memorandum

Date: January 15, 2012

To: California Community Colleges Chancellor’s Office

From: WestEd and the RP Group

Question 7: Targeting Student Support Services

Are some student support services demonstrated to be more effective for high-need, high-touch students and for low-need students? If so, what services are most effective for each group of students?

Background

Many of the populations that community colleges serve are not fully prepared to succeed in a college environment, whether because of personal challenges that they face or lack of access to information about college requirements and expectations. First-generation students, students on academic probation, students who are undecided about their majors, students on public assistance, developmental education students, foster youth, and returning veterans may need additional support to navigate the college experience and to do their best academically. There are a number of discrete programs, funded through the California Community Colleges Chancellor’s Office (CCCCO), federal funds, and private foundations, that help provide additional services to specific high-need populations.

The CCCCO Student Services Division currently supports a number of multi-service categorical programs for students deemed in need of more intensive, or “high-touch,” services. Some of these programs are described below — all have documented evidence of success with high-need students.

The Puente Project has been funded by the state of California since 1981 and exists to increase the number of Latino students (many of whom are first-generation college students) at California four-year institutions. Latino students have one of the lowest retention rates of any group of community college students. While the program is intended to serve as a bridge between high schools and four-year institutions, it is structured to recognize that many students spend part of their college career at a community college. The program is offered at 59 of the 112 California community college campuses and includes academic and career counseling, professional community mentors matched to students’ interests, and a two-semester accelerated writing course focused on the Latino experience. A 2005 report from the University of California Office of the President found that Puente community college students had a 90 percent retention rate one year after participating in Puente and a 73 percent retention rate two years
after completing the program.\(^1\) According to a 2000 report from the U.S. Department of Education, some 48 percent of community college students who had participated in the Puente Project went on to transfer within three years, compared to 27 percent of non-Puente students.\(^2\)

Other systemwide programs focus more broadly on economically and educationally disadvantaged students. *California’s Extended Opportunity Program and Services (EOPS)* was established by the Legislature in 1969 and is available at all California community college campuses. Participating students must be low-income and full-time at the start of their college careers, as well as educationally disadvantaged. Services may include early registration; academic, personal, and career counseling; basic skills instruction; child care vouchers; transportation assistance; book vouchers; tutoring; and other assistance.

The CCCCO also funds the *Cooperative Agencies Resources for Education (CARE)*, which was established by the Legislature in 1982. CARE supplements EOPS for students on public assistance with young children.\(^3\) Students in CARE programs are required to meet with counselors several times each term to prepare and update student education plans (SEPs). Colleges and districts can customize CARE programs to meet individual campuses’ unique needs.

A report to the Legislature on 2005–06 program outcomes suggested that EOPS and CARE student-learning outcomes were comparable to those of non-EOPS full-time students, despite the considerable challenges EOPS and CARE students faced. For instance, EOPS students earned associate’s degrees at roughly the same rate as non-EOPS students (5.08 percent vs. 5.37 percent) and persisted at roughly the same rate (85 percent vs. 86 percent). However, EOPS students were less likely to be transfer-directed (13.4 percent vs. 21.45 percent) and transfer-prepared (14.05 percent vs. 18.72 percent) than non-EOPS students.\(^4\)

*The California Work Opportunity and Responsibility to Kids program (CalWORKS)* targets students on or transitioning from public assistance, with the goal of transitioning them to self-sufficiency. Established in 1997–98, CalWORKS is supported by state funding and supervised by the CCCCO. The community colleges work with county welfare offices to provide comprehensive case management to help students access such services as academic and career planning; work-study aid; job development and placement; post-employment support; subsidized child care; and financial aid. A 2008 study found that CalWORKS participants were more likely to be employed than comparison group students, but earned lower wages if

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employed. CalWORKS students who received financial aid were more likely to achieve a degree or certificate. The amount of financial aid received was positively correlated with the likelihood of completing an associate’s degree. Completion of an associate’s degree was correlated with higher earnings for CalWORKS students compared to completion of a certificate program.

In addition to programs supported by the Chancellor’s Office, there are a number of federal grant-funded programs that help high-need students. Programs like the TRIO Student Support Services Program and the Title V Developing Hispanic-Serving Institutions (HSI) grants have provided additional resources for student support services. While not specifically focused on support services, the HSI program funds can be used for student support, academic tutoring, and counseling at Hispanic-serving institutions. HSI funds are given to institutions, not to specific students. For instance, Evergreen Valley College’s Enlace program (described in this report’s final section) uses some HSI funding.

The TRIO Student Support Services (SSS TRIO) Program awards funds to postsecondary institutions to provide opportunities for low-income, disabled, and first-generation college students. Funded through Title IV of the Higher Education Act of 1965, SSS TRIO provides tutoring, assistance in course selection, and assistance in completing financial aid applications. The program may also include remedial instruction, academic counseling and case management, study groups, mentoring programs, and temporary housing. A 1997 Westat study found that program participants were more likely to persist in college long-term, accrue more college credits, and maintain higher GPAs than similar non-participants. In 2010–11, there were 65 SSS TRIO programs funded at 51 different CCCs and/or districts statewide, reaching approximately 10,715 students.

A number of major initiatives funded by private foundations have also provided some California community colleges with resources to develop enhanced student services. These initiatives include the Student Support Partnership Integrating Resources and Education (SSPIRE) program, the Opening Doors initiative, the Achieving the Dream Initiative, and the Lumina Foundation’s new Latino Student Success program. Most of these initiatives target high-need students. Generally, these initiatives have funded and tested one or two focused innovations at each college, providing a different perspective on support strategies.

Started in 2006, Umoja is a grassroots effort initiated by California community college staff, students, and faculty that strives to increase the retention, persistence, and academic success of African American students. It does not receive categorical funding, so individual colleges have supported the program through a mix of statewide matriculation funds, the Basic Skills Initiative, and grants. Thirty California community colleges offer Umoja programs, which provide mentoring with college staff and/or community members, counseling and advising, learning communities or a cohort model, field trips, and an Afrocentric curriculum. Umoja programs also generally provide a two-semester sequence of guidance/counseling classes for first-year students in the program and counseling support and follow-up

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services until participants graduate or transfer to a four-year university. A statewide consortium assists colleges wishing to implement such a program in assessing campus climate, building collaborations, and putting together funding. A 2008 study found that program participants were more likely than a comparison group to achieve an associate’s degree, transfer, or achieve a four-year degree.\(^8\)

## Implementation Considerations

Most programs targeting high-need students involve a bundled mix of supports, rather than expecting students to seek out and coordinate multiple services on their own. Most of these programs also ensure that students receive more intensive support than is available to students who don’t participate in these programs. Purnell and Blank\(^9\) identified the following types of support services and their components, many of which are typically provided in multi-service programs (within high-touch programs, the specific resources that are offered vary by the population being served and the level of funding):

- **Academic guidance and counseling**, including orientation; information on navigating the college and on reading and math assessments; education planning and advising that helps students select courses to meet major requirements that fit their career goals; monitoring students’ progress to ensure that they reach education benchmarks in a timely way; early registration; forums or presentations on topics to help students persist; and transfer counseling to ensure that students complete the requirements needed to enroll in four-year colleges or universities.

- **Academic supports**, such as tutoring, remedial assistance, and time management and study skills training.

- **Personal guidance and counseling**, which can consist of crisis intervention, information and referrals, mental health counseling, life-skills counseling, mentoring, or coaching and peer support.

- **Career counseling**, which encompasses aptitude assessments, development of career plans, and sharing of information on careers and related skill requirements.

- **Supplemental services**, such as child care subsidies or vouchers, transportation tokens or passes, and book and supply vouchers that help enable students to pursue an education.

Because each college has a unique context and student body, there is a range of logistical and programmatic issues to consider in order to effectively implement student support services that address both high- and low-needs students.

**Best practices:** There is relatively strong empirical evidence on what kinds of strategies work overall — including student success courses, education plans, supplemented financial aid, and learning communities — but colleges still need to determine how to implement these strategies to best effect. Implementation varies by college and program. Evaluation reports on many multi-service programs do not tease out which of the many components provide the most impact. For example, research may not clarify whether it is the peer support or the contextualized learning that makes learning communities effective, or why combining a student success course with an education plan can lead to stronger outcomes.

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**Funding:** CCCCO funding for intensive support services is targeted to subsets of the student population. Because of the current statewide budget crisis, it is unlikely that new funds are forthcoming. Some colleges have located other funding to expand their offerings, such as TRIO grants, private foundation funding, HSI grants, and internal funds. Researchers have noted that some of the most effective support services, especially those that encourage personal connections, are also the most expensive. For example, the case management programs funded by SSPIRE at Victor Valley and Taft were very effective, but too expensive to be scaled up long-term. Some researchers have suggested that tying funding to completion rates rather than to enrollment might incentivize better investment in student support services.

**Coordination of services:** Some programs, such as the categorical programs listed in the Background section, provide a suite of services under one program. Others physically co-locate individual student services and programs, such as financial aid support and career planning resources. Some researchers suggest that students are more likely to use services if they are easy to access and are offered in a “one-stop shop.” Some colleges have created coordinator positions to facilitate this process.

**Identify staffing:** To assist students, colleges can use counselors, trained peer mentors/tutors, faculty, community volunteers, or extended online counseling services. This may mean hiring new staff and/or integrating coordination and counseling functions into the workload of existing staff and faculty.

**Integration:** Many successful programs integrate support services with academic instruction. Colleges need to determine how best to blend these two functions. While many of the focused multi-service programs such as Puente, Enlace, and Umoja have integrated student support and academic services within their programs, college-level integration is less common. Innovative partnerships between the student support and academic sectors at the college level are possible — for example, San Mateo Community College District started a district-wide textbook rental program with campus bookstore partners.

**Developing and integrating high-tech/low-touch options:** Colleges need to determine which students can best be served by low-touch, high-tech services; how to make students aware of these services; and how to teach students to use them effectively. Some programs, such as Cuyamaca College’s student success courses (described in the Examples of Colleges with Successful Student Support Innovations section below) or Sierra College’s counseling program, let students self-select into the program. For instance, when students at Sierra College need to meet with a counselor, they can choose between real-time online “chat” sessions for quick questions, real-time web conferencing sessions for in-depth counseling, or face-to-face sessions. Using high-tech platforms is not the only way to deliver low-touch services. For example, group services such as group counseling sessions (onsite or virtual) or student

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success classes can provide services to many students at once — mitigating the need for one-on-one counseling for some students.

**Requirements for participation:** Colleges need to determine whether to make participation in certain types of support services mandatory or voluntary. Data suggest that some services, like student success classes, are more effective when mandatory.

**Evaluation:** Colleges need to collect and evaluate their own data on programs to determine which ones work and what the impacts are for different students. Documented evidence of success can help programs make the case for sustained funding. Having data systems in place and strong institutional research capacity are key to many successful programs.

# Research on Support Services for High-Need/High-Touch vs. Low-Need Students

In the review of the literature, most research focused on high-need students as opposed to low-need students. Several studies address specific interventions that are effective for high-need students.

Helfgot\(^{14}\) outlines the primary difference between high-touch and low-touch counseling options by stating, “High-tech [low-touch] counseling treats everyone the same way; high-touch counseling treats everyone differently, as individual needs dictate.” He outlines the following high-touch counseling needs: case management, intensive individual counseling, support groups, a focus on planning and prevention, and outreach to families (i.e., parents, spouses/partners, and children). The high-tech (low-touch) options Helfgot describes do not reflect all of the options currently available, but include registration, career counseling/exploration, early warning systems, academic advising regarding progress, education plans, degree audits, providing information about general education requirements, providing information about major requirements, providing information about transfer requirements, providing after-hours counseling information, and providing diagnostic and prescriptive information.

Most studies of student success in developmental education cite the need for high-touch comprehensive supports.\(^{15}\) Roueche and Roueche\(^{16}\) state that “colleges must increase the support and structure they offer at-risk students who need support and structure more than any other students in higher education.” The authors note that the most critical services to include are mandatory orientation; expanded pre-enrollment activities; peer and faculty mentors; and more comprehensive financial aid programs, assessment, and

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placement advising. Similarly, Kiemig\textsuperscript{17} writes that students in developmental education are in need of comprehensive learning supports, such as learning communities, as opposed to developmental education courses offered in isolation from other supports or with only learning assistance provided.

Research suggests that certain types of interventions are more likely to engage and retain at-risk students. There is a fair amount of evidence that student success courses are effective, although the particular form of these courses can alter their impact. A study by the Community College Research Center found that enrollment in a student success course was associated with a 9 percent increase in the probability of successfully obtaining a credential for non-remedial students and a 5 percent increase for remedial students.\textsuperscript{18} Enrollment in student success courses increased persistence for non-remedial students by 7 percent, and had an even larger effect on remedial students (an increase of 10 percent). Enrollment also enhanced the likelihood of transfer by 5 percent for non-remedial students and by 3 percent for remedial students. A study at Valencia College in Florida found that student success courses provided particular improvement for Hispanic students in the area of fall-to-spring persistence and in the percent of college prep courses successfully completed.\textsuperscript{19} Ideally, these courses streamline advising by addressing a number of students at once, freeing counselors to address more difficult questions one-on-one. Student success courses also allow students to bond with each other and with faculty.\textsuperscript{20}

A number of researchers have noted that faculty interaction has strong predictive value for student success outcomes such as retention, likelihood of transfer, and GPA for groups such as African American and Latino students.\textsuperscript{21} These studies suggest faculty and/or community mentoring by racially/ethnically concordant mentors may be an effective intervention. Bush and Bush (2010) also found that black male students’ perceptions of campus climate and support predicted whether they transferred, had higher grade point averages, and had better graduation rates. RP Group researchers noted that programs like Puente and Umoja — both of which include mentoring programs — seek to make the classroom and college cultural context more relevant and welcoming to students who might be feeling disconnected. The aim is to engage students with the campus community. Programs that encourage bonding with other students — such as learning communities that build student support inside classrooms and enhance faculty contact outside of classrooms — have also shown some efficacy in enhancing student success.\textsuperscript{22}

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\item \textsuperscript{19} Achieving the Dream Data Team. (2009). \textit{SLS1122 Mandate for 3-Prep Students: Research Report}. Orlando, FL: Valencia College.
\item \textsuperscript{22} Purnell, R., & Schiirring, E. (2011). \textit{Literature Review: Student Support (Re)defined}. Berkeley, CA: The RP Group.
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MDRC’s Opening Doors initiative (2003) funded six community colleges nationwide to take part in a large-scale random assignment study of innovations meant to enhance retention and success among low-income community college students. The study researched the outcomes of several types of programs:

- Performance-based scholarship/financial incentive programs were found to be very effective, generating large positive effects on grades, credits, and registration even after the end of the funding.
- Learning communities improved some academic outcomes for participating freshmen, including allowing them to pass more courses and earn more credits. In addition, more participants took and passed English skills assessments required for graduation and transfer. However, impacts on persistence were unclear after the first semester. This program was re-funded for ongoing study.
- Two enhanced student services programs gave more intensive and personalized assistance to students. One program provided enhanced academic counseling for students early in their college careers, and the other program provided an array of enhanced services for students on academic probation. The enhanced academic counseling program generated modest positive effects that dissipated once the program ended. The second program, at Chaffey College, offered services to probationary students, including a student success course and additional academic counseling. Over two semesters, the program increased students’ cumulative GPAs and almost doubled the proportion of students who moved off probation. This program (described in more detail below) was re-funded for further study and expansion.

Examples of Colleges with Successful Student Support Innovations

Evergreen Valley College’s (EVC) Enlace is a focused multi-service program blending academic instruction and support services. The Enlace program, which started in 1983, grew out of EVC’s Puente program. Enlace expanded Puente’s traditional English composition focus to include math and science, because campus and community mentor leadership felt that these were critical gateway disciplines for Latino students. While separating from the statewide Puente program entailed some extra work, it also allowed EVC to develop a program that fit the college’s unique needs rather than conforming to a statewide program.23

The Enlace program serves 700 students a year, 90 percent of whom are Latino. The program offers counseling; mentoring; supplemental instruction; peer tutoring; work experience and internships; and over 20 courses per year in developmental math, English, and science. Students are moved through these developmental courses in a learning community approach.

All offerings are tailored to be culturally validating and affirming to Latino students, and the program includes over 65 Latino community professionals who serve as mentors. The current staff includes two English professors, a math professor, a science professor, a program counselor, a program coordinator, a

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recruitment specialist, a program specialist, peer mentors, and instructional assistants. The counselor works closely with program faculty to increase retention and success rates, and teaches a college-readiness guidance course to students in the program.

In 2007, Enlace students had a 68 percent course success rate, compared to 58 percent for similar Latino non-participants. In 2008, Enlace students had a 67 percent success rate in developmental math classes, compared to the 47 percent success rate of non-Enlace students in similar classes. Faculty members have developed similar programs for African American (AFFIRM) and Asian (ASPIRE) students.

Chaffey College’s program for probationary students, funded through the Opening Doors initiative, has generated positive short-term effects on student outcomes. To be eligible for this program, students must be 18–34 years old, have fewer than 35 credits, and be on academic probation. Students take part in a college success course taught by a counselor (covering time management, study skills, and college expectations), are expected to visit the instructional labs at the campus’s Success Centers for additional academic assistance, and take part in additional counseling activities. In the original version of this program, enrollment in the student success course was voluntary and produced limited results. A second version of the program, in which the student success course was mandatory, almost doubled the number of students who moved off of academic probation over two semesters.

Currently, students on academic probation are identified, sent notification letters, and asked to attend an informational counseling session with an advisor to discuss their options. They are also asked to sign a contract to complete a one-year education plan with a counselor, enroll in a three-unit college success course, and complete five directed learning activities at the college’s Success Centers. Over a four-year period from 2007–10, this program has had a 43 percent success rate of removing students from probation.

The program coordinator noted some key factors that helped facilitate the instigation and expansion of this program. First, the creation of Success Centers through the Basic Skills Initiative encouraged collaboration between instruction and student services at Chaffey. These Success Centers gained statewide attention as a promising practice and were one of the initial reasons MDRC wanted to study student services at Chaffey. Second, advanced computer systems allowed for more effective tracking of student data and provided a means of flagging the large number of students on probation. Finally,

changes at the administrative level have allowed for greater coordination across services and disciplines. For instance, the college created a Dean of Instructional Support position to coordinate the library and the Success Centers. In addition, reporting lines for academic and student services now go through one vice president rather than two.³¹

However, the program has not meaningfully improved students’ long-term academic outcomes. After four years, participants made similar academic progress to a control group. Weiss notes that one- and two-semester interventions may not be sufficient to make a lasting difference, and suggests that more attention should be devoted to transitioning students out of intensive interventions and into traditional support structures.³²

_Cuyamaca College_ has developed a **college success course** with a career development component. While the course is targeted at first-time college students, students on academic probation, and students who are undecided about their majors, it is open to all students. Cuyamaca does not require students to take the course, but it has incentivized enrollment by making the course applicable toward associate’s degrees, transferable to the California State University (CSU) and the University of California (UC), and allowable as a general education course for CSU transfer. This course is required for students participating in the college’s guaranteed transfer program to UC San Diego.³³

The college success course is popular — between 1,600 and 2,000 students participate in 50 sessions each year. The course is also offered in 10 local high schools to help juniors and seniors prepare to transition to college. The course is offered in three formats: traditional face-to-face with some in-class online work, online, and a face-to-face and online hybrid.

The college success course has three components:

- *college success*, which helps students explore reasons for attending college, time management skills, test-taking skills, and other relevant skills;
- *career success*, which includes an assessment of personality types in order to explore careers that match students’ personal strengths, and education planning covering general education requirements, preparation for the major, and transfer requirements; and
- *personal success*, which includes communication skills, critical and creative thinking, and developing a wellness plan.

Because this course utilizes CollegeScope software — an interactive online textbook — students can complete online assessments of their personality type and learning style, which are integrated into a personalized curriculum. CollegeScope also allows counselors and advisors to review students’ portfolios and class progress in order to conduct outreach to those who appear to be struggling. This outreach is particularly important because catching students who are slipping or undecided within their first two

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weeks in college can be critical to retention. Students get the message that someone is monitoring their progress and cares that they succeed, which can be a powerful incentive to complete.

The CollegeScope software, developed by Dr. Marsha Fralick (now retired from Cuyamaca), is widely used both in-state and nationally. At Cuyamaca, the college success course is taught by faculty with a master’s degree in counseling. However, some colleges adopting this model are looking into having other faculty teach the course, and are considering bringing in counselors to teach discrete sections on education and career planning. Offering the course in this way might allow instructors to offer discipline-specific information about necessary courses for degree and/or transfer requirements. This strategy could also enhance coordination and collaboration between student services and academic affairs.  

Evaluation data revealed that from fall 2000 to spring 2004, the persistence rate among students who completed the course was much higher (85.4 percent) than the persistence rate for the college as a whole (64.8 percent). The persistence rate for first-time students in the college success course was 88.9 percent compared to 63 percent college-wide.  

San Mateo Community College District has developed a textbook rental system, instigated by the bookstore manager at Cañada College. The textbook rental system is an example of a program that serves the general student population with a special targeted version for EOPS students (see below).

Started in 2004 due to rising textbook costs, this systemwide program allows students to rent a textbook at 25 percent of the purchase price. This is an especially important issue for two-year public colleges where students spend approximately 72 percent of the cost of their tuition on textbooks. Administrators worked together to identify funds — including Title V HIS funding, money from private foundations, donations from the business community, and other sources — to purchase books for this program. Faculty had to agree to use the same textbook for their courses to make the purchase worthwhile for the rental program. Rental textbooks also had to be for one-semester courses offered every semester. Students are responsible for damages or failure to return textbooks. From July 2005 to January 2007, a total of 7,000 students participated in this program. Administrators estimated a total cost savings to students of $336,000.  

In 2007, the Cañada College bookstore and the campus EOPS developed a special rental program to cut textbook costs for the educationally and economically disadvantaged students served by EOPS. The $250 voucher students received from EOPS toward textbook purchases each semester was not enough to

cover all costs, which averaged over $800 per year. This book rental program allows EOPS students access to all of their required textbooks within the amount of their textbook subsidy. Students receive priority bookstore hours for used and rental books near the beginning of the semester. Students also receive an electronic voucher, which is entered into the financial aid award system and activated when they attend orientation and schedule their first counseling appointment.

Though the rental books are the property of EOPS, the bookstore handles the acquisition and management of the textbooks, freeing EOPS staff time for other functions. Program administrators believe that this textbook rental program enhances student success by allowing students to receive course materials on time and on budget. 38

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