

**Final Report
of the
Illinois General Assembly
Joint Task Force on
Community Colleges**

Co-Chairs:

**Representative Elaine Nekritz
Senator Jacqueline Collins**

Spokespersons:

**Representative Sandra Pihos
Senator David Luechtefeld**

JOINT TASK FORCE ON COMMUNITY COLLEGES SUMMARY

During the Spring 2006 session of the Illinois General Assembly, the House of Representatives and the Senate adopted House Joint Resolution 122. That joint resolution called for the creation of a Joint Task Force for Community Colleges “for the purpose of reviewing the present community college system and making recommendations to the General Assembly pertaining to whether the mechanisms that are in place will handle the expanded role and demands on the system in the future . . .” (A copy of the resolution is attached.)

The Joint Task Force was co-chaired by Representative Elaine Nekritz (D-Des Plaines) and Senator Jacqueline Collins (D-Chicago). Spokespersons were Representative Sandra Pihos (R-Glen Ellyn) and Senator David Luechtefeld (R-Okawville). Other members of the Joint Task Force were appointed by the Illinois Community College Board Chairman Guy Alongi and the advisory groups to the ICCB.

Greg Baise, President of the Illinois Manufacturers Association, appointed by ICCB

David Pierce, Past President of the American Association of Community Colleges, appointed by the ICCB

Dr. Charles Guengerich, President of Wilbur Wright College

Dr. Alice Jacobs, President of Danville Area Community College

Dr. Brent Knight, President of Morton College

Richard Anderson, Trustee at College of Lake County

Rev. Albert D. Tyson III, Trustee at City Colleges of Chicago

Kathy Wessel, Trustee at College of DuPage

William “Bill” Naegele, Faculty at South Suburban College

Kevin Weston, Faculty at Rend Lake College

Todd Rausch, Student at Lake Land College

Brian Savage, Student at Joliet Junior College

Personnel from the Illinois Community College Board helped staff the Joint Task Force.

The Joint Task Force created five subcommittees to study specific community college system topics: Finance and Resources, Student Issues, Academic Affairs, Adult Education, and Workforce Development. The Joint Task Force charged each committee with making recommendations on its specific area to the Joint Task Force for inclusion in the final report to the General Assembly as directed by HJR122. Each committee’s report and recommendations, as approved by the Joint Task Force, is included with this Joint Committee on Community Colleges Final Report.

The Joint Task Force held its first hearing on September 6, 2006. It heard testimony from witnesses regarding concerns over rising tuition, textbook expenses, and the ability to transfer community college course credits to universities. Other witnesses testified on funding needs, non-traditional students, and the importance of community colleges in the Illinois educational system, and concerns about college graduates leaving the state for better jobs.

In its second hearing on October 4, 2006, the Joint Task Force took testimony on Allied Health programs at community colleges, on a unique Bio-Tech program at Harry S Truman College, and on Bridge Programs as advocated by representatives from Women Employed.

The Joint Task Force met again on November 14, 2006, and heard from a representative of the Illinois Department of Commerce and Economic Opportunity, speaking on homeland security issues and training. Stanley Ikenberry spoke on the state of higher education in Illinois, and researchers from Northern Illinois University gave an update on a community college economic impact study that is being conducted.

At its final hearing on December 13, 2006, the Joint Task Force approved reports and recommendations from its committees. The co-chairs of the Joint Task Force also asked that committee recommendations be prioritized and summarized. That list is provided below.

Joint Task Force on Community Colleges Recommendation Summaries/Priorities

- 1. Base Operating Grants should be funded at 100 percent of the cost to offer courses in six instructional categories. The State should work towards full funding of the credit hours without a proration factor. Fiscal year 2007 funding is at 92 percent of the costs**
- 2. Equalization Grants should be funded at 100 percent**
- 3. Capital funding should be made up of four components:**
 - A. Bonded Capital Renewal funds;**
 - B. Bonded College Specific Grants; and**
 - C. Bonded Enhanced Construction program of \$50 million annually over next three years (time left from original agreement)**
 - D. GRF-allocation of Deferred Maintenance grants were eliminated systemwide in fiscal year 2003 and should be reestablished at \$3.5 million**
- 4. Adult Education Funding should be increased to the \$39 million appropriation that was received the first year it was administered by the ICCB**
- 5. The P-16 Grant, which allows the community colleges to expand dual credit, should be maintained in the system budget. Dual credit programs should assist students in the transition from high school to college, through development of innovative programs that offer high quality, rigorous and relevant college level course work to high school students. Such programs should ensure that all students in all geographic areas of the state have access to a wide array of dual credit opportunities. Expansion of the dual credit programs also supports the recommendations of the Baccalaureate Access Task Force that were endorsed by the Illinois Community College Board in November 2005.**
- 6. Funding for the Student Success Grant should be at least at the fiscal year 2002**

level. Among other benefits, this grant will help further develop bridge programs designed to help students lacking basic skills; utilizing these programs as a strategy designed to move students from adult education or community college remediation into skill-building occupational training and preparedness for college-level education. It will also allow for the creation of programs that focus on the development of emerging technologies; establish a working group on Developmental Education through the Illinois Community College Board to explore related issues in further depth, and formulate policies for making additional progress; and provide additional state funding for the support services that help promote student success among individuals enrolled in community college developmental course work.

7. The state should encourage the state legislature to maintain or increase financial aid, including full-funding of the Illinois Veterans Grant. The ICCB should work with the Illinois Student Assistance Commission (ISAC) to explore means by which more funds could become available to community college students and to ensure that the Monetary Award Program (MAP) allocations consider the unique enrollment and registration patterns of community college students and to ensure that at-risk students have sufficient financial support to complete their community college programs.
8. Create a special grant paralleling the current dual enrollment grant for high school system students for dual enrollment in GED or ESL programs and college credit programs and expand current GED Testing funding to ensure candidates have adequate access to GED Testing in the State of Illinois.
9. Post Secondary Career and Technical Education should continue to be administered by the ICCB, and should grow at the same rate as career and technical education credit hours for the purpose of developing and supporting high quality CTE program and continue to develop and support programs that facilitate student transitions into and through postsecondary CTE programs.
10. Utilize flexible and responsive programming that provides options for both short-term noncredit or credit instruction and engage in flexible and responsive programming to quickly add new curricula to meet the rapidly evolving needs of business and industry.

The complete approved reports and detailed recommendations of each of the Joint Task Force's committees follow as an integral part of the Joint Task Force's Final Report.

HJR 122 TASK FORCE
Finance & Resources Subcommittee
Final Report

Submitted: December 13, 2006

Finance & Resources Subcommittee Report & Recommendations

Subcommittee Members:

- Kathy Wessel, Chair and Trustee, College of DuPage
- Richard Anderson, Trustee, College of Lake County
- Sarah Anderson, Student, Lake Land College
- Terry Bruce, CEO, Illinois Eastern Community Colleges
- Brent Knight, President, Morton College
- Kevin Weston, Faculty, Rend Lake College

The philosophy of funding community colleges' unrestricted operating revenue goes back to 1965 when the Illinois Public Community College Act was created. System funding is based on the concept of shared responsibility among the State, the local district residents, and the students. The generally accepted goal of one-third of the costs being distributed equally has shifted recently from the burden being on the State to the students and local taxpayers. The current statewide funding ratio is 40% local, 31.5% student, and 28.5% State sources. The ratio varies significantly among the individual colleges. State resources are as low as 10 % in some areas of the State. In these instances, the students contribute thirty percent of the funds and the local tax payers contribute the remaining 60% to the college resources. If State resources don't increase significantly, these colleges will be essentially supported by only local taxes and students.

The Illinois Community College System prides itself on a formula for distributing funding that is based on productivity rather than a decremental/incremental approach used by the State universities. The formula focuses on equity, productivity, and mission.

- Equity: each district has the same formula used to calculate the distribution of funds
- Productivity: the formula is based on credit hours generated – simply put, “getting the students in the classrooms learning”
- Mission: funding is allocated based on types of credits generated. Costs are calculated for six different instructional areas. Each district meets the demand of the local students.

In Illinois, community colleges enroll 64.4% of all students in public colleges and universities. State government expenditures from appropriated funds in support of higher education operations and grants totaled \$ 2.2 billion in fiscal year 2007. As a group, the universities have the largest share of higher education appropriations, at \$1.3 billion or 60.1 %. The community colleges' share of higher education appropriations is \$0.4 billion or 15.9%. Student scholarships, pension payments, and other higher education support agencies make up the remaining appropriations for higher education.

Over the past decade, the cost of attending college nationally grew much faster than either inflation or family income. Research suggests that rising tuition costs are not the result of one single cause, but rather the culmination of factors such as: decreasing government support, increasing campus information technology needs, rising facilities maintenance costs, changing

student characteristics, growing student expectations, and increasing enrollments. The community colleges remain the most affordable means to an education beyond the twelfth grade and the most affordable entry point for students seeking an advanced degree. The average full time tuition for a new student at the public universities for the 2007 academic year was \$8,256 as compared to \$2,465 for the community college student. The average annual increase over the past five years was 10.5% for universities and 6.6% for community colleges. The colleges remain committed to the students we serve and the community; however, if costs and enrollment continue to outpace the State resources available to the colleges, capping enrollment and eliminating programs become decisions that local trustees are forced to make.

Subcommittee Meetings:

The subcommittee met four times to discuss funding issues facing the community college system and discussed past practices and future challenges. The meetings dates of the subcommittee are listed below and the minutes are attached as part of the appendices.

September 22, 2006 – 9:00 at College of DuPage, Glen Ellyn, and via conference call

October 3, 2006 – 7:00 at Amberjack Restaurant, Springfield

November 11, 2006 – 1:00 at Intercontinental Hotel, Chicago, and via conference call

December 11, 2006 – 2:30 via conference call

Committee Recommendations:

Recommendation 1: Base Operating Grants should be funded at 100 percent of the cost to offer courses in six instructional categories. The State should work towards full funding of the credit hours without a proration factor. Fiscal year 2007 funding is at 92 percent of the costs.

Rationale: Each district receives a funding allocation for enrollments in the six instructional areas. The grant is “residual” in that the actual statewide costs are computed and the state level of funding is determined after local, student, and other revenues are subtracted. In the past, the remaining cost per credit hour was used to determine the State appropriation. Over the last ten years, the State has been unable to meet its obligation and the credit hour reimbursement has been decreased. In fiscal year 2007, the State reduced the credit hour reimbursement by more than \$2.50 per credit. The community colleges generate over six million credit hours annually, so this seemingly small reduction totaled \$15 million dollars.

Recommendation 2: Equalization Grants should be funded at 100 percent.

Rationale: Illinois community colleges receive significant percentages of their revenues from local taxes. Since 1970, the funding philosophy of the system has included an equalization grant to emphasize that funding necessary to educate a student should not depend on where he or she happens to reside. The equalization grant is designed to ensure colleges with limited local tax bases have access to funds to support necessary educational programs. In fiscal year 2007, appropriations were insufficient to support full funding, so the equalization grants made to the poorer college districts were reduced by \$41.3 million to 85% of the total cost.

Recommendation 3: Funding for the Student Success Grant should at least be at the fiscal year 2002 level.

Rationale: Student Success grants were added to the community college system budget in fiscal year 2007. The students served by this grant are those students with social, economic, physical, or developmental disabilities, and/or academic deficiencies that make it difficult for such a student to adapt to a college environment. In fiscal year 2002, \$13.3 million in Special Populations Grants was eliminated from the system budget. Student Success Grant funding is intended to provide needed supplemental services to assist students in developing the academic skills necessary to attain their educational goal.

Recommendation 4: The P-16 Grant, which allows the colleges to expand dual credit, should be maintained in the system budget.

Rationale: P-16 Initiative Grant funding allows community colleges to expand their services to high school students desiring to take college-level classes prior to receiving their high school diploma to accelerate their college course work. An increase in the P-16 grant directly increases the number of students able to participate in dual credit.

Recommendation 5: Deferred Maintenance grants were eliminated systemwide in fiscal year 2003 and should be reestablished at \$3.5 million.

Rationale: Deferred maintenance grants allow the colleges to make necessary repairs at the colleges with the flexibility of not having to use bond funds. The State and local tax payers have made a significant investment over time in their campuses and funds are necessary to protect this investment. The loss in this grant has had a serious impact on the colleges' ability to maintain buildings and equipment. Deferred maintenance funds were typically used by the operations staff for unplanned safety projects.

Recommendation 6: Capital funding should be made up of three components:

- 1. Capital Renewal funds;**
- 2. College Specific Grants; and**
- 3. Enhanced Construction program of \$50 million annually.**

Rationale: Since June 2002, the State budget has not included an increase in the authorization to sell bonds to finance capital projects. The annual capital appropriation from the State should include all three components for the community college system. The community college system, unlike the universities, must match State money with local money. Each community has local investment in all facilities.

Recommendation 7: Adult Education Funding should be increased to the \$39 million appropriation that was received the first year it was administered by the ICCB.

Rationale: Adult education was transferred to the ICCB because teaching adults is the mission of the system. Adult education was level funded at the Illinois State Board of Education during many years of flourishing State resources. When adult education was transferred to the ICCB, over \$4 million was added to the annual budget. In fiscal year 2002, the program suffered a \$4 million cut. The adult education population is growing and funds to support these students must also be increased.

Recommendation 8: Post Secondary Career and Technical Education should continue to be administered by the ICCB, and it should grow at the same rate as career and technical education credit hours.

Rationale: Like adult education, post secondary career and technical education grants were administered by the Illinois State Board of Education. Five years ago, the ICCB began to distribute the career and technical education grants with a new look towards post secondary education. The central goal of this new vision is improving student achievement and preparing students for post secondary education, further learning, and careers. Colleges have the flexibility to focus funding on those programs and student populations they feel will allow for the greatest improvement in overall performance while assuring success for all students in career and technical education programs. This funding has remained level, but the system should work towards increasing funding in career and technical education. The average annual earnings of students with a one-year certificate are 16.0% more than someone with a high school diploma.

HJR 122 TASK FORCE
Student Issues Subcommittee –
Final Report

Submitted: December 13, 2006

Student Issues Subcommittee Report & Recommendations

Illinois Community College Student Profile

Over 50% of Illinois students are starting their undergraduate educations at community colleges. Many students choose community colleges because they are conveniently located and affordable. Community colleges play a critical role in reducing the barriers that students face in beginning and completing their college educations. Illinois students need affordable educational opportunities, easy access to programs and services. The Student Issues Committee examined some barriers to access and affordability and is making the recommendations listed below. In addition to issues related to access and affordability, the Committee reviewed topics identified by community college students that improve student success and enhance the overall community college experience.

Committee Meetings

Members of the committee included Todd Rauch (Committee chair, Student Trustee from Lake Land College, and Chair of the Local Issues Committee of the ICCB Student Advisory Committee), Bill Naegele (faculty member at South Suburban College, Vice President of the Illinois Federation of Teachers, and Illinois Community College Board member), and Richard Anderson (Trustee, College of Lake County). The Committee was staffed by Dr. Karen Hunter Anderson (Senior Director of Student and Instructional Services).

The committee met by teleconference on two occasions. The first meeting on September 27, 2006 reviewed issues surrounding student access, affordability, textbook costs, transferability, advising, financial aid, and health insurance regulations for postsecondary students. The committee also discussed state support and resources available to students. The second meeting on December 8, 2006 was used to finalize recommendations. Committee minutes are included in the appendices.

COMMITTEE RECOMMENDATIONS

Recommendation 1

The Task Force recommends that efforts be made by Illinois community colleges to develop local policies and procedures and that the state encourage statewide efforts to reduce the financial burden on students and families resulting from escalating textbook costs, cuts in financial aid and increases in tuition and fees.

Rationale

Students and families are increasingly concerned about college affordability and are experiencing “sticker shock” when students buy their textbooks and supplies for class. With the dramatic increases in the costs of textbooks in recent years, students often find that they are

paying as much, if not more, for their textbooks as they are paying in tuition at community colleges. It is the responsibility of the colleges and the state to address these concerns. Colleges should encourage faculty and administrators to be innovative about reducing the costs of textbooks. Such innovations could include encouraging buy-back book programs, allowing students more access to course materials, limiting the number of textbook and edition changes, and offering alternative and electronic delivery methods for materials. The state should also facilitate website links for students to access book swaps, recognize college efforts to reduce textbook costs, and seek cooperation from publishers to engage in more student-oriented sales practices.

Recommendation 2

The state should encourage the state legislature to maintain or increase financial aid, including full-funding of the Illinois Veterans Grant. ICCB should work with the Illinois Student Assistance Commission (ISAC) to explore means by which more funds could become available to community college students and to ensure that the Monetary Award Program (MAP) allocations consider the unique enrollment and registration patterns of community college students and to ensure that at-risk students have sufficient financial support to complete their community college programs.

Rationale

Student financial aid is an important factor affecting affordability. Because a foundational aspect of the Illinois Community College System's mission is to serve individuals with the ability to benefit, the community colleges serve a high percentage of students with physical disabilities, limited English proficiency, minority students, first-generation college students, and students who are academically underprepared or economically disadvantaged, all of whom often require more financial support than the general student population. According to ISAC, 51% of eligible community college students received MAP grants in contrast to 77% of eligible university students in fiscal year 2006. The MAP does not currently favor the enrollment and registration patterns of community college students because of the open enrollment mandate of the community college which attracts students who decide to enroll much closer to registration deadlines. The community college student receives an average of \$813 in MAP grant funds as compared to the \$2,000 average for university students. The MAP funds are often exhausted by the time a community college student registers for classes.

Likewise, ICCB should work with ISAC and other scholarship and financial aid providers to allow students to have sufficient time to complete necessary developmental coursework without using up their financial aid. Community colleges, because of the open enrollment mandate, serve a large number of students requiring remediation; at some colleges, this percentage approaches 90% of the student body. Students who enter the community college with the need for remediation often run out of financial aid before they are able to begin the coursework that counts toward degree completion.

Illinois is one of just a few states that offer free tuition to veterans. However, the Illinois Veterans Grant Program, designed to provide free tuition to veterans at Illinois public colleges, fell short of funding by over \$4 million for community colleges. Because of a dramatic increase in the number of veterans enrolling in community colleges without an increase in funding, colleges are not reimbursed by the state for most of the tuition benefits they are providing to veterans. Community colleges continue to be an attractive educational option for veterans because they are close to home and because of the workforce and technical education programs they offer.

Recommendation 3

All Illinois community colleges should participate in the Illinois Course Applicability System (CAS) and take steps to improve advising services.

Rationale

Students need to have sufficient assurance that courses will apply to their course of study and will transfer successfully to baccalaureate institutions for those students enrolled in transfer programs. CAS is a site for all Illinois community college and university students, as well as academic advisors, that provides information on what courses transfer and how these courses count toward degree requirements. A good companion resource to the Illinois Articulation Initiative, this web environment evaluates a student's specific coursework for transfer credit, course equivalencies and degree requirements for any institution that is part of the CAS network.

Student services, especially student advising and counseling, are essential elements to improving graduation rates. Numerous studies, including the 2006 Workforce Strategy Center Report, "Working Together: Aligning State Systems and Policies for Individual and Regional Prosperity," indicate that the more state and community college resources that are devoted to these student support services, the better the retention and completion rates. The Task Force recommends that colleges improve advising by requiring that all students engage in academic advising, by increasing the number of advisors available to students, and by providing professional development to their academic advisors to ensure more accurate advising. The state should take an active role in facilitating improvement and allocating additional resources for student support services.

Recommendation 4

The state should work with health insurance providers to allow part-time students to participate in their parents' health insurance as long as they are making progress in their course of study and to expand dependent health care coverage for student and young adults beyond the age of 23.

Rationale

Health insurance providers generally require that students must be enrolled full-time in postsecondary education to remain as a dependent on their parents' health insurance until the age of 23. This policy encourages students to design their program of study around their eligibility for health insurance rather than because of their specific educational needs. In addition, it puts pressure on colleges to accommodate students in an attempt to save money on health coverage.

Illinois has established itself as a leader in providing health care coverage to the uninsured. Since In 1994, a few states passed legislation to extend parents' health insurance policies to uncovered adults, lowering the number of uninsured adults regardless of them attending school or college. Before now, health insurance ended for adult children at 22 or 23 when they graduated with their undergraduate degree. Now, it has been extended to 25 or 30 years old depending on the state.

Recommendation 5

The Task Force wants to encourage their community colleges to make campuses more accommodating to international students in order to expose students a more diverse student population and to create a more global postsecondary experience.

Rationale

As the United States continues to restrict access to higher education by creating visa policies that are not accommodating to international students, colleges struggle to maintain a multicultural environment. Although created to serve the local needs of their communities, community colleges recognize their responsibility to prepare their students to live and work in a multi cultural, interdependent, global society and to advance the understanding of international and cross-cultural issues across campus and for the community at large. To achieve these goals, community colleges are engaged in a wide range of efforts to internationalize the learning experience, including

- Incorporation of International components into new and existing curricula;
- Initiation of study abroad programs;
- Encouragement of faculty exchanges;
- Recruitment of international students to their campuses;
- Provision of special programs, activities, and classes for their growing immigrant and foreign student populations;
- Provision of training programs to foreign professional populations; and
- Provision of online coursework and training to foreign students in their home countries.

Community colleges should continue to support these efforts and well as enhance the educational and cultural experiences for their local students as well as their international students.

HJR 122 TASK FORCE
Academic Affairs Subcommittee –
Final Report
Submitted: December 13, 2006

Academic Affairs Subcommittee Report & Recommendations

COMMITTEE PROFILE

The Academic Affairs Committee included William “Bill” Naegele (Faculty member, South Suburban College and Illinois Community College Board member), Dr. Alice Jacobs (President, Danville Community College), Brian Savage (Student Trustee, Joliet Junior College), and Rev. Albert D. Tyson, III (Trustee, City Colleges). The committee was staffed by Dr. Elaine Johnson (Vice President for Instruction and Policy Studies) along with program, policy studies and instructional technology staff.

The committee met three times; one via telephone conference call and two face-to-face meetings. The meetings were conducted on October 17, 2006 (conference call), November 8, 2006, and November 29, 2006.

The Academic Affairs Committee spent time reviewing and researching information in the content areas of baccalaureate/transfer programs, articulation, career/technical programs (current and emerging), Perkins IV legislation, developmental course work, dual credit, instructional technology and baccalaureate access.

INTRODUCTION

Illinois’ 48 community colleges are comprehensive institutions that offer a full array of programs and services to individuals with diverse goals, including transferring to another college or university, preparing for a new career or upgrading skills for a current occupation, or sharpening basic skills. More than 50 percent of students enrolled in public higher education institutions are enrolled in community colleges. In the state of Illinois, students enrolling in baccalaureate/transfer and career/technical credit programs account for over 56 percent of the students being served by the community college system. It is imperative that the citizens in Illinois have accessible, affordable, and academically rigorous postsecondary programs of study to assure transfer to four-year institutions and to prepare for the world of work.

The following section provides background information that helped guide the committee in developing recommendations to submit to the full task force on future directions for the community college system.

BACKGROUND INFORMATION

Baccalaureate/Transfer Programs

Baccalaureate/transfer is the largest credit instructional program area for Illinois community colleges. For fiscal year 2006, 39.99 percent (271,657) of all credit enrollments were in this program area, and 14,742 transfer degrees were awarded. Most students who pursue a transfer degree earn an Associate in Arts or Associate in Science degree. However, more focused transfer degrees are available for students who wish to pursue certain majors. These degrees include the Associate in Engineering and the Associate in Fine Arts. The newest transfer degree designation to be developed is the Associate of Arts in Teaching (AAT). Statewide model AAT degrees were developed in recognition of the role that community colleges play in preparing teachers and the need to increase both the quantity and quality of teachers in Illinois, particularly in disciplines facing teacher shortages. Annually, approximately 60 percent of the graduates of teacher education programs at Illinois public universities have some credit from a community college, and, more importantly, approximately 44 percent of these graduates complete a year or more of their programs at a community college. It is imperative that community college students who intend to become teachers are able to make a smooth transition into university teacher education programs. Therefore, representatives from institutions and agencies representing all education sectors worked to develop AAT degree models in high need disciplines that will allow students who complete the degree to have equal status with university native students at the beginning of their junior year. AAT degree models have been developed in Secondary Mathematics, Secondary Science, Early Childhood Education, and Special Education, and community colleges are moving forward to develop and implement programs. To date, 18 community colleges have approved AAT degrees in Secondary Mathematics (the first model to be approved), three in Secondary Science, one in Early Childhood Education, and two in Special Education. Three AAT degrees, one in Secondary Mathematics and two in Early Childhood Education, were approved by the Illinois Community College Board at its November 2006 meeting and will be considered by the Illinois Board of Higher Education in January 2007, and several program applications are under review by staff from the two agencies.

The community colleges work to facilitate student transfer to baccalaureate programs/institutions through an array of partnerships, including concurrent admission/enrollment, 2+2 agreements, and on-line and/or on-campus baccalaureate completion programs. In addition, all Illinois community colleges are participants in the Illinois Articulation Initiative, which is discussed in detail later in this report. Despite all of these efforts to facilitate student transfer, access to a baccalaureate degree remains an issue for many community college students and was the focus of the Baccalaureate Access Task Force that met during fiscal year 2005. Information presented to the Task Force indicated that 16,000 students transfer annually from the 48 community colleges to the state's public and independent (both not-for-profit and for-profit) baccalaureate institutions. Many of these students transfer without completing an associate degree prior to transferring. Only a small portion of the 23,000 students who earn associate degrees annually choose to transfer to public and private colleges and universities in Illinois to pursue baccalaureate degrees. The Task Force, supported by the IBHE and ICCB, included representation from all major constituencies from the community college system and was charged with 1) examining the extent of the baccalaureate access issues in Illinois, 2) examining options for addressing issues identified during that examination, and 3) making

recommendations to the IBHE and ICCB on what the Illinois community college position should be related to baccalaureate degree access.

Career and Technical Programs

Career and technical programs are the second largest credit instructional area for Illinois community colleges. Both certificates and degrees are available in a wide range of career and technical areas. The career and technical program areas with the largest enrollments for fiscal year 2005 were Associate Degree Nursing, Child Care Provider/Assistant, Criminal Justice, Nurse Anesthetist, and Business Administration and Management. For fiscal year 2006, 27.6 percent of all credit enrollments (187,840) were in career and technical courses and an additional 9.89 percent (66,744) were in vocational skills courses, and 36,630 career and technical certificates and degrees were awarded.

ICCB administers both state and federal dollars that are used to support career and technical programs and services. These funds, along with credit hour reimbursements, are combined to help colleges meet the needs of the citizens and employers in their districts, as well as address regional and statewide workforce and economic needs. The federal funds come from the postsecondary part of the Carl D. Perkins Vocational and Technical Act. ICCB's goal in administering these funds has been to enable the programs and activities funded by these federal and state dollars to become a more integrated part of the colleges' full career and technical programs. Approximately 95 percent of these funds are allocated annually for local program use. Colleges use these funds to train faculty in current industry practices, provide students with the most up-to-date instruction and equipment available, and provide students with the support services to enable them to achieve their educational goals. At the state level, ICCB uses these funds to provide grants to colleges for specific goals, such as promoting continuous quality improvement in programs, secondary-postsecondary partnerships, enhancement of data systems for accountability, and support for special populations initiatives. The ICCB also administers the federally funded Tech Prep program, which helps students transition between high school and community college CTE programs by aligning curricula, reducing the need for remediation and sharing common resources. Perkins legislation was recently reauthorized with a focus on creating strong linkages between secondary and postsecondary career and technical education and developing well-articulated career paths. ICCB staff will work closely with staff from ISBE and the community college system during fiscal year 2007 to develop a new state Perkins plan and prepare for full implementation of the revised legislation in fiscal year 2008.

Responsiveness and Accountability

Community colleges are responsive to the needs of the citizens and employers of their local districts, as well as regional and state needs. While the needs within the transfer area tend to be fairly stable, as previously indicated, a few major-specific transfer degrees have been developed to facilitate transfer and baccalaureate completion for students who wish to pursue degrees in Engineering, Fine Arts, and Teaching. In the career and technical area, colleges develop programs as needed to address emerging workforce needs. During fiscal year 2006, 67 new Associate in Applied Science degrees and 164 certificates were approved. Emerging areas for new program development include Homeland Security and Emergency Response/Management, Computer Based Software, Gaming (Game Development, Game Design, Games Programming), Computer Forensics, IT Security, Animation, Skilled Crafts person Training (Construction Craft,

etc.). In addition to developing new programs, colleges continuously monitor existing programs to ensure that they continue to have strong demand and meet the needs of students and employers. Annually, one-fifth of the existing career and technical programs are reviewed to determine need, cost-effectiveness and quality. Of 790 career and technical programs that colleges reviewed during fiscal year 2006, they reported that 636 were continued with minor improvements, 30 were significantly modified, 73 were eliminated and 47 were scheduled for further review.

Developmental Education

In today's global economy, what you know means far more than where you live. . . . Ninety percent of the fastest-growing jobs require postsecondary education. But fewer than half of high school students graduate ready for college-level math and science. We must raise the bar. . . .

Press Release Secretary Spellings Delivered Remarks at Education Trust Dispelling the Myth Award Ceremony Greatest Myth of All Is That Our 2014 Goal Is Impossible. November 6, 2006 <http://www.ed.gov/news/pressreleases/2006/11/11062006.html>

Academic basic skills are the foundation upon which adults build successful careers. Technological change creates an increased demand for more highly educated workers and perpetuates the need for continuous skill upgrading and retraining. Hence, higher levels of literacy in reading, writing, and mathematics are assumed for high wage employment and are necessary to position an individual for further advancement. Those who lack sound academic skills become increasingly less prepared to compete for meaningful employment. (Wagner, 2000) Therefore, student preparation and developmental education are crucial components in promoting student success in both higher education and the workplace.

During fiscal year 2005, an average of 20.7 percent of students (102,566) enrolled in degree and certificate programs in Illinois community colleges took at least one developmental course in the subject area of mathematics, reading, and/or communications. The 102,566 students enrolled in developmental education account for 629,801 credit hours distributed in the following categories: mathematics 411,029 (65.3 percent), communications 125,350 (19.9 percent) and reading 93,422 (14.8 percent). The percentage of students enrolling in developmental courses varies by college district and by enrollment status. For example, the percentage of first-time, full-time students required to take developmental course work averages 50 percent, but is as high as 80 percent in some districts. The proportion of students requiring remediation can be influenced by multiple factors, including the population of the service region, cooperative efforts between area higher education institutions where the area community college is relied upon to provide developmental courses for other higher education institutions in the region, and remedial testing policies such as the extent to which a mandatory remedial placement policy exists.

During fiscal year 2005, Illinois Community College system students earned almost two-thirds (62.9 percent) of the developmental credits they attempted. This represents a 2.7 percent decrease from fiscal year 2004 and a 0.2 percent decrease from fiscal year 2001.

Illinois Articulation Initiative

In 1993, the Illinois Board of Higher Education, the Illinois Community College Board, and the Transfer Coordinators of Illinois colleges and universities jointly launched the Illinois Articulation Initiative. Associate and baccalaureate institutions work as equal partners toward the goal of facilitating the transfer of students from one Illinois institution to another in order to complete a baccalaureate degree. Over 100 colleges and universities are voluntary participants in the initiative. Four distinct phases chronicle the growth of IAI, they are as follows:

- In Phase I, faculty panels developed the General Education Core Curriculum (GECC). The GECC is a “package” of courses, which, when completed, are to be acceptable in transfer at all IAI participating institutions in lieu of each college or university’s own campus-wide, lower division general education curriculum of comparable size.” Individual IAI-approved courses may be accepted in transfer at the discretion of the receiving institution. The General Education Core Curriculum (GECC) was implemented in the summer of 1998 and applies to first time students who entered college in the summer of that year and following years.
- Phase II involved convening panels of faculty in various majors to create recommendations for students who know their major, but do not know what institution will confer their baccalaureate degree. To date, 25 panels have identified lower-division coursework that prepares students for advanced studies in specific baccalaureate majors.
- Phase III instituted the process of regular five-year reviews designed to ensure that the panels’ recommendations continue to replicate the lower division coursework in the majors.
- In Phase IV, a comprehensive evaluation of the IAI processes, procedures, and goals and roles of the individual components took place. Discussions included panel members from the general education and major panels, the IAI Technical Task Force, the transfer coordinators, institutional chief academic officers, the student advisory committee, and others. In January of 2006, a commissioned report was presented to the ICCB and IBHE. Revisions to IAI were proposed. These included clarifying the goals of the initiative, the roles and responsibilities of participating institutions, the ICCB and IBHE, the GECC and major faculty panels. It was recommended that the GECC course review and approval process be revised as well as the iTransfer website. It was further urged that participating institutions allow students to complete the GECC package after transfer or when the transfer student has completed 30 semester hours for transfer credit without having completed the GECC. IBHE and ICCB accepted all of the above.

The staffs of the ICCB and IBHE collaborated to implement the recommendations as deemed appropriate by the administrations of both agencies. The timetable of events and the progress of implementing the recommendations are as follows:

Spring 2006

- Current course review and approval processes remained in effect.
- GECC panel reviews began to be conducted on the iTransfer website.
- IBHE and ICCB staffs communicated process changes to participating institutions.
- Website staff began revising the iTransfer website to serve as a general transfer information site.
- Institutions were asked to identify institutional processes for course submission.
- A meeting of the IAI General Education co-chairs was held to identify common course criteria for reviewing submissions.

Fall 2006

- IBHE and ICCB staffs are working with all active panels to add detail to their recommendations to facilitate course transferability.
- Staffs are working with major panels to identify lower-division recommendations for students undecided about baccalaureate institutions.
- Website revisions will be displayed this fall to the IAI Advisory Committee and the Transfer Coordinators of Illinois colleges and universities.

In early summer, institutions were asked to remove the IAI Major course codes from their catalogs and no longer use the codes for articulation. Subsequent to beginning the process of removing IAI course codes from college publications, several issues were brought to the attention of the board staffs concerning implementation of this policy.

As a result of continued discussions with institutional representatives, faculty, and administrators from across the state, a decision was made to charge the major panels with the following:

Identify a *common core* for the major/discipline of no more than 12 hours. This common core will represent those courses or sequence of courses commonly required of students in the major/discipline at the lower division. These courses will be assigned an IAI major/discipline code. The committee will review submissions for assignment of these codes to specific courses offered by participating institutions and approved courses will be listed in the IAI database.

This additional charge was made in response to concerns about the genuine needs of the transfer students who have decided upon a field of study but are unsure about their choice of baccalaureate completion institution.

Dual Credit

The Illinois Community College System has worked diligently to create methods to connect the educational gaps between high school and college. One of the most successful of these initiatives has been dual credit - where high school students enroll in college courses for simultaneous secondary and postsecondary credit. By aligning program content and reducing curricular duplication, dual credit positively impacts the way educators, students and institutions connect - and ultimately raise educational interaction to a higher level.

Although terminology differs within the system, the ICCB generally draws a distinction between dual credit as a model and dual enrollment. Dual credit is defined as *an instructional arrangement where an academically qualified student currently enrolled in high school enrolls in a college-level course and, upon successful course completion, concurrently earns both college credit and high school credit* (see ICCB Rule 1501.507(b) (11)-Credit Hour Claims). Dual credit is the product of a deliberate relationship between a high school and a community college. It seeks to align secondary and postsecondary instruction, policy and procedures culminating in an educational experience for students that is coordinated and seamless. While dual credit instruction can be delivered at the secondary or postsecondary site, the instructor must have the qualifications to meet the requirements to be a college faculty member. Dual enrollment is defined as *when an academically qualified student who is still enrolled in high school also enrolls in a college level course at the community college. Upon successful course completion the student exclusively earns college credit. No high school credits are earned.* Dual enrollment is less structured and is often initiated on a student-by-student basis.

The Illinois Community College Board has played a proactive role to help foster dual credit partnerships. In addition to providing program leadership, the ICCB took two specific actions that have helped to dramatically increase the use of these projects statewide:

- § In 1996 the ICCB instituted an administrative rule change relative to concurrent enrollment and credit hour grants. The change allowed community colleges offering dual credit courses to obtain credit hour funding regardless of whether the secondary school receives average daily attendance (ADA) funding. Prior to this, only 63 percent of colleges were offering dual credit courses -- but just three years later all 48 colleges in the Illinois system were offering dual credit courses or program options (*The Dual-Credit Explosion in Illinois Community Colleges*; Andrews, H.A. 2000).
- § In order to further develop these partnerships, in fiscal year 2001 the ICCB established the P-16 Initiative Grant which allows community colleges to expand their service to high school students. Over a six year period, \$11.4 million in state funds have been dedicated toward the goals of expanding student access to higher education, enhancing the value of the high school senior year experience, and reducing the financial burden of college on Illinois families. As a result of these efforts, enrollments by high school students in Illinois community colleges have risen substantially. In the fall semester of 2005, 13,524 high school students attended Illinois community colleges, up 98 percent from 2001, and up 370 percent from 1997 (*Data and Characteristics of the Illinois Public Community College System, fiscal years' 2006, 2002, and 1998*). The credit hour benefits these students enjoy are important to smoothing transitions from high school to college. Additionally long term connections are built between high schools and community colleges.

Federal policy continues to emphasize curricular linkages and student transitions – two goals that dual credit helps to attain. Specifically, Perkins IV requires that grant recipients create programs that *“link career and technical education at the secondary level and career and technical education at the postsecondary level.”* To support that, the law states that these programs *“may*

include the opportunity for secondary education students to participate in dual or concurrent enrollment programs or other ways to acquire postsecondary education credits.”

ISSUES

While dual credit in Illinois has enjoyed extraordinary growth and tremendous exposure over the past six years, several issues still need to be explored and resolved to ensure that dual credit opportunities are offered effectively throughout the entire system.

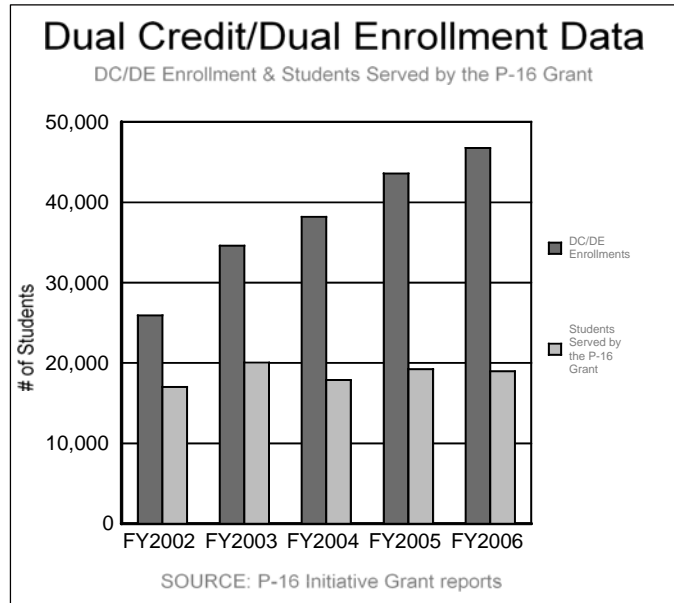
Policies - Local and state policies need to be reviewed and, if necessary, updated to reflect the expanded role dual credit is required to play. To support this, in fiscal year 2006 the ICCB added dual credit to the community college Recognition process. As a result, over the next five years, the dual credit policies and procedures of each college will be reviewed by ICCB staff. The seven Dual Credit Standards examined are:

1. State Laws and Regulations and Accreditation Standards
2. Instructor Qualifications
3. Qualifications of Students
4. Placement Testing and Prerequisites
5. Course Offerings
6. Course Requirements
7. Concurrent Credit

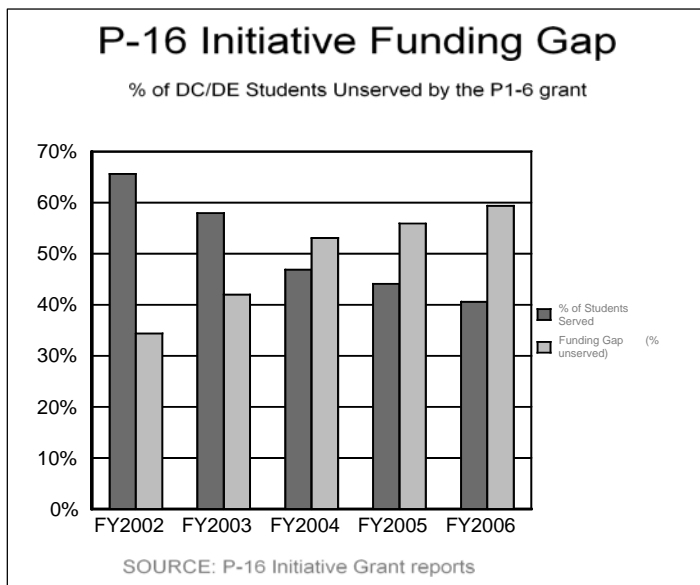
Data – Dual credit data is collected from a variety of sources within the system, including the student based Annual Enrollment and Completion (A1) report, the course based credit hour reimbursement (SU/SR) reports and the P-16 Initiative Grant report. These different sources produce differing results. To help coordinate the system data, the ICCB asked colleges to review dual credit data submissions reported in both the P-16 year end program report and more particularly the dual credit field (number 25) reported in the SU/SR submissions. The goal is to have dual credit data reported on the SU/SR to be true and accurate, allowing the ICCB to establish base data that can be used as a primary variable in future P-16 Initiative grant allocations. In past years the P-16 grant has been allocated based solely on the number of 11th and 12th graders in a district. However, beginning in fiscal year 2007, the formula was changed to better reflect the performance of colleges. The new formula is now:

60 percent number of 11th and 12th graders in the district. 20 percent number of school children eligible for a federally funded free lunch program in the district. 20 percent number of fiscal year 2006 dual credit hours generated in the district (as reported on the SU/SR).

In fiscal year 2007 the first variable (number of 11th and 12th graders in the district) was weighted more heavily than the other two, providing for a smoother transition to a different allocation methodology. It is planned that the 11th and 12th graders weighting will be reduced in future year and dual enrollment data would be added as a variable. The actual number of credit hours in dual credit and dual enrollment instruction is the primary indicator of where these funds can and are being used. It is planned that in the future the weighting of the dual credit hour and dual enrollment hour variables will be increased. The fiscal year 2007 allocation methodology is a phase-in approach that will minimize shifts in funding between districts. To further minimize shifts in funding in 2007 steps will be taken so that no district receives less than their fiscal year 2006 allocation. This approach will be reevaluated with the fiscal year 2008 allocations.



Funding & Access – Secondary school students enrolled in dual credit courses are not eligible for financial aid, and therefore may experience difficulty paying for these courses. While many community colleges discount tuition for dual credit – and some even waive the costs all together - it is very common for students and their families to bear a portion of the tuition costs. This threatens to create a system that favors students with the resources to devote to higher education, leaving behind those who do not possess such assets. The ICCB P-16 Initiative grant was created to avoid just this situation. There remains a gap between the number of students served by the grant and the number of students enrolled in these programs. Therefore, it is possible that due to a lack of resources, some students may not be able to participate. In fiscal year 2006, a total of 18,978 students



were served by the P-16 grant, but 46,771 students were enrolled in dual credit/dual enrollment courses statewide. Hence, the P-16 grant only supported 40.6 percent of the participating students – leaving 59.4 percent (27,793 students) potentially underserved. Costs for these students are paid by the participant’s families, the college, the high school, or some combination of the three.

This gap is getting larger. From fiscal year 2002 to fiscal year 2006 the number of dual credit/dual enrollment students (as reported in the P-16 Grant reports) rose from 25,919 to 46,771, an increase of 80.5 percent. For that same period, the number of students served by the P-16 grant rose from 17,006 to 18,978, or 11.6 percent. The funding gap (the percentage of dual credit/dual enrollment students unserved by the P-16 grant) rose from 34.4 percent in fiscal year 2002 to 59.4 percent in fiscal year 2006.

A review of individual college data fiscal year 2006 shows, 20 college districts reported P-16 funding gaps larger than the state average of 59.4 percent. Seven districts reported that they served fewer than 10 percent of their dual credit/dual enrollment students with P-16 grant funds.

Carl D. Perkins Career and Technical Education Act of 2006 (Perkins IV) Update

The Carl D. Perkins Career and Technical Education Act of 2006 (Perkins IV) was signed into law by congress on August 12, 2006. The Act represents nearly three years of work on the part of Congress and the U. S. Department of Education, in cooperation with other federal agencies and the state and local agencies affected by its policies, to provide continuing federal support for rigorous career and technical education programs that prepare students for today's competitive workforce.

“The purpose of the Act is to develop more fully the academic and career and technical skills of secondary students and postsecondary education students who elect to enroll in career and technical education programs, by:

- (1) building on the efforts of States and localities to develop challenging academic and technical standards and to assist students in meeting such standards, including preparation for high skill, high wage, or high demand occupations;
- (2) promoting the development of services and activities that integrate rigorous and challenging academic and career and technical instruction, and that link secondary education and postsecondary education for participating career and technical education students;
- (3) increasing State and local flexibility in providing services and activities designed to develop, implement, and improve career and technical education, including tech prep education;
- (4) conducting and disseminating national research and disseminating information on best practices that improve career and technical education programs, services, and activities;
- (5) providing technical assistance that—
 - (A) promotes leadership, initial preparation, and professional development at the State and local levels; and
 - (B) improves the quality of career and technical education teachers, faculty, administrators, and counselors;
- (6) supporting partnerships among secondary schools, postsecondary institutions, baccalaureate degree granting institutions, area career and technical education schools, local workforce investment boards, business and industry, and intermediaries; and

- (7) providing individuals with opportunities throughout their lifetimes to develop, in conjunction with other education and training programs, the knowledge and skills needed to keep the United States competitive”.

Implications for the Illinois Community College Board

- An opportunity to exercise leadership under Perkins IV.
- Provide vision/mission for the future of CTE programs and outcomes.
- The total budget for federal CTE funds for the state of Illinois is \$38 million. Of this, the ICCB administers \$21.9 million, which includes Title I postsecondary funds and Title II (Tech Prep). The ISBE administers all Title I secondary funds.
- Perkins IV places a high value on coordinating secondary and postsecondary CTE programs. The grant *requires* the utilization of “Programs of Study” that provide students with a clear, seamless and non-duplicative curricular path from high school to community college. The community college system will be an integral partner in establishing these programs.
- States can choose to submit either a full six year plan or a one year transitional plan followed up by a five year plan. The ICCB will be a key leader in the development of these documents for Illinois.
- The new law requires states to consult with a wide array of educational, community, and business/workforce stakeholders as they develop the state plan.
- Illinois must decide on the future structure of the Title II Tech Prep programs administered by the ICCB. Perkins IV gives states great flexibility to decide on the future of the partnerships, including how to organize and fund the projects. States also have the option to roll all (or a portion of) Title II funds into Title I allocations.
- The Illinois team consists of representatives from ICCB and the Illinois State Board of Education.

Instructional Technology

In the Illinois Community College System there is no separate line-item or mandate related to technology funding to assist colleges in meeting increasing technology needs. As reported to the Chief Academic Officers earlier this year related to prior funding:

Funding for the Advanced Technology Grants at their height was \$14,300,904 in fiscal year 2002. That figure dropped in fiscal year 2003 to \$12,456,772. In fiscal year 2004, funding for the grants dropped dramatically to \$1,557,100 and management of the funds was moved to Central Management Services. Central Management Services allocated funding and management of the grants back to ICCB. In fiscal year 2005, the Advanced Technology Grants were no longer funded.

The report from the Instructional Support Task Force earlier this year indicated that colleges are in need of additional technology funding. The survey and resulting report indicated that general technology funding was needed to come to the colleges. The report as well as other related work indicates that there are specific needs that with state leadership could benefit colleges.

During technology site visits to the 48 colleges in 2005, all institutions indicated limited technology funding was a barrier. A variety of needs were expressed. Basic technologies for the classrooms were needed as colleges continue to turn traditional classrooms into smart classrooms. Additionally, many colleges have reached replacement and upgrade cycles for their existing smart classrooms but lack needed funding. Colleges also indicated difficulty in replacing large-scale machinery and other expensive classroom technologies needed for use in specific classroom settings. The lack of upgrade means that in some areas college students are being trained on outdated equipment and are not as prepared to enter the workforce as they could be.

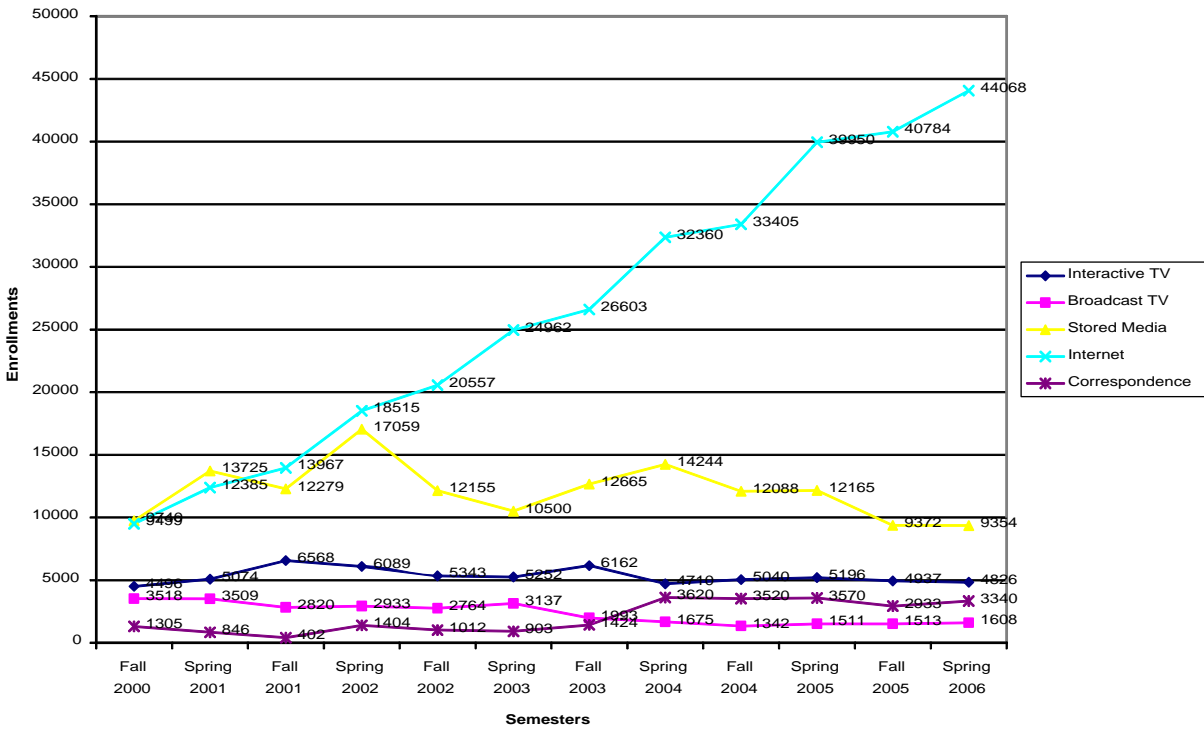
The Rise of Online Education

Online, or Internet, enrollment is the fastest growing sector of distance education enrollments in Illinois and nationally. In addition, online enrollments show no end to their growth cycle. Colleges have repeatedly indicated that online courses fill as *quickly as they are made available*. They don't have the capability to increase capacity to fully meet student demand. Colleges also don't have the capability to get ahead of the curve for planned growth and implementation. Colleges are continuously playing catch-up in getting online courses and programs developed as well as providing the corresponding technologies and training to facilitate quality instructional settings and technology-literate faculties.

In the spring 2006 semester, there were 63,196 total distance education enrollments in Illinois community colleges. All distance education enrollments other than online enrollments totaled 19,128 or 30 percent of overall enrollments. Online enrollments totaled 44,068, or 70 percent of overall enrollments. By comparison, in the fall 2000 semester, online enrollments accounted for only 33 percent of overall distance education enrollments. Chart 1 provides a semester by semester breakout of community college distance education enrollments.

Chart 1

FL - SP Distance Education Enrollments (CC)



As overall semester by semester distance education enrollment averages rose 121 percent, between fall 2000 and spring 2006, Interactive TV rose only seven percent. Correspondence did rise by 156 percent, but accounts for a small portion of overall enrollments. Broadcast TV enrollments declined 54 percent and Stored Media declined four percent. Internet enrollments rose a staggering 364 percent. The following table provides a comparison of fall 2000 and spring 2006.

	Fall 2000	Spring 2006	Percent Change
Interactive TV	4,496	4,826	7%
Broadcast TV	3,518	1,608	-54%
Stored Media	9,740	9,354	-4%
Internet	9,499	44,068	364%
Correspondence	1,305	3,340	156%
TOTAL	28,558	63,196	121%

In addition to the growth in online education and the expanding technology needs, additional technology is needed for the traditional classroom. Students are now driving the use of online course management systems in traditional classrooms as they consider course management systems an integral component of their classes. Students want access to online grade books and course materials through course management systems regardless of what course they are in or the delivery method for the course.

Institutions are also using hybrid, or blended, courses. Blended courses mix online and face-to-face methodologies in a single course, reducing in-class seat time and taking advantage of the best pedagogies of both mediums. Strategies and technologies employed in online learning are now informing the traditional classroom.

General Technology Funding

College presidents have expressed their desire for increased unrestricted funding to maximize flexibility in these fiscally tight times. Colleges would very much like unrestricted technology funding to allow them to direct funding to meet the needs and directions of their individual institutions. General technology funding could be targeted per ICCB directive but still allow for flexibility at the colleges. This would be similar in how the Advanced Technology Grants were administered in their final year. Colleges have needs in deploying technologies in the classrooms, addressing technologies related to online learning, and infrastructure development and maintenance. General technology funding could address any combination of these three areas.

Course Management Systems (CMS)

The cost of course management systems within the state exceed \$1 million. With 48 colleges, there is an opportunity for the state to find an approach to both reduce the cost the state spends and take the cost burden off of the institutions. This is an area of great potential impact for the colleges.

The following table contains information about CMS in use.

CMS	Colleges	Percent
Blackboard	19	40%
WebCT	22	46%
Angel	3	6%
Desire2Learn	1	2%
eCollege	1	2%
Moodle	1	2%

One college currently does not implement a course management system. The college currently using Intrakal is making a decision to go to another system in 2007 or 2008. Blackboard and WebCT currently combine for 86 percent of the market share. That is a slip. Previously, they held 92 percent of the market share. Three colleges moved to Angel over the last two years and one is moving to Moodle next year. One college was on a legacy system and is moving to Blackboard next year.

A number of colleges at this time are exploring moves from Blackboard or WebCT to rival systems. Some of the smaller colleges in particular are looking for a cost-effective alternative solution to address the cost burden that will impact them as the cost of the basic versions of Blackboard and WebCT continue their annual double-digit cost increases and the push to step up to the Enterprise level. A consortium approach to a product would be of specific benefit to them.

While there are a number of colleges investigating alternatives and taking a serious look at whether a switch would be appropriate, there are many colleges that are loyal to their current system either administratively through the distance learning staff or through the faculty. If an institution makes the decision to switch products, it requires faculty buy-in and support. Also, it is a large commitment in staff time to work through the conversion process.

Statewide, a centralized approach to course management systems could reflect four strategies:

- The state could set up, fund, and operate a centralized operation like the Ohio Learning Network that has licensing agreements with multiple providers with hosting services provided by specific institutions in the state or the providers themselves.
- The state could create an Ohio Learning Network type model focused on open source products.
- The state could provide the centralized purchase of one system for the state covering institutions wishing to participate. The hosting could be optional or provided.
- The state could negotiate pricing with vendors for Illinois institutions.

Comments on developing an option are:

- Purchasing agreements are currently addressed by MICTA, who conducts a national request for proposal process for best pricing for educational software products. That likely is sufficient to cover that option.
- Immediate buy-in that would garner the greater number of state participants would be an option that includes Blackboard/WebCT.
- Ongoing statewide financial support would address financial distress for smaller colleges in relation to the cost of course management systems.
- An open source solution would likely attract a small number of institutions but would have the potential for gradual growth and inclusion of more institutions in the future with cost savings in terms of centralized operation and no licensing fees.

24/7 Help Desk Support

Due to budget constraints or other priorities, none of the 48 colleges provide extensive extended help desk support for students. About half of the colleges provide some early evening support on weekdays. Weekends are generally not covered. In the Instructional Support Task Force report colleges were split on the interest of a statewide solution to address this problem. With the increased use of technology and especially course management systems in all courses, this is a valuable service that keeps students on track in learning. Funding for a statewide system of support would not necessarily provide a great financial relief to colleges but would address a gap in services. Avenues to provide cost-effectiveness in this area would be to either provide a centralized service to the colleges (instead of individual funding) or to hire a vendor that provides large-scale operations such as Presidium Learning.

Curriculum Development

Due to student demand, colleges have indicated that they are in a constant state of catch-up with developing online courses and curriculum. Students are very interested in online courses and are demanding more. In the vast majority of cases, online courses fill as fast as they are made available. It is possible that lulls in the growth of online enrollments have more to do with institutions' ability to ready new courses.

For most colleges, much of the general education curriculum is available online creating an initiative for colleges to jointly develop online majors with curricular materials could be of benefit to the system, reducing development costs and providing targeted curriculum development that could meet specific high-demand needs. In addition, joint development of hybrid or blended delivery of majors such as nursing would be appropriate for certain majors and could provide a way to expand their availability in the state.

Faculty Development

Illinois Online Network (ION) remains a primary point of faculty development through a statewide endeavor. However, there does seem to be a greater need than what they are able to meet. Efforts through the ILCCO Learning Academy were well attended. Subsequent ILCCO professional development events fill immediately with requests for additional events and locations that it is unable to address.

ION is currently reevaluating their services and how those services are delivered. The impact of any potential changes is unknown at this time. Additionally, ION's focus is largely on the development of faculty new to online learning. While this is still a strong need, there is an additional need to redevelop faculty who are teaching online to both transition to a higher skill level of online teaching and to develop skills in employing new technologies for online classes.

Today's students have transitioned in their technology use to new methods and appliances as primary technology and communication avenues that are beyond what is currently used in online learning today. Education has spent ten years to get where we are today with online learning. The internet is at a time of change with new web-technologies that will again transform online learning.

A program to develop higher level online teaching skills as well as pedagogical strategies for employing new technologies would be valuable to assist faculty in moving to next-generation online teaching.

Other Potential Areas

There are other areas that could be examined.

- E-portfolios are specifically mentioned for colleges in the development of AAT degrees. Institutions are also looking at using them for institutional assessment, though how to accomplish that and how to pay for it related to the business model of proprietary systems is problematic.
- Learning Object Repositories are an online resource for sharing curricular materials. Many institutions are interested in this but there is faculty reticence in many cases in sharing their materials. A centralized repository system for Illinois would offer institutions and faculty the opportunity to share and take advantage of each other's best resources and best practices to increase the overall quality of instruction at our institutions.
- Creation of an open-source technology shop to provide open-source solutions for web portals, course management systems, e-portfolios, and single sign-on authentication could be a valuable service for colleges, providing the cost reduction of centralized services with the cost reduction of no licensing fees. College IT departments are often uncomfortable with open source technologies due to their lack of experience with open source technologies. This could be a barrier or simply a case of retooling some existing staff to interface between college operations and a centralized hosting operation for services.

Academic Affairs Committee Recommendations

The Academic Affairs committee recommends the following:

1. Emphasis and support for the transfer function should be strengthened at the baccalaureate degree level to improve time to degree, completion and reduce student costs. This goal can be achieved by directing the four-year colleges and universities in the Illinois System of Higher Education to:
 - a. Continue to support full implementation of the goals of the Illinois Articulation Initiative (IAI) to facilitate the transfer of students among all Illinois colleges and universities, public and independent, associate and baccalaureate degree granting in order to complete a baccalaureate degree.
 - b. Assure the processes are in place at universities offering teacher education programs to articulate with the Associate of Arts in Teaching (AAT) degrees in the high need disciplines of Secondary Mathematics, Secondary Science, Early Childhood Education, and Special Education to assure students completing AAT degrees have equal status with native students at the beginning of their junior year.
 - c. Work together with the community colleges to develop, where appropriate, baccalaureate degree options for Associate for Applied Science program graduates in order to carry out the priorities set forth in the Carl D. Perkins Career and Technical Education Act of 2006.
2. To ensure that career and technical education in Illinois continues to be relevant and rigorous, it is our recommendation that Illinois community colleges:
 - a. Continue to receive federal and state funding at current or enhanced levels for the purpose of developing and supporting high quality CTE programs. Access to these funds allow the community colleges to purchase state-of-the-art equipment, offer high quality professional development to faculty and expand critical support services.
 - b. Continue to develop and support programs that facilitate student transitions into and through postsecondary CTE programs.
 - c. Receive adequate funding to allow for the creation of programs that focus on the development of emerging technologies.
3. To assist students in the transition from high school to college, community colleges should continue to develop innovative dual credit programs that offer high

quality, rigorous and relevant college level course work to high school students. To ensure that all students in all geographic areas of the state have access to a wide array of dual credit opportunities, it is our recommendation that funding for dual credit and dual enrollment programs be continued and increased.

4. It is recommended that Illinois continue to recognize and support the vital role the Associate Degree Nursing (ADN) graduates perform in the field of nursing and allied health statewide. The Associate Degree Nursing (ADN) programs are among the largest programs offered in the Illinois Community College System with 14,338 students enrolled annually, and community college graduates routinely perform above the national level on the NCLEX exam.
5. To improve completion rates, to reduce the number of students required to take developmental courses, and to improve time to degree, the following actions are recommended:
 - a. Collaborate to strengthen high school preparation, further align high school and college expectations, and smooth high school to college transitions in order to improve time to degree and completion.
 - b. Establish through the Illinois Community Board a working group on Developmental Education to explore related issues in further depth, identify and promote emerging promising practices, technologies, and formulate plans for making additional progress.
 - c. Provide additional state funding for the credit hour reimbursement rates for developmental education course work.
 - d. Provide additional state funding for the support services that help promote student success among individuals enrolled in community college developmental course work.
6. Restore adequate educational technology funding for community colleges to ensure their ability to provide quality instruction while using technologically advanced, state-of-the-art technologies. Areas of support needed are classroom instructional technology, distance learning, faculty development, and curriculum development. Funding will be managed by the Illinois Community College Board to develop grant programs for colleges around established Board priorities.
7. Establish a working group through the Illinois Community College Board to develop a report and recommendations on the development of a technology center for centralized course management system operation to offset and reduce the cost burden to colleges for the systems. The report will provide recommendations on the operational model, development seed funding, ongoing funding sought from the state, annual college funding, and a development timeline.

8. The committee supports the recommendations of the Baccalaureate Access Task Force that were endorsed by the Illinois Community College Board in November 2005. The recommendations are as follows:
 - a. Expand and enhance programs offered cooperatively and/or jointly by universities and community colleges through off-campus face-to-face or electronic arrangements.
 - b. Expand dual admission initiatives between community colleges and four-year institutions.
 - c. Provide financial incentives that promote university off-campus face-to-face or electronic completion programs.
 - d. Create a “quick response” needs analysis and a new program approval system that allow for rapid program delivery at the baccalaureate level.
 - e. Create an extended-credit cooperative articulation mode for selected programs that allows credits beyond the associate degree to apply towards the baccalaureate degree (e.g., the 80/40 model and others).

In support of these recommendations, a statewide needs analysis should be conducted to identify the gaps, by program and geographic location, between the need for and opportunity to complete baccalaureate programs for community college graduates.

HJR 122 TASK FORCE
Adult Education Subcommittee –
Final Report

Submitted: December 13, 2006

Adult Education Subcommittee Report & Recommendations

Illinois Adult Education and Family Literacy

In Illinois, more than 1.7 million of Illinois' 9.8 million adults have less than 12 grades of education and almost 2.3 million Illinois residents speak a language other than English as the primary language in their home. Many of these individuals are considered the most in need of the literacy skills for entry and advancement in the labor force.

In Illinois, approximately 137,000 individuals were served in Adult Education and Family Literacy programs statewide. More than 105 programs provide instruction in the areas of Adult Basic Education (ABE), Adult Secondary Education (ASE), English as-a-Second Language (ESL), and Vocational Training (VOC).

The purpose of the Federal Adult Education and Family Literacy Act, Title II of the Workforce Investment Act (WIA) is to provide literacy services to individuals 16 years of age or above who are not enrolled or required to be enrolled in secondary school; and to provide instructional services that are designed to:

- assist adults to become literate,
- assist adults to obtain the educational skill necessary to become full partners in the educational process,
- assist adults in the completion of a secondary school education, and
- assist individuals to learn the English language.

Committee Meetings:

The Adult Education Committee of the House Joint Resolution 122 Task Force discussed the accomplishments and the challenges of serving the Illinois Adult Education aforementioned population. The meeting dates of the committee are listed below and committee minutes and information are located as part of the appendices.

- Friday, September 22, 2006 at 2:00 p.m. via conference call
- Friday, November 3, 2006 at 9:00 a.m. via conference call
- Thursday, November 30, 2006 at 8:30 a.m. via conference call

The committee meetings were conducted by the chair, Dr. Charles Guengerich. Committee members included Dr. Charles Guengerich, Chair and President of Wright College; Dr. Keith Miller, President Black Hawk College; Mr. Richard Roehrka, Trustee Southwestern IL College; and Ms. Sonia Powell, Faculty (retired) Olive Harvey College. Jennifer Foster, Senior Director for Adult Education and Family Literacy is the ICCB staff to the committee.

Committee Recommendations:

The Adult Education subcommittee reaffirms the report and recommendations of the Illinois Community College Board (ICCB) Task Force on Adult Education and Family Literacy (AEFL) of March 2004. Recognizing the strengths of the existing system, the report calls for a new funding strategy to “better meet the unmet needs and to position Illinois for the future.” Although this report documents the need and sets general principles for future funding, it provided few specific or long-term recommendations for levels of funding. The Adult Education Committee of the House Joint Resolution 122 Task Force makes the following recommendations:

Recommendation 1:

There is a need for increased funding for the Exceptional Performance recommendation outlined in the Adult Education Funding Task Force Recommendations and should be implemented in the next State Illinois Budget cycle.

This recommendation from the report reads is as follows:

The Task Force recommends that performance funding include a component for “Exceptional Performance.” The incentives should be limited to no more than 5% of a program’s total performance funding allocation. These incentives should be funded with additional state dollars rather than reallocating the current performance funds. New funds to support “Exceptional Performance” should be sought from the General Assembly.

Rationale: Supporting this recommendation of the AEFL Task Force of 2004 makes a strong statement that the General Assembly both expects and is willing to recognize Exceptional Performance. This challenges programs to improve in a model of continuous improvement rather than a model of competition. Such a model encourages the sharing of best practices, external bench marking, and collaboration while eliminating a competitive model that does not serve the best interests of Adult Education students in Illinois. Funding this initiative is inexpensive and would require a maximum addition of \$1.0 million dollars to the State’s funding of Adult Education.

Recommendation 2:

The percentage increases in the State Basic Grant for Adult Education are legislatively aligned with the percentage increases for the K – 12 system.

Rationale: Adult Education and Family Literacy serves an adult population educationally parallel to the academic skill and knowledge level of the K – 12 population. This population is served by AEFL providers throughout the State of Illinois on a tuition, fee, and material free basis. Just as the costs in K-12 system rise, the costs in the AEFL

programs are subject to the same pressures. Adult Education programs provide services to those students who function at the lowest levels of proficiency and therefore require additional instruction and time to prepare students to move to the next level of education.

Currently, the approximate annual state restricted fund allocation per student enrolled in an Adult Education programs is \$390.00 as compared to an approximate allocation of \$5000 per student in the K-12 system. On a Full-time Equivalent (FTE) basis Illinois allocates approximately \$1700 for an Adult learner with a K - 12 educational as compared to approximately \$5000 for a student in the K - 12 system. Adult Education provides services to students at a fraction of the cost of the K-12 system and therefore, funding growth for AEFL should parallel that of the common school system to maintain the quality services provided to students enrolled in adult education programs.

Students in Illinois Adult Education programs face multiple barriers including but not limited to child care and transportation needs, unemployed, underemployed, learning difficulties, etc. Adult education students need the flexibility of class offerings in a variety of settings including neighborhoods in which they reside, libraries, community based organizations, community colleges, school districts, Regional Offices of Education and at various times, including mornings, afternoon, evenings, and weekends.

Recommendation 3:

The creation of a special grant paralleling the current dual enrollment grant for high school system students for dual enrollment in GED or ESL programs and college credit programs.

Rationale: Just as high school students are encouraged to pursue education beyond the secondary level, the same opportunity should exist for adult education students. Earning a high school equivalency is not enough to prepare an individual (adult or young adult) for the employment needs of the future. Nor does it provide Illinois employers with the workforce needs of the 21st Century. Adult Education students need to gain the confidence that they can succeed in academics beyond the secondary school level, and are provided the programs/ courses that will help them make the necessary transitions to post secondary education. Transitions programs such as bridge programming may be one way to provide a career path for those adult education students wanting to continue studying toward a degree or certificate program.

Recommendation 4:

Expand current GED Testing funding to ensure candidates have adequate access to GED Testing in the State of Illinois.

Rationale: Currently, the GED Testing Program for Illinois is operating at an approximate \$1.2 million deficit. With the rising cost of GED testing materials, GED Testing Centers statewide will not be able to continue operating at the current level of funding. Costs for providing GED Test will continue to rise substantially over the next few years. After the full funding of the GED testing operation, a regular incremental increase yearly thereafter will absorb the cost associated with administering the GED Test.

In addition, for those students who enroll and complete GED preparation classes, the establishment of a scholarship program to point out the importance of a student's preparation for the GED test. This scholarship program will allow students to take the test for half the cost. Upon completion of the preparation program, the ICCB Adult Education Provider would certify that a student has completed the requirements and is ready to take the GED test. The initial cost of such an initiative is \$625,000.

Those who take the GED Test are provided with a second chance to earn a high school equivalency certificate. This certificate will allow them to transition into post-secondary education and/or advance in employment.

HJR 122 TASK FORCE
Workforce Development Subcommittee –
Final Report

Submitted: December 13, 2006

Workforce Development Subcommittee Report & Recommendations

BACKGROUND

The Workforce Development Committee was tasked to review Illinois community college efforts in meeting the employment and skill needs of Illinois employers. Members of the committee included David Pierce (Co-chair and past ICCB Executive Director and past president of the American Association of Community Colleges), Chris Wieneke for Greg Baise (Co-Chair and Associate Director of Government Affairs, Illinois Manufacturers' Association), Terry Bruce (Chief Executive Officer, Illinois Eastern Community Colleges), and Jim Beasley (Trustee, Kaskaskia College). The Committee was staffed by Preston Morgan (Senior Director for Workforce Development, Illinois Community College Board) and Rob Kerr (Director for Career and Technical Education, Illinois Community College Board).

The committee met two different times; both through telephone conference call. The first meeting was held October 2, 2006 in which the committee reviewed a briefing paper prepared by ICCB staff. The committee also used this meeting to identify key issues to be addressed. The second meeting of the committee took place December 1, 2006 where the committee reviewed the key issues and formulated recommendations. The Committee submits the following final report of its work.

INTRODUCTION

National and State Issues: As the United States continues to face challenges from global competition and struggles with the “skills gap” between the increasing needs of employers and the lack of trained workers, community colleges are uniquely positioned to prepare those citizens that do not have the skills and education to take advantage of the existing jobs and prepare citizens for the jobs of the future. Across the nation community colleges are lynchpins between education and workforce and economic development. Illinois community colleges are no different. Although Illinois community colleges have always been involved in the workforce issues of their local communities, today community colleges have opportunities to strategically position themselves to take advantage of renewed national and state interest in community colleges' role in workforce development. In order for Illinois to remain competitive, more workers must be prepared with skills to enter and advance in well paying jobs; nearly 750,000 working age(25-54) do not have a high school diploma or equivalent, and nearly half of Illinoisans have literacy skills below the average high school graduates. The phrase “Talent Drives Prosperity” raises the awareness and importance of community colleges in our nation's economy. We must prepare citizens to compete globally for increasingly technical jobs. No longer are there two sets of skills - those for the college bound and those skills for those bound for work - it takes the same skills and education at work or school.

In the recent report, A Test of Leadership, from the commission appointed by Secretary of Education Margaret Spellings, the connection between education and workforce came through loud and clear, “We want a world class higher education system that creates new knowledge, contributes to economic preparedness and global competitiveness and empowers citizens...We want a higher education system that gives Americans the workplace skills they need to adapt to a rapidly changing economy...” Who better equipped to step up to the at challenge than Illinois community colleges?

As the third largest community college system in the country, Illinois’ 48 comprehensive community colleges and one multi-college center play a vital role in the state’s educational, economic development, and workforce preparation partnership. Each year, they serve over one million Illinois residents. In the system’s strategic plan, the community colleges pledge to “address workforce development needs with flexible, responsive and progressive programs...offer rigorous courses and programs designed for college and university transfer...expand adult education and literacy programs ...and escalate efforts to meet the growing demand for trained workers in high demand occupations.”

WORKFORCE CONNECTIONS

Partnerships: Through partnership and collaboration, the Illinois community college system makes a valuable contribution to helping Illinois reach its workforce and economic development goals. Community colleges view workforce development and economic development as interrelated and integral to their overall mission. Through greater alignment of priorities and activities, significant progress is being made in coordination and collaboration among education, economic development and workforce development. To address the many economic and workforce issues affecting the citizens of Illinois, the Illinois Community College Board (ICCB), the community colleges, and adult education providers work in partnership with other state, regional and local entities to link education with workforce and economic development. Community colleges are recognized as a prominent provider of workforce training and are playing a larger role in local and regional workforce planning and solutions. Community colleges are the largest provider of workforce training in the state. Internally, community colleges are partnering to address workforce needs that are of mutual interest to adult education, career and technical education, and workforce.

Outreach and Impact: As critical partners with workforce and economic development, community colleges strengthen the economic base and “reskill” Illinois’ workforce by helping working adults develop higher levels of literacy, basic academic skills and technical skills. Community colleges are the primary provider of higher education and adult literacy in Illinois. Based on the most recent annual data, community colleges serve nearly 3 out of 4 students who attend a public institution of higher education (74.6%). Based on the most recent fall data, community colleges serve 2 out of 3 minority/non-white students (67.9%) who attend a public institution of higher education. Community colleges offer 77.8 percent of combined instruction in English-as-a Second Language, adult education and family literacy. Community colleges offer education and training in over 240 career and technical programs designed to meet

particular workforce needs. Nine out of ten Illinois community college graduates live, work, and raise their families in Illinois.

Regional Collaboration: Increasingly, community colleges are working regionally to better utilize existing resources and to avoid duplication of effort and services to address regional economic development needs in a targeted effort to grow local economies. The Illinois community college presidents pledged to support the Governor's regional focus for economic development resulting in initiatives and involvement in all regions. Through regional collaborations, many community colleges have the ability to create or expand new and existing programs and initiatives to meet locally identified workforce and economic development needs. A current example is the South Cook Consortium, made up of four community colleges, Joliet Junior College, Prairie State College, South Suburban College, and Kankakee Community College, which collaborated to develop a shared transportation and logistics curriculum. These courses are offered on-line with all four colleges benefiting from the arrangement. The Illinois Eastern Community College Rural Health Care initiative, one example of regional healthcare collaboration, is a multi-year project, designed to upgrade incumbent healthcare workers with the ultimate goal to retain healthcare workers in that rural area. Illinois Eastern Community College partners with five regional healthcare providers to train and upgrade over 150 healthcare workers.

Bridge Programs: Community colleges and adult education providers are exploring ways of providing opportunities for more citizens to have access to training that will lead to jobs and careers that will provide solid wages and opportunities for a good quality of life. The creation and development of bridge program pilots and models is one strategy designed to move students seamlessly from adult education or community college remediation to occupational training that leads to employment. The lessons learned in the pilots are being shared and the initiatives are designed to lead to replication at other community colleges. Truman College created an Automotive Technology Bridge program designed for adult education students who want careers in automotive technology.

Critical Skill Shortages Initiative: Community colleges are active partners in the Critical Skill Shortages Initiatives (CSSI). Working with the Illinois Department of Commerce and Economic Opportunity, other state agencies, local workforce boards, and local entities, CSSI is designed to identify critical industry needs of employers at a regional level and to recruit and train people to fill these gaps.

Industry Sector Needs: Community colleges are engaged in the three major industry sectors that Illinois has determined to be critical to the state's workforce and economic prosperity: addressing the healthcare shortages across the state, in particular the shortage of Registered Nurses; implementing strategies and training for the growing transportation, warehousing, and logistics industry; and identifying strategies to recruit and retain skilled workers for the ongoing manufacturing needs in Illinois. In June, five community colleges, Rock Valley College, Danville Area Community College, Lewis & Clark Community College, Joliet Junior College and John A. Logan received funds to carry out planning initiatives to assess and address local manufacturing needs to begin to lay the ground work for larger manufacturing projects.

Illinois Employment and Training Centers (IETCs): Community colleges are partners in the One-Stop Career Centers, commonly known in Illinois as IETCs, because they are the recipients of the postsecondary Perkins funds and Adult Education and Family Literacy funds. Postsecondary Perkins and Adult Education are mandatory partners under the Workforce Investment Act. As a result of that relationship, community colleges provide services and resources in the IETCs. Services may include college advisement, staffing of the resource room, computer classes, and others.

As partners, colleges are required to enter into a Memorandum of Understanding (MOU) with all other required partners (17 in all) to cover the costs and services of the IETC. Colleges and other partners may provide actual cash or in-kind contributions. These may include one or more of the following: rent of space in facility, supplies, equipment, utilities, salaries of staff in the IETC, and other contributions. The MOUs are negotiated at the local level in each of 26 Local Workforce Investment Areas. The ICCB works with the colleges to resolve partner issues if they occur.

Illinois workNet: The ICCB is engaged with other state and local partners in creating and implementing a virtual one-stop career center system, *Illinois workNet*. This virtual system focuses on a flexible and creative way to ensure access to a full range of workforce services to job seekers and employers and emphasizes access to career transition services through the Internet. Such information focuses on what services are available in each local area and increases customer access 24 hours a day to the information and services.

Homeland Security: The Illinois community college system is working with the Department of Commerce and Economic Opportunity and the Governor's Office on various homeland security projects and initiatives designed to provide support to businesses in need of homeland security training, assistance for industries manufacturing or delivering homeland security products and services, and raise awareness of campus security and emergency response issues.

The ICCB has facilitated community colleges receiving grant funds from DCEO for various projects including Illinois Food System Policy Council, business continuity and preparedness planning, computer security training center, emergency management associates degree, procurement technical assistance program, biotechnology/bioterrorism training and education center, computer forensics continuing education, crisis communication technician program, and public works training program. The ICCB has worked cooperatively with the IBHE to establish articulation agreements with seven universities for a homeland security study program.

The ICCB has also presented the Illinois Community College System Homeland Security and Emergency Response Institute to create awareness of campus security issues; identify the connection between homeland security, emergency response, and workforce/economic development; and to promote the development and coordination of homeland security and emergency response instruction focusing on innovations to satisfy unmet needs. A second Institute is planned for February, 2007.

Workforce Investment Act: Community colleges focus on many workforce and economic development issues and initiatives as they work as partners in the Workforce Investment Act One-Stop Career Center System (the national public workforce system), on the Local Workforce Investment Boards, and local Youth Councils. In several local areas community colleges are partners on the Business Services Teams. Community college presidents, adult education providers, and post-secondary Perkins representatives serve as members on Local Workforce Investment Boards. Through these local boards community colleges have opportunities to share their issues and work collaboratively. The ICCB, as the administrator for Title II (Adult Education and Family Literacy) of the Workforce Investment Act and the postsecondary Perkins portion of the federal Carl D. Perkins Vocational and Technical Education Act (Perkins IV) works with DCEO to address local and regional needs by reinvesting the WIA Incentive funds earned by exceeding performance targets in both of these programs. Community colleges have implemented healthcare and transportation, warehousing and logistics pilots including bridge pilots to build capacity and expand access to training in these high growth and high demand fields.

CAREER AND TECHNICAL EDUCATION

The Illinois Community College System is committed to preparing a workforce with the academic and technical skills needed to compete successfully in the world market. To help reach this goal, Illinois' community colleges offer a wide variety of career and technical education (CTE) programs that combine high tech instruction with state of the art facilities and active business involvement. These are rigorous programs that prepare students for high-wage, high demand careers. Depending on their needs, students have the flexibility to pursue focused short- or long-term certificates, or enroll in a more comprehensive Applied Science degree. This flexibility, along with the relevancy of the course content and the applied nature of the curriculum, facilitates student engagement and increases retention. By leading the way and quickly responding to the ever-changing needs of the local workforce and employers, these programs foster innovation, develop partnerships and help sustain regional economic growth.

Federal and State Funding: The Illinois Community College Board administers both federal and state dollars that are used to support career and technical education programs. These funds, along with credit hour reimbursements, are combined to help colleges meet local workforce needs and attain state economic development goals. The federal funds come from the postsecondary part of the Carl D. Perkins Vocational and Technical Education Act. Approximately 95% of these funds are allocated for local program use. These funds are used to train faculty in current industry practices and to provide students with the most up-to-date industrial training and equipment available. The ICCB uses some federal funds to provide grants to community colleges for specific goals, such as promoting continuous quality improvement in programs, secondary-postsecondary partnerships, and developments in data collection systems. The ICCB also administers the federally funded Tech Prep program, which helps students transition between high school and community college CTE programs by aligning curricula, reducing the need for remediation and sharing common resources. In the end, all of these funds,

along with their companion state grants, bring direct and tangible benefits to the state's workforce and economy.

Data system: The Illinois Community College Board manages a detailed data system that holds each college directly accountable for student performance. Performance is monitored in student attainment of academic and technical skills, student retention, and placement in employment. Colleges receive annual feedback from the ICCB regarding these indicators and are required to develop program planning models that actively incorporate them into a continuous quality improvement process. Federal Perkins and Adult Education performance goals have been exceeded in each of the past three years, which contributed to the state receiving \$9 million in incentive funding from the federal government.

Enrollments and Completions: CTE enrollments and completions have risen steadily in each of the past five years. Approximately 261,500 students were enrolled in CTE programs in FY 2004, and they accounted for 68.9% of all program completers at community college. After graduation, these students successfully transitioned into the workplace and quickly began earning sustainable wages. The FY 2004 study of program graduates found that 91.6% were employed and/or pursuing further education, 82.1% were employed in their field, and the average salary for the working graduates was \$14.43 per hour - 2.6 times the minimum wage. These facts showcase the relevancy and currency of a CTE degree or certificate in the workforce. Two of the five largest community college CTE programs, Nursing and Business Data Programming, align with regional needs identified in the Critical Skills Shortage Initiative. These programs alone enrolled 21,406 students in FY 2004.

BUSINESS AND INDUSTRY SERVICES

Training and Services: Community colleges provide comprehensive, market-driven services based on local employer needs. Colleges can analyze an organization's needs and offer in-depth assessments of the entire organization. Training is delivered at the workplace, on campus, or on-line. Services range from professional continuing education and customized job training to entrepreneurship training, consulting services, government contract procurement assistance, and industrial attraction and retention.

A primary economic development activity of the community colleges is the valuable resources they provide to business and industry. Across the state, community colleges, through their business and industry centers, work with businesses, industries, and economic development entities to recruit and train workers, retain existing businesses, and bring new businesses and jobs to Illinois. Additionally, colleges engage local business partners through their participation on program advisory committees for the career and technical education programs. This provides industry partners with a forum to render input directly to the college – and ensures that community college programs are always reflective of the latest industry trends

Supporting and strengthening the manufacturing, healthcare, transportation, warehousing and logistics sectors of the Illinois economy continues to be a priority for community colleges. In

addition to offering manufacturing related programs, the Business and Industry Centers provide diverse offerings in “soft skills,” such as leadership and management/supervision, customer service, language, professional development, and team building. Community colleges also provide skill building and certifications in areas such as IT/computers, safety and OSHA, truck driving, and first aid and cardiopulmonary resuscitation (CPR).

Employer Training: Community colleges work collaboratively with the Illinois Department of Commerce and Economic Opportunity to use the Employer Training Investment Program (ETIP). Many colleges have formed regional consortia to deliver business services utilizing ETIP grant dollars. Community colleges are working within the Critical Skill Shortages Initiative to meet identified skill shortages in the regions. During fiscal year 2005, community colleges provided customized training to over 3,000 Illinois organizations for more than 88,000 Illinois workers.

Small Business: The community college system works with the Illinois Department of Commerce and Economic Opportunity to provide assistance to entrepreneurs and small business owners through the Illinois Entrepreneurship Network. Small Business Development Centers (SBDCs) located on community college campuses provide businesses with management, marketing and financial counseling in order to help them succeed. During fiscal year 2005, community colleges provided counseling and management services to more than 5,800 individuals/organizations

Federal and State Procurement: Community colleges also assist existing business owners in doing business with the federal, state, and local governments. Colleges provided general procurement counseling, access to bid specifications, assistance in identifying government markets, help in reviewing bid packages and also provide information about contract administration and other contracting assistance services. In fiscal year 2005 community colleges provided counseling to more than 1,400 businesses winning over 2,200 contracts worth more than \$341 million.

Individuals interested in starting a business can find a variety of services at a community college. These services may include the development of a business plan, securing finances, addressing state and federal employment laws, and other details necessary to be successful. During fiscal year 2005, community colleges conducted more than 1,200 seminars and workshops for 11,723 people.

ISSUES

Community college leaders envision a more significant role for their colleges in meeting workforce development needs in their communities. However, the labor pool is aging and becoming much more diverse. At the same time, the rapidly changing skill demands are requiring a more highly skilled workforce than ever before. Competition for qualified workers is intensifying. Community colleges strive to meet the immediate and future workforce needs of their local communities and beyond and also serve as feeders to four-year institutions. In order for community colleges to meet the needs of their local communities, they must overcome several challenges.

Access: While community colleges have less stringent admissions policies and lower tuition rates than four-year colleges and universities, access to higher education is still challenging to many individuals. Many people do not attend college because of transportation problems, family responsibilities, or financial reasons. Additionally there are increasing number of workers who do not speak English as their primary language or who have limited ability to read, write, or understand English. Workers with limited English proficiency face serious challenges in their ability to perform well in a competitive workplace. The U.S. Department of Labor estimates that by the end of this decade 85% of all jobs in Illinois that are capable of sustaining a middle-class lifestyle will require access to postsecondary education.

Image: Career and Technical Education (CTE) suffers from an inherent image problem. Perhaps the most enduring belief stems from remnants of the old vocational education model – that CTE is only for the non-college bound, the potential dropouts, or other students with special needs (Stone 1993). And this belief is not confined to students and their parents; it is often shared by other educators and policymakers ("What Do People Think of Us?" 1997). Almost all high school students take at least some vocational courses; 80 percent take at least one occupationally specific vocational course, and one in eight academic students actually takes more vocational courses than vocational students do. Furthermore, vocational education students enter postsecondary education at about the same rate as all high school graduates (Kober and Rentner 2000; Stone 1993), and vocational students with applied academics such as math and reading in high school are just as proficient as college-prep students.

A range of studies show that vocational graduates are more likely to be employed and earn more than their nonvocational counterparts, particularly vocational graduates who worked part time during high school (Stone 1993). There is strong evidence that the generic technical skills and occupationally specific skills provided in vocational education increase worker productivity, skill transfer, job access, and job stability when vocational graduates find training-related jobs (Bishop 1995).

Affordability

Lifelong Learning: There are many compelling reasons for businesses to train employees including attracting and retaining customers, aiding in recruitment, employee retention, and maintaining a competitive edge. The world of work is changing at an unprecedented rate becoming more complex and technologically advanced. The workforce skills needed to remain

employable in a highly competitive workplace require continuous learning. A prominent voice in the business world, “The Kiplinger Letter” stated: “A growing task for business is retraining workers, honing skills and keeping employees current with rapidly changing workplace technology – a whopping 75 percent of today’s workforce needs retraining just to keep pace.” Many professions require workers to meet mandated hours of continuing education, whether annually or some other set time period.

Access to lifelong learning is worrisome to many businesses and workers. The costs associated with training a workforce may be unbearable for many small and medium-sized firms. Not only could the training be cost prohibitive, but it may also temporarily reduce production because employees are removed from their job tasks. Funding resources for lifelong learning are still tailored to a traditional post secondary experience and are not particularly relevant to short-term skills training required for continuous learning. Traditional loans and grants require participants to be enrolled in degree programs, essentially eliminating federal student aid for short-term and continuous learning. The belief that adult learners are more capable of paying for the costs of instruction is flawed. Accessing the education and training necessary to keep firms and workers competitive in a global marketplace is challenging.

Remediation: Over 14% of all students coming into community colleges require some level of remediation in two areas - math and reading, with the greater need in math. Some colleges report remediation levels as high as 90%. The lack of preparedness of students, both high school graduates and adults, entering community colleges, has a ripple effect beyond the education field and out into the workforce and economy. Illinois has serious shortages in certain industry sectors and needs every prepared person. The great need for remediation is a drain on community college resources, both faculty time and funds. Although community colleges do receive reimbursement for remediation, it slows down, in time and numbers, the entire flow of students working towards training that will lead to employment in high demand areas such as nursing. Fewer people are ready to enter employment since it takes them longer to prepare. Studies show that the more remediation a student needs the less likely they are to complete.

Skill shortages/gaps: Currently, there are skill shortages in several industrial sectors in Illinois. These shortages indicate the gap between the employers’ needs for trained workers and the number of people that have the skills to take advantage of the openings. There are more employer openings than there are trained workers in the following sectors; healthcare, transportation, distribution, and logistics (TDL), and manufacturing. In nursing alone, there is currently a short-term shortage of 10,000 nurses. Manufacturing and transportation, distribution and logistics face skills gaps which will show increasingly larger gaps as workers retire and the replacement needs increase. Currently, Illinois is working to better define and quantify the skills gap for manufacturing and TDL.

Workforce Investment Act (WIA) Training Vouchers: The Workforce Investment Act was originally interpreted as a “work first” initiative although it was never called that. Under its predecessor, the Job Training and Partnership Act (JTPA) training was a major component of the legislation. With WIA, a new philosophy and system were instituted. Providing training through vouchers to students became the new method. The WIA does not require a specified

percentage of funds to be spent on training vouchers as was required under JTPA. Consequently the reporting requirements for WIA services in Illinois does not require the tracking of the number of vouchers issued or the percentage of funds dedicated to training vouchers. This was due, in part, to the emphasis on flexibility and local decision making by the Local Workforce Investment Areas and Boards. The lack of a training requirement does not encourage local areas to dedicate resources to providing training to their clients. The number of vouchers at community colleges varies across the state; some community colleges have many students who receive vouchers for training, while other colleges have few to none. Local areas determine what training they will pay for based on two criteria – high demand and high wage. The WIA performance standards also play a role in this: anyone receiving a training voucher has to be enrolled and is then counted in the performance measures. Even though there is a state-wide Certified Training Provider list, available training can vary from area to area across the state. For the most part classroom size training and contractual training are not allowable under WIA, except under very specific circumstances. Vouchers make it harder for community colleges to determine need and plan for classes because vouchers can trickle in a few at a time. It makes it harder for colleges to cover the costs of instructors and other costs associated with providing training.

In Illinois, and across the nation, this shift has led to a reduced focus on training resulting in less WIA training taking place. While many service providers are eligible to receive WIA vouchers for training, the U.S. Department of Labor recognizes community colleges as a critical partner in addressing workforce training needs. The U.S. Department of Labor recognized the lack of training as a serious issue and publicly announced that WIA was not a work first system and that it was never intended to be. President George W. Bush stated: “We're not going to quit on anybody. And we're going to make sure the community college system does its job. As you know full well, particularly if you're a trustee of the community college, that most of the money is local money, but the federal government can help, particularly when it comes to job training.” The U.S. Department of Labor created the Community-Based Job Training Grant for the nation’s community and technical colleges. This has been an attempt to provide community colleges the opportunity to receive funds to provide high demand training. However the competition for the limited funds is extremely strong. Other attempts to increase training are also being explored at the federal level, but most are based on similar voucher or account type systems.

The Workforce Investment Act has yet to be reauthorized. However, the US Department of Labor continues to make changes to WIA. Although it has improved, training vouchers or lack of training vouchers is still an issue in Illinois.

Entrepreneurship/Innovation: According to a recent report from the U.S. Department of Labor, “Education is the gateway to opportunity and the foundation of a knowledge-based, innovation-driven economy.” Statistics from the report indicate that the United States, with five percent of the world’s population, employs nearly one third of all scientists and engineers and accounts for one third of global R&D spending. The report goes on to state that in order to remain the innovation leader, we must “prepare our citizens to compete more effectively in the global marketplace...to give America’s workers the resources they need to increase their skills and compete for the jobs of the 21st century economy.” According to the Council on

Competitiveness, “economists calculate that nearly 50% of U.S. annual GDP growth is attributed to increases in innovation.” Talent is the foundation of a knowledge-based, innovation led economy. With over 85% of all jobs requiring some level of postsecondary education and community colleges educating over half of those in postsecondary education, community colleges must have access to the tools and resources needed to be able to provide that talent to the economy - to prepare students to be workers that are innovative thinkers.

Sustainability: Although there have been many opportunities for community colleges to obtain seed money to pilot initiatives, the same is not true of the funds needed to sustain an initiative. Over the last three years, ICCB has garnered over \$4 million dollars in various initiatives for community colleges and adult education providers. These funds have been very useful and critical for some community colleges to start new programs, develop curricula, purchase needed technology, software and equipment. However, funds and resources are not there to continue the initiatives. Additionally, in many cases, in order to pursue additional funds through other grant opportunities, colleges have to be able to demonstrate a sustainability plan. The ability to sustain an initiative is dependent on several variables, one of the greatest being funds that can carry the college past the pilot and into the implementation phase. Other variables impacting sustainability include the leveraging of resources from other partners such as employers, the retention of students, and the ability to successfully pursue external funding such as grants. As dollars grow fewer and budgets grow tighter, even among private grant foundations, sustainability along with accountability and leveraging of resources are not issues that will become increasingly important.

CONCLUSION AND RECOMMENDATIONS

At a time when community colleges are more critical than ever to our nation and state’s economic future and are expected to be the entity to provide the training and education necessary to elevate the skills of Illinois citizens, community colleges are faced with increasing demands on their shrinking resources and growing competition in the education marketplace. The ability to offer state of the art training to meet the constantly changing needs of business and industry and health care providers is dependent on the ability to grow and sustain institutions, funding, and programs. Illinois community colleges are a large part of the solution to the workforce and economic development issues in Illinois through the colleges’ ability to train citizens for the workforce needs of today and tomorrow.

Recommendations:

Access: While community colleges have less stringent admissions policies and lower tuition rates than four-year colleges and universities, access to higher education is still challenging to many individuals. Many people do not attend college because of transportation problems, family responsibilities, or financial reasons. Additionally there are increasing number of workers who do not speak English as their primary language or who have limited ability to read, write, or understand English. It is recommended that Illinois community colleges:

- remain committed to broadening the educational pipeline for students of all ages;
- strengthened and grow adult education programs, including bridge programs designed to help students lacking basic skills; and
- form partnerships with local government and community groups to identify resources to bring broadband Internet access to rural areas of the state to enable students access to online instruction.

Affordability: Many students face financial barriers in accessing the training and education needed in order to be successful in today's workforce. The lack of affordability negatively impacts the community college's role in meeting the needs of the state's workforce. The following are recommended strategies in resolving the affordability issue for both the student and the college:

- focus efforts on discovering new funding streams;
- fund adult education at a higher level to be able to have students better prepared to take advantage of postsecondary education;
- establish full funding of veteran programs and other state revenue streams;
- explore innovative financial aid programs;
- reduce course redundancy which will reduce the students' overall costs;
- find ways to reduce the costs of textbooks; and
- utilize dual credit programs with high schools which will lower the need for remediation and reduce the number of courses students need thus making community colleges more affordable.

Skills shortages/gaps: Illinois is experiencing skill shortages in several employment sectors, such as health care, transportation, distribution, and logistics, and manufacturing. In order to meet these and other skill shortages, it is recommended that Illinois community colleges:

- utilize flexible and responsive programming that provides options for both short-term noncredit or credit instruction;
- engage in regional collaboration to better utilize existing resources and to leverage resources with other community colleges to meet immediate and long term skill shortages;
- utilize bridge programs as one strategy designed to move students from adult education or community college remediation into skill building occupational training; and
- broaden the offerings of credit and noncredit on-line workforce programming.

Sustainability: In order to train students for a highly competitive workforce and to address emerging industry needs, community colleges need to be able to sustain new initiatives and curricular programs that have been created or will be developed to meet future needs. It is recommended that community colleges:

- establish full funding of ICCB Workforce Development Grant, Business and Industry Services Component;
- review and if necessary realign institutional strategic priorities;
- discontinue outdated programs; and
- engage in flexible and responsive programming to quickly add new curricula to meet the rapidly evolving needs of business and industry.

Through innovative approaches to leveraging resources and regional collaboration, community colleges can have flexible strategies in place that will allow them to continue to respond to the state and regional economic and workforce development needs of Illinois.