries);
3. Establishing or improving a development office to strengthen or improve fundraising efforts;

4. Establishing or improving an endowment fund;
5. Establishing or enhancing a program or teacher education designed to qualify students to teach in public elementary and secondary schools;
6. Establishing community outreach programs encouraging elementary and secondary school students to develop the academic skills and the interest to pursue postsecondary education; and
7. Expanding the number of Hispanic and other under-represented graduate and professional students served by the institution.

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Unchanged Activities — Four of the original activities were unchanged in 2008 legislation:

1. Purchase, rental or lease of scientific/laboratory equipment;
2. Purchase of library books, periodicals, and other educational materials, including telecommunications program material;
3. Creating or improving facilities for Internet or other distance learning academic instruction capabilities; and
4. Other activities proposed that contribute to carrying out the purposes of this title; and are approved by the Secretary as part of the review and acceptance of such application.

Revised Activities — Three of the original activities were revised in 2008 legislation:

1. Construction, maintenance, renovation, and improvement of classrooms, libraries, laboratories, and other instructional facilities as well as purchase or rental of telecommunications technology;
2. Support for low-income students including outreach, academic support services, mentoring, scholarships, fellowships, and other financial assistance; and

3. Support of faculty exchanges, faculty development, faculty research, curriculum development, and academic instruction.

Added Activity — One activity was added in 2008 legislation:

1. Collaboration with other institutions of higher education to expand certificate and degree offerings.

The largest change in supported activities through Title V-DHSI occurred with removal of seven allowable activities following the 2008 reauthorization of HEOA. While the removed activities provided support for capacity building at HSIs, many of the administratively focused activities were not connected directly to improving academic quality or student success.

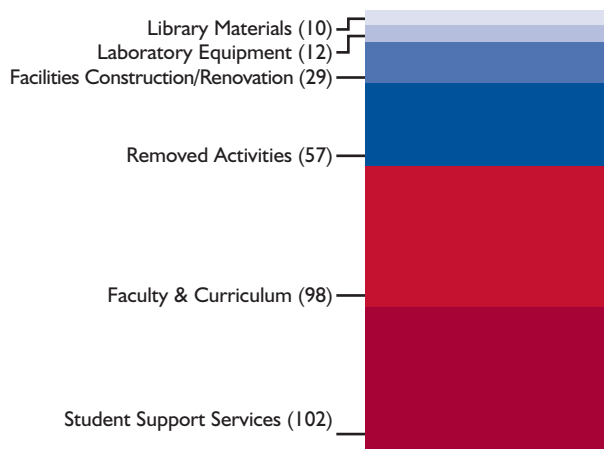
Questions for Future Research and Discussion

- Do HSIs still need support for the allowable activities removed?
- Can the current allowable activities supported through Title V be refined further?
- How do the changes in allowable activities impact HSIs' priorities and investment in capacity building activities?

CONCENTRATED GRANT-FUNDED ACTIVITIES IN FACULTY DEVELOPMENT AND STUDENT SUPPORT SERVICES REINFORCE THE FOCUS ON STUDENT SUCCESS.

Over a six-year period (2004-2009), there were 324 Title V grants awarded and over half (62 percent) were concentrated in the enhancement or creation of faculty and curriculum development or student support services. Graph 1 illustrates the concentration of Title V awards in these two areas (*more detailed information exploring awards per allowable activity available in Appendix 2*).

GRAPH 1. Number of Awards by Allowable Activity* (2004-2009)



Faculty and Curriculum Development

Title V originally supported faculty exchanges and development, curriculum development, academic instruction, and faculty fellowships to assist in attaining advanced degrees in field of instruction. In 2008, this activity was revised to end support for faculty fellowships connected to advanced degree attainment and add support for faculty research. These shifts reflect several trends in higher education and support the commitment to enhancing academic quality at HSIs. First, by removing Title V support for faculty fellowships illustrates the expectation that aspiring faculty members complete advanced degrees. Secondly, by adding Title V support for faculty research demonstrates the importance of ensuring faculty research productivity across all types of higher education institutions.

Student Support Services

Title V originally supported tutoring, counseling, and student service programs designed to improve academic success. In 2008, through the reauthorization of the HEOA, this activity was revised to support low-income students including outreach, academic support services, mentoring, scholarships, fellowships, and other financial assistance. These additions illustrate the importance of providing multiple forms of support for low-income students.

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Research shows that improving academic quality and providing support services can increase Latino student success.¹⁰ Among the institutional practices with evidence of improving Latino student success are the following: implementing learning communities, providing supplemental instruction, identifying and restructuring “gatekeeper” courses, expanding academic and support services, and assertively targeting Latino and other nontraditional students for these services.¹¹

Questions for Future Research and Discussion

- Does the concentration funding in activities for faculty and curriculum development and student support extend beyond the years in this review for Title V (2004-2009)?
- Why are HSIs prioritizing faculty and curriculum development and student support services before the other six funding areas?
- Beyond faculty development and student support services, what other practices at HSIs enhance Latino student success?

EXAMPLES OF HSI EFFORTS THROUGH TITLE V-DHSI

The following offers examples of efforts at HSIs to improve the quality of education and student success through Title V-DHSI. Three HSIs’ initial plans for Title V funded programs are presented below. While the following efforts have not been evaluated, they provide practical examples of how HSIs propose to enhance academic quality and student success through Title V.

Imperial Valley College (CA) – Faculty Development and Student Support Services

Imperial Valley College was awarded \$548,125 for Project ACCESO (Accessing Community College Education by Strengthening Outreach) in 2004. The following outlines specific details for Project ACCESO.

- Provided extensive faculty and staff development to restructure three curricula. The HSI also prepared faculty to effectively implement technology-enhanced distance learning capabilities, and effectively manage distance course delivery.
- Provided faculty, staff and administration with improved access to student information through online student assessments, online enrollment services, degree audit capability, and online developmental level instruction.
- Expanded the technological infrastructure to support integration of technology into total teaching, learning, and support services package. The expanded infrastructure also enabled decision-makers to better plan instructional delivery by improving course scheduling processes.

Dodge City Community College (KS) – Faculty Development

Dodge City Community College (DCCC) was awarded \$572,585 to support maximizing student success in 2007. The following outlines DCCC’s intent to use the funds to support student success.

- Infused developmental and key gateway courses with competency-based curricula, educational technology and active learning strategies. Faculty development supported course redesign and student success supported through revitalized developmental tutoring and gateway course supplemental instruction.
- Broadened distance learners’ access to student services, through the development of online orientation, advising, financial aid, tutoring, and integrated new services with online courses DCCC offers EduKan, a western Kansas distance-learning consortium.
- Developed English as a Second Language (ESL) assessment, placement, and advising to support appropriate second-language student placement into the seven-level ESL program. Transitions within ESL program as well as transition from ESL to college courses, were enhanced through redesigned ESL tutoring and centralized ESL academic resources.
- Renovated the Academic Support Center (ASC) (4,200 square foot space) to host tutoring, supplemental instruction, and technologically enhanced course pilots, while providing campus access to new online services. Adjacent to the ASC, the new ESL Language Lab provided dedicated space for ESL assessment, placement, and advising, as well as for ESL academic resources. The newly established web portal supported online student services. Increased bandwidth and a Student Information System update supported expansion of services and increased online usage.

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Mountain View College (TX) – Student Support Services

Mountain View College was awarded a grant of \$464,589 to improve new student success through instructional innovations and support after college enrollment in 2009. The following outlines Mountain View College's plans to improve student success.

- Developed a Center for the Success of New Students.
- Centralized services and enhanced academic and social support for new students.
- Supported a broad faculty professional development program.
- Promoted learner-centered strategies addressing the needs of primarily Hispanic and low-income students.
- Developed a case-management approach to provide early intervention to students who needed additional help.

FUTURE RESEARCH

While each of the three findings yielded additional questions for future research and discussion, the overall examination of federal support through Title V generated additional questions that require further exploration. *Excelencia* in Education is committed to answering these questions and further exploring federal support of HSIs to better inform policymakers and institutional leaders working to link capacity building initiatives with student success.

The following are questions to guide future research:

- Does federal investment in institutional capacity building efforts develop stronger institutions and support access to a quality education?
- What measures of accountability ensure federal investments reach students?
- Can an investment in institutional capacity building efforts at HSIs positively impact Latino student success?
- What are the metrics to know if Latino student success has been achieved?
- What can we learned from institutional successes?

SUMMARY

Given the growth of the Latino student population and the increasing number of Latinos attending HSIs, the number of HSIs is expected to continue to grow. Understanding how these institutions connect capacity building with academic quality and student success efforts through the Title V-DHSI program within a degree completion and productivity policy context is important. This brief provided an overview of the background of Title V and a discussion of three findings from an analysis of the Title V-DHSI program from 2004-2009. These findings, based on the growth of HSIs and the Title V-DHSI program, changes to the allowable activities supported by the Title V-DHSI program, and the concentration of Title V support, showed many HSIs successful in being awarded Title V-DHSI grants are using these funds to improve the faculty development and student support services at their institution. These investments are tied to improved academic quality and student success. Future research may yield additional findings on the efforts of HSIs to increase Latino and other student success to further inform public policy efforts and funding support for these institutions.

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APPENDIX I. FULL LIST OF ALLOWABLE ACTIVITIES FROM 1994-2008

Allowable Activity	1994-2008	Allowable Activity	2008-present
1	Purchase, rental or lease of scientific/laboratory equipment	1	Purchase, rental, or lease of scientific/laboratory equipment (same)
2	Construction, maintenance, renovation, and improvement in classrooms, libraries, laboratories, and other instructional facilities	2	Construction, maintenance, renovation, and improvement of classrooms, libraries, laboratories, and other instructional facilities (added purchase or rental of telecommunications technology)
3	Support of faculty exchanges and development, curriculum development, academic instruction, and faculty fellowships to assist in attaining advanced degrees in field of instruction	3	Purchase of library materials (i.e. books, periodicals, technical and other scientific journals) (original #4)
4	Purchase of library books, periodicals, and other educational materials, including telecommunications program material	4	Support for low-income students including outreach, academic support services, mentoring, scholarships, fellowships, and other financial assistance (changed language; original #5)
5	Tutoring, counseling, and student service programs designed to improve academic success	5	Support of faculty exchanges, faculty development, faculty research, curriculum development, and academic instruction (changed language; original #3)
6	Funds and administrative management, and acquisition of equipment for use in strengthening funds management (removed)	6	Creating or improving facilities for Internet or other distance education technologies (original #10)
7	Joint use of facilities (i.e. laboratories/libraries) (removed)	7	Collaboration with other institutions of higher education to expand certificate and degree offerings (new)
8	Establishing or improving a development office to strengthen or improve fundraising efforts (removed)	8	Other activities proposed that – (A) contribute to carrying out the purposes of this part; and (B) are approved by the Secretary as part of the review and acceptance of such application (original #14)
9	Establishing or improving an endowment fund (removed)		
10	Creating or improving facilities for Internet or other distance learning academic instruction capabilities		
11	Establishing or enhancing a program or teacher education designed to qualify students to teach in public elementary and secondary schools (removed)		
12	Establishing community outreach programs encouraging elementary and secondary school students to develop the academic skills and the interest to pursue postsecondary education (removed)		
13	Expanding the number of Hispanic and other under-represented graduate and professional students served by the institution (removed)		
14	Other activities proposed that contribute to carrying out the purposes of this title; and (B) are approved by the Secretary as part of the review and acceptance of such application		

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APPENDIX 2. NUMBER OF TITLE V AWARDS BY ALLOWABLE ACTIVITY

Allowable Activities	2004	2005	2006	2007	2008	Allowable Activities	2009
1	0	3	3	3	1	1 (same)	2
2	2	7	2	8	5	2 (same)	5
3	11	18	11	17	18	5 (changed, old #3)	23
4	0	1	0	7	1	3 (same, old #4)	1
5	10	20	12	20	24	4 (changed, old #5)	16
6	5	5	7	10	7	Removed	-
7	0	0	0	0	0	7* (new, old removed)	0
8	0	0	0	2	1	Removed	-
9	0	2	1	3	2	Removed	-
10	0	3	2	8	0	6 (same, old #10)	3
11	0	0	0	0	0	Removed	-
12	0	4	1	5	1	Removed	-
13	0	0	0	0	1	Removed	-
14	0	0	0	0	0	8 (same, old #14)	0

ENDNOTES

- 1 Fry, R. and Lopez, M.H. (2012). *Hispanic student enrollments reach new highs in 2011*. Washington, DC: Pew Hispanic Center. <http://www.pewhispanic.org/2012/08/20/hispanic-student-enrollments-reach-new-highs-in-2011/>
- 2 U.S. Census Bureau, *Current Population Survey, 2011 Annual Social and Economic Supplement*.
- 3 *Hispanic-Serving Institutions: 2010-11. Excelencia in Education*, released July 2012. <http://edexcelencia.org/sites/default/files/hsilist-2010-11-final.pdf>.
- 4 This examination of Title V grants (specifically, individual development grants) from 2004 to 2009 provides five years of trend data prior to, and the first year after, legislative changes impacted the type of activities support by the Title V grant.
- 5 Santiago, D. (2006). *Inventing Hispanic-Serving Institutions (HSIs): The Basics*. Washington, DC: *Excelencia in Education*.
- 6 Summary of Title V of the Higher Education Act, as amended in 2008. To be eligible for the “Developing HSIs Program,” the law further requires that an HSI have a high enrollment of needy students and low educational and general expenditures. Public Law 110-315.
- 7 The Developing HSIs Program—Title V is a competitive grant program awarding individual development grants (single institution awardee) and cooperative arrangement development grants (multiple institutions share award). The grant is awarded for a period of five years. The first year is awarded via a competitive process. Four additional years are provided as non-competitive continuation grants.
- 8 Overall 86 grants includes: individual development & cooperative arrangement grants
- 9 Overall 78 grants includes: individual development & cooperative arrangement grants
- 10 Castellanos, J., & Gloria, A.M. (2007). Research considerations and theoretical application for best practices in higher education: Latina/os achieving success, *Journal of Hispanic Higher Education*, 6(4), 378-396.
- 11 Hurtado, S., Carter, D. F., & Spuler, A. (1996). Latino student transition to college: Assessing difficulties and factors in successful college adjustment, *Research in Higher Education*, 37(2), 135-157.

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ABOUT EXCELENCIA IN EDUCATION

Excelencia in Education accelerates higher education success for Latino students by providing data-driven analysis of the educational status of Latinos, and by promoting education policies and institutional practices that support their academic achievement. A not-for-profit organization, *Excelencia* is

recognized as a leading information source on Latinos in higher education and is building a network of results-oriented educators and policymakers to address the U.S. economy's need for a highly educated workforce and for civic leadership. For more information, please visit www.EdExcelencia.org.

