

Participation Work Group

Research Brief

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by
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I. THE PARTICIPATION CHALLENGE MICHIGAN FACES

The need for more citizens with the knowledge and skills associated with a post-secondary education and credentials of value is becoming ever more apparent. States without an adequate supply of college-educated workers will find themselves increasingly unable to compete in the changing global marketplace. Economic opportunities for those who do not complete some form of college credential – including certificate programs, associate’s, bachelor’s, and advanced degrees – will become increasingly limited in the years ahead (McGee, 1997). Occupations that today require the highest levels of education, and are characterized by relatively high earnings, are projected to grow the fastest nationally (McGee 1996; US Department of Education Office of Educational Research and Improvement, 1995). Even more compelling, however, is the reality that jobs that once required no more than a high school diploma are requiring levels of technical competence that necessitate advanced and continuing training.

What we know about Participation in Michigan

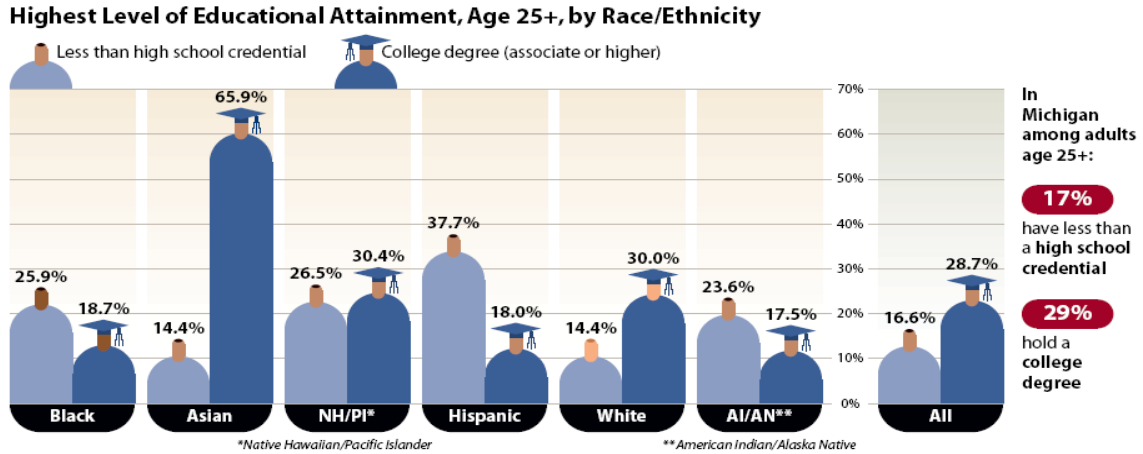
In the state of Michigan, citizens are participating in post-secondary education at lower rates than in other states in the nation, and there are significant gaps among socioeconomic and racial groups. According to the Education Commission of the States (ECS), the “Participation Gap” is defined as the total number of additional students that the state would need to enroll by 2015 (see table below), given demographic projections, if it were to match the participation rates of the best-performing states (Ruppert, 2003).

Postsecondary Participation

Student age	# of students in 2000	projected # of students in 2015 at current rate	% change 2000–15 at current rate	projected # of students in 2015 at benchmark rate	% change 2000–15 to reach benchmark	Participation Gap in 2015
18–24	341,047	343,321	+1%	446,893	+31%	103,572
25+	293,160	301,119	+3%	419,918	+43%	118,799
All (18+)	634,207	644,440	+2%	866,811	+37%	222,371

Based on the U.S. Census 2000 questionnaire, **postsecondary participation** means a person residing in the state attended a public or private degree-granting college or university at any time since February 2000.

Michigan has a participation gap in the number of students age 18-24 and students age 25 and older who attend college compared to benchmark states (Ruppert, 2003). Currently, 9.7% of adults 18-64 years of age are enrolled in college, putting Michigan just above the national average, but below vanguard states like California, Massachusetts and Minnesota (<http://www.higheredinfo.org>). The ECS estimated Michigan must enroll 222,000 more postsecondary students by 2015 to match the higher education participation rates of benchmark states like Rhode Island and California. Table two below demonstrates the disparities when attainment is considered by race. For African American, Native American, and Hispanic, there are still more people who have less than a high school credential than those with an associate’s degree or higher.



Most Americans believe that any qualified student has the opportunity to earn a college degree if they work hard and get good grades. It is interesting to note that while 80% of 8th graders say they want to go to college, less than half do so (National Center for Education Statistics, 2004). According to a study completed by the Manhattan Institute for Policy Research, only 73% of the students who entered high school in Michigan in 1997-98 as freshmen graduated in 2001 (Greene & Forster, 2003). Of these students in Michigan who graduate from high school, only 41% enter college immediately after high school graduation, only 29% remain in college after their first year, and only 18% graduate with a bachelor's degree within six years of high school (see table below). This ranks Michigan 28th out of the 50 states in the Union (The National Center for Public Policy and Higher Education, 2004a).

Success Rate per 100 Ninth Graders at Each Transition

	Graduate High School	Enter college immediately	Still enrolled as sophomore	Graduate within 150% time
Massachusetts	76	52	40	29
California	75	37	25	19
Ohio	70	40	29	19
Michigan	70	41	29	18
US Average	68	40	27	18
Minnesota	82	54	38	13

SOURCE: Adapted from National Center for Public Policy and Higher Education. (2004a)

II. ADDITIONAL RESEARCH QUESTIONS/DATA DESIRED BY THE WORKGROUP:

1. What are the perceived and real barriers to higher education in Michigan?

It is important to examine the barriers that currently prevent people from participating in higher education and obtaining a college education. Research studies indicate that there are three main barriers that prevent one from obtaining a college education. These

barriers include: cultural norms and expectations, a lack of knowledge about college, and financial constraints.

Cultural norms and expectations

Many potential students face one or more educational, cultural or economic barriers to college participation. They may lack role models (especially in their own families) to demonstrate the importance of attending college, they may lack the financial resources required for higher education, and they may lack the academic knowledge and skills required for success in college (US Department of Education Office of Educational Research and Improvement, 1995).

Lack of knowledge

Going to college is a daunting proposition, particularly if you do not have strong guidance to navigate the process. Many Michigan young people do not fully realize the resources already available to assist them. Michigan's Partnership for Learning (included in your initial background packet) reports 25% of students who don't go to college indicate that they would have if they had known how much aid would have covered costs.

High school guidance counselors and college admissions officers usually talk to students about college in their senior year of high school, which is often too late to convince disadvantaged students of the importance of a college education and the critical steps they need to take in order to get there. Information on the importance of college and the course requirements for college admission should be distributed to students and their parents as early as possible in the educational system. Also, learning gains achieved by early intervention may dissipate unless these gains are supported and built upon in later grades (US Department of Education, 1994).

Possessing the knowledge about how to prepare for and apply to college is essential to students' obtaining the opportunity to attend. Yet, getting information and advice about college preparation, financial aid, and planning is most difficult for those young people who are found least often in higher education institutions, namely, low-income students, racial and ethnic minorities, and youth from families with no previous college-going history.

These are the unsettling findings of research regarding the role of information and guidance in enabling students to secure a college education. Individuals from families where the parents have not gone to college are less likely to have the personal or institutional connections through which students typically receive encouragement to attend college as well as guidance in the college planning process. Considering how critical college attainment is to future economic status and professional mobility (National Center for Education Statistics, 1999; 2001), policies to promote college access must include a focus on ways to provide underserved students with the information and guidance they need.

A review of the research illustrates the unmet needs of low-income, first-generation, and minority students for information and guidance essential to college access. This study describes the information that constitutes the "college knowledge" needed to apply to and attend college and analyzes the barriers faced by low-income and minority students and

those who are the first generation in their families to attend college. The analysis is based on research reports and syntheses of literature about the role of information, counseling, and other factors in students going to college. The report's main findings are:

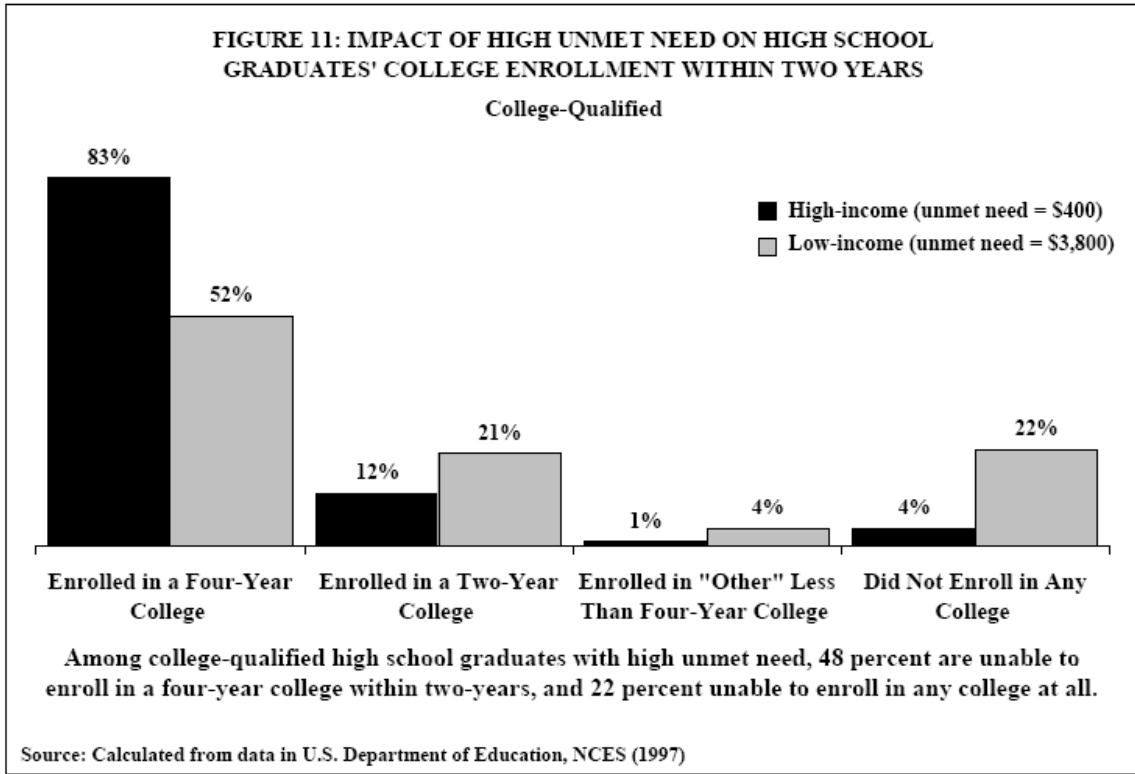
- College-preparatory information and guidance are major components in realizing college aspirations.
- Students traditionally underrepresented in higher education do not naturally possess “college knowledge.” Most come from families with limited or no college experience and attend schools that provide only minimal college guidance.
- The knowledge gap for underrepresented students is exacerbated by their limited access to technology and technological innovations in college admissions and recruitment via the Internet.
- Finally, although the information gap problem is severe, it is not insurmountable. Research suggests that interventions focused on providing information and guidance about college to underrepresented students and families, both early and often, can supply them with the “college knowledge” they sorely need (Vargas, 2004).

Financial Issues

In its June 2002 report, *Empty Promises: The Myth of College Access in America*, the **Advisory Committee on Student Financial Assistance** stated that due to record-high financial barriers, nearly one-half of all college-qualified, low- and moderate-income high school graduates—over 400,000 students fully prepared to attend a four-year college—will be unable to do so, and 170,000 of these students will attend no college at all. A large part of the problem for these students is the rising cost of tuition coupled with the diminishing investment in financial aid. However, there is another side to the story that many states are struggling with. When state appropriations either decrease or fail to keep pace with rising costs and enrollments, institutions can accommodate fewer students. For example, last year, Florida turned away 35,000 qualified students from their community colleges and California did the same for more than 50,000.

Families of low-income, college-qualified high school graduates face annual unmet need of \$3,800, college expenses not covered by student aid, including work-study and student loans. And the shortage in grant aid requires these families to cover \$7,500—two-thirds of college expenses at public four-year colleges and one-third of family income—through work and borrowing. Their peers from moderate-income families face similar barriers. According to the *Empty Promises* report, those students with higher levels of unmet need were much less likely to enroll in four-year colleges, more likely to attend community colleges, and 5 times more likely to choose not to attend college (see figure below).

Many acknowledge that financing a college education is a challenge. However, a recent *USA Today* study provides an alternative analysis. In a recently released report, they find that while actual tuition has risen dramatically, the amount of tuition a student actually pays after grants and tax incentives has dropped from an average of \$1636 in 1997 to \$1115 in 2002. These gains in affordability are credited to a \$22 billion annual increase in grants and tax breaks since 1998 (targeted mostly at middle-class families earning \$40,000-\$100,000 a year).

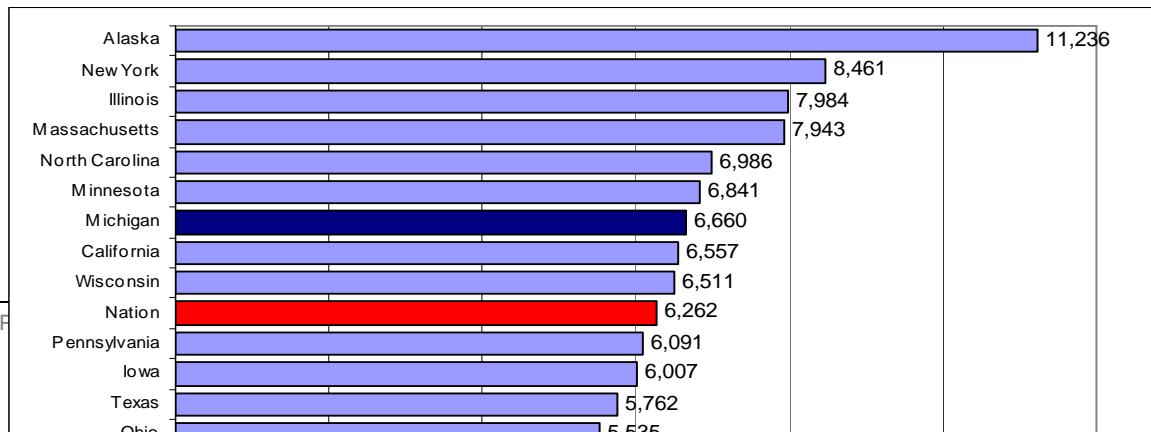


National data also reveals a strong correlation between educational attainment and family economic circumstances (Cabrera & La Nasa, 2000). Parental income is the most significant factor in determining a child's chance of earning a college degree. Children from the bottom quartile of family incomes (less than \$22,000) are one tenth as likely as children from the top quartile of family incomes (above \$67,881) to earn a college degree (Mortenson, 1995). This family education/family income conundrum promotes the inheritance of poverty from generation to generation (Mortenson, 1995).

Michigan

Michigan's investment per FTE student is just above the national mean at \$6600 per year and tuition at state institutions is above national averages as well. It is important to note that the state of Michigan provides resources on a par with or just above most states in the form of financial aid per student.

State Appropriations per Full-Time Equivalent (FTE) Student (\$)



Source: The National Information Center for Higher Education Policymaking and Analysis (2003)

2. *Native American Participation in Higher Education*

Data regarding the Native American Indians in Michigan is less definitive than for many other groups for a variety of reasons, but census numbers give us a sense of the percentage of the population they represent. Currently, there are nearly 5,900 Native American students enrolled in 109 Title IV colleges and universities in the state of Michigan (IPEDS, 2002). There are two institutions – Bay Mills Community College and Saginaw Chippewa Tribal College—that serve primarily Native American students (defined as more than 50% of total enrollment). Grand Rapids Community College serves the largest total number of Native American students with 417, while Michigan State University and the University of Michigan serve only 401 combined. According to Census 2000 data, more than 124,000 residents of Michigan define their race/ethnicity as completely or partially Native American. Based upon these numbers, Native American Indians comprise 1.2% of the state population and account for only .48% of college enrollment in the state. Additionally, when you consider which institutions they attend, Native American students are disproportionately enrolled at 2-year institutions.

Clearly, the Native American population is underserved in Michigan, and the challenges these communities face are markedly different from those of other important demographic groups. In tribal communities, to choose higher education often is to abandon one's community for western culture. This tension forces students to make difficult decisions about whether to enter college and, if so, whether to return to the community. Tribal colleges provide a necessary link to culture and customs. Unfortunately, there are only two Native American Indian-serving institutions who serve less than 10% of the Native college-going population. For more detailed information regarding Native American enrollments in Michigan, see appendix A.

3. *How does the financial aid system in Michigan work? (presentation at work group meeting by Jay Rising, State Treasurer and Staff)*

4. Transfer of Credits Mechanism in Michigan—How does it work?

This issue will be addressed directly in the Completion workgroup, but in an effort to provide answers to the questions posed by the group, the following is a description of how the transfer articulation mechanisms function in Michigan. In February 2001, the Education Commission of the States (www.ecs.org) published a comprehensive list of transfer and articulation policies for all 50 states. The list included the following programs (numbers in parenthesis indicate the number of states offering the program):

- **legislation** addressing transfer and articulation (30)
- **statewide cooperative agreements** (course-to-course, department-to-department, or institution-to-institution) (40)
- **transfer data reporting** (33)
- **incentive and rewards**, such as financial aid, guaranteed transfer of credit, or priority admission to transfer students (18)
- **statewide articulation guides** outlining any and all requirements for transfer (26)
- **common core** of courses required to fulfill graduation requirements (23)
- **common course numbering system** between community colleges and baccalaureate institutions (8)

Aside from a statute allowing students to receive “advanced college placement and credit for federally registered apprenticeships” (Mich. Stat. Ann § 15. 1919), Michigan does not offer any of the above-listed transfer/articulation programs. While no state offers every program, several states, including Alabama, Florida, Illinois, Maryland, North Carolina, Oklahoma, and Wyoming, offer six of the seven.

Currently, articulation/transfer agreements among Michigan colleges are developed individually between institutions. These agreements range from individual course transfers to program and degree “partnerships” between certain community colleges and four-year institutions. The individual nature of these agreements, however, means the amount of credit accepted, and the application of that credit to graduation and degree requirements, vary by institution. In addition, at some colleges credits are evaluated on a “two-tier” system: introductory courses and advanced courses. At the University of Michigan in Ann Arbor, for example, introductory courses are evaluated by the Office of Undergraduate Admissions, but advanced courses are evaluated by the academic department. Also, at U-M two types of transfer credit are awarded: equivalent course credit (e.g., Calculus 115), and “departmental” credit (e.g., “Math Department 4 credits”). Departmental credit counts toward a student’s cumulative total but cannot be used to fulfill graduation requirements. A student whose calculus course from ABC Community College transfers as “departmental credit” cannot use that course to satisfy the introductory calculus requirement for a major, and thus must take calculus at U-M.

Some Michigan colleges subscribe to a voluntary agreement designed by the Michigan Association of Collegiate Registrars and Admissions Officers (MACRAO). The MACRAO Transfer Agreement “provides for transferability of up to 30 semester credits to meet many (in some cases all) of the General Education Requirements at participating Michigan four-year colleges and universities” (www.macrao.org). The 30 semester hours

are broken down into specific credit hours in each of English Composition, Science & Math, Social Science, and Humanities. Not all colleges and universities participate in the agreements, and some participate with various exceptions and limitations. Twenty-eight community colleges and 29 baccalaureate colleges adhere to the agreement, although one community college and 15 of the baccalaureate colleges have limitations or exceptions to it.

III. POTENTIAL STRATEGIC POLICY RESPONSES TO MEET THE PARTICIPATION CHALLENGE

This balance of this brief is organized to begin to introduce in more detail strategies and topics that have been identified by research and policy development work to date as potentially powerful responses to the Participation challenges described above, including those identified at the July 14, 2004 workgroup meeting in Lansing. Invite workgroup members to explore these or other important and powerful approaches to improve completion.

The brief is organized to include some background on the topic; Michigan-specific information about the topic; and examples of policies/initiatives from Michigan and other states. Key readings and resources are referenced and major ones will be made available to the workgroup on-line.

1. Early Engagement

Variations of Dual Enrollment—College success is a motivator for high school students and parents. College credit and time spent on college campus in high school is a motivator and prestige enhancer. The senior year of high school in today's K-12 education is often wasted. The state has a shared interest in supporting young people to accelerate their education and experience tangible success at achieving higher education degrees. Recent studies also show that those students who are low on the economic scale and are low performers in high school are least likely to continue on to postsecondary. However, if these same students earn college credit, it is a powerful incentive – it gives them a taste of actually being successful at the college. Research also shows that programs that blend high school and college are successful with at-risk students, and show better graduation and achievement rates than traditional alternative schools (Bailey & Karp, 2003).

Increasingly, states are offering high school students the opportunity to take post-secondary courses in state two- and four-year institutions. These concurrent and dual enrollment programs are encouraged and implemented for a variety of reasons, including:

- To promote rigorous academics and to provide more educational options.
- To save students time and money on a college degree.
- To accelerate student progress toward a degree in order to free up additional space on campus to meet the increased demands for college access by the children of the “baby boom” generation.
- To provide greater academic opportunities for students at small rural schools.
- To increase student aspirations to go to college.

The issues that apply to these dual enrollment programs for students include the following:

- Who pays the tuition and fees paid for the student to take courses?
If students are responsible for paying dual tuition and fees this practice might exclude low-income students from such programs when no tuition assistance or financial aid is available.
- How easy is it for a student to transfer course credit?
Difficulty in transferring course credit to college might be a disincentive for students to take courses.
- What are the course restrictions?
Lack of information about the availability and requirements of postsecondary options programs might be another disincentive.

Some Michigan programs do articulate with the community college, so students reach higher levels earlier and shave off some time and expense at the community college. (The work group will shortly receive exact figures on Michigan dual enrollment and AP course-taking.)

These programs exist largely in pre-engineering, nursing, automotive and other technical fields. The difficulty is that dual enrollment has to be negotiated between faculty at the high school and the college. Current dual enrollment policy and funding also asks high schools and community colleges to share the student foundation grant, which serves as a disincentive for both institutions. Colleges don't necessarily promote it; however, high schools are required to notify parents of the option. There needs to be an institutional challenge/incentive for colleges and high schools to engage in meaningful dual enrollment, and this could be one area of state challenge to the community college/college system.

Current Models

Increasingly educators speak of a K–16 (Kirst & Venezia, 2001) or even a K–20 approach to providing education for future generations. The underlying assumption is that the bachelor's degree is becoming the standard for employability that the high school diploma once was. It is true that today that 75% of all high school graduates attend some form of postsecondary education within two years of earning their diploma (National Commission on the High School Senior Year, 2000). It is also becoming clear that technological advances in virtually every field have eliminated the unskilled, well-paying manufacturing and industry jobs that formed the middle class. How we reconceptualize education consistent with this emerging philosophy is still evolving, but it brings to light a number of promising possibilities that should be considered.

Educators are consistently challenged at both ends of the achievement curve. High-achieving students demand more rigorous challenges and become bored when the pace is too slow. Lower achieving students require more time to learn and process the same information and demand additional time to cover the same ground. Teachers are forced to

teach to the mean...that is, the average between the two where a larger number of students fall. In this approach, neither end of the distribution is served well.

New York City may provide one of the largest examples of dual enrollment. The City University of New York (CUNY) made a controversial decision to eliminate remedial course offerings in their senior colleges. Instead, these courses became the sole responsibility of the community colleges in the system. In an effort to curb the need for remediation, which includes more than 75% of CUNY two-year students, CUNY began programs to improve high school preparation. Currently, as many as 60,000 students in NYC high schools are enrolled in at least one college level course offered largely through the CUNY system. It is important to note that these include many traditionally low-performing schools, and suggests that they too can be prime candidates for expanded dual enrollment, not simply high-achieving schools and students.

The following are additional examples of ways institutions have approached dual enrollment offerings:

Blended Institutions—For many years, Advanced Placement (AP) and the International Baccalaureate (IB) programs represented the upper echelon of high school options for college preparation. In this new model and given the fiscal realities of many districts, it is impossible to offer these demanding curricula. Currently, only 300 school districts in the country offer an IB curriculum, and while a majority of schools offer AP, they cannot offer the full range of courses. Blended institutions are an attempt to collaborate between a high school and a local area college – typically a community college. Through this partnership, the college offers high school students the opportunity to take college level courses and earn college credit, while simultaneously earning credit toward their high school diploma. In exchange for the college's providing the advanced courses, the school district covers the cost of the tuition, which in some cases is negotiated to be lower than the actual cost of tuition. For many, this practice is referred to as dual enrollment.

Initial programs in this group focused on the needs of high-achieving students who were either ready for college level work or had exhausted the high school offerings for college preparation. **Consider Jamestown Community College in New York State.** JCC began by offering summer courses to all of the college prep students at Jamestown High School and those from adjacent communities in their service area. They have expanded these offerings to provide distance courses that are offered via the Web to local high schools during the school year to serve the same high-achieving population of students. It is essentially a cost-sharing mechanism for the districts and a revenue stream for the community colleges. The schools that participate could not afford to offer a full AP curriculum, but they could pay to have that offered through the Community College. At the same time, JCC was challenged by lower enrollments with an aging population, and this was one way to maximize the use of their faculty while bringing in the necessary revenue to cover costs.

More recently, there has been a move toward opening these offerings to students in the middle range of high school achievement who seem likely to avoid going to college. **Consider Mott Middle College.** This program is a middle college/high school for at-risk youth in Genesee County, as well as districts geographically adjacent to Genesee County.

Open to students in all 21 public school districts, Mott Middle College (MMC) is designed to provide "intensive care education" to students with academic potential who are at risk of dropping out before graduation from high school or who are achieving well below their potential. The middle college approach recognizes that these students are not likely to attend college if they are not given additional attention and support. Educators promoting this model believe that students must aspire to college, and one way to encourage this is to give this group of students a series of attainable goals that reinforce their ability to succeed at this level.¹

Early College High School—In recent years, the Bill and Melinda Gates Foundation and the W. K. Kellogg Foundation, among others, have invested considerable money and resources in a similar approach to improving the life chances of under-represented students. The early college is similar to the middle college but takes the integration of the college curriculum a step further. In this model, students complete a full two years or an associate's degree by the time they complete high school (Hoffman, 2003). **Consider Washtenaw Technical College in Ann Arbor.** This is a high school partnership with Washtenaw Community College where students begin taking high school courses in the core subjects, and by their junior year they are taking career focus courses and a college course load that will either result in or place them on the path to completing an associate's degree at WCC.²

Policy Approaches—Revise state dual enrollment policy and funding to meaningfully promote and reward dual enrollment. Initiate a "Senior Year Plus" program (like Virginia has)—encourage all seniors to take college level courses and earn up to a semester of college credit. Charge higher education community with commitment to expand and accept dual enrollment—both community colleges and four year degree-granting institutions must challenge institutions to do this, and get four year higher education to accept the credit transfers that result. Revise dual enrollment funding formulas to change incentives to participate

Expand and promote taking of AP courses—AP courses are among the most effective "singleton" strategies for blending high school and college (Bailey & Karp, 2003). In the past ten years, there has been significant progress made in expanding the number of high schools that offer an AP curriculum. However, there is more yet to do. Questions are often raised about the quality of AP courses as taught by high school teachers, but the fact remains that successful completion of the AP examination in a subject area (assuming an acceptable score) will earn a student college credit at most colleges and universities in the country. The largest challenge facing the expansion of AP offerings in the state is to find qualified teachers to teach these courses in the locations where AP offerings are sparse, and/or meaningfully enhanced on-line AP test-taking and support systems.

2. Financing Strategies that enhance participation in K–14/K–16 education for all students

¹ For more information, see <http://www.geneseeisd.org/mott/mmc.htm>

² For information on this program, see <http://www.wccnet.org/wtmc/story/story.html>

Restructure existing state and institutional aid programs (and MERIT) to increase post-secondary enrollment, changing expectations to K–14/16 education for all (without losing sight of affordability-related completion issues).

Given the role that financing has in higher education access, it is proposed that the Commission and this work group reflect thoughtfully and creatively on how the financial aid, tuition, and state financial investment in higher education can work together to enhance the expectation and reality that all Michigan young people receive at least a K–14 education.

To begin, the work group has asked for a presentation on financial aid and how the current complex system operates.

(Financial aid in Michigan presentation by Treasurer Jay Rising and staff will be presented at 8/10 work group meeting)

3. Lower Cultural Barriers

Create partnerships between K–12, higher education institutions and other community institutions that will increase aspirations and successful connection and navigation of the system to post-secondary education. Foster university/college and community college buy-in to create partnerships with “at-risk” school districts. Foster community-based partnerships around the goal of dramatically increasing participation in higher education. State leadership can use the bully pulpit to set goals and encourage active public/private, university/community collaborations to boost participation in higher education.

The lack of family experience with higher education, the often challenging maze of application, financial aid and other “systems” related to education, and the simple cultural void between many young adults’ lives and that of the higher education world challenge the access to and success at realizing a post-secondary degree.

There is a family of approaches, many proven successful, others newly emerging, to better connect the young adults aspiring to go to college with the reality of the college experience, and to successfully realize the taking of this important step. Michigan has a number of initiatives currently at work to bridge the cultural and physical disconnect between K–12 and higher education:

- Many higher education institutions have successfully adopted or built feeding school relationships with high schools that include college visits, mentoring, acclimation and other activities.
- The Partnership for Learning in Michigan is organizing financial aid awareness activities, mentoring activities and other “bridges” to the world of higher education targeted at first-generation college attendees.
- Programs ranging from the Detroit Compact to Career Beginnings offer incentives, rewards, and physical and personal connections with post-secondary opportunity that enhance the chances of successful transition.
- **Access to Democracy**—a project sponsored by **The National Forum on Higher Education for the Public Good** (and supported by the W.K. Kellogg Foundation)—is an effort to engage Michigan communities and groups of individuals in deliberative

dialogue around the issue of improving access to higher education. The goal of Access to Democracy is to initiate transformation and community-driven enhancements to participation at the grassroots level.

There are a number of promising practices from the national arena to consider as well:

- **Intervention Programs for At-Risk Youth**—Becoming academically prepared for the rigors of college is one challenge, but preparing for the social adjustments, applying to college, finding financial aid, visiting schools, and developing good habits for providing structure to a daily routine are among some of the challenges students face beyond the classroom. There are intervention programs designed to meet the needs of a variety of students at differing levels of need. For example, the Center for Talented Youth at Johns Hopkins University targets high-achieving and high-potential youth, whereas Prep for Prep in New York City works primarily with high-potential minority youth in Catholic prep schools. Each program exists for a different audience and address unique concerns, but they are formulated around a common premise: more can be done to assist all students to be better prepared for college. **The Gateway to College[®] program** is a program for at-risk youth that began at Portland Community College. A version of the program at Montgomery College serves at-risk youth, 16 to 20 years old, who have stopped attending Montgomery County Public High Schools and for whom high school completion is at risk. The program gives students the opportunity to earn a high school diploma while making the transition to a college campus. Students may simultaneously accumulate high school and college credits, earning their high school diploma while progressing toward an associate's degree or certificate.³
- **One on One Mentoring Program**—In Milwaukee, WI, the YMCA conducts a middle school program that is geared toward preparing kids for high school who will then be well equipped to pursue college. Successful completers often continue on to the Sponsor-A-Scholar program that helps high school students with the transition into college. During the mentoring program, students are assigned an adult who assists them as they develop effective study skills, answers questions about college and careers, and provides a positive adult role model for kids who are looking for guidance. The program is designed to keep students on the right track and help them develop positive habits to succeed in high school. The MDRC Social Policy Research organization considers several models similar to One on One that target a middle range of at-risk youth, including **Big Brothers/Big Sisters and the Quantum Opportunity Program (QOP)**, which provide meaningful mentoring, encouragement and support coupled with after school activities, academic support and participation in community service (Ivry & Doolittle, 2003). These are local intervention strategies that are tailored to meet the specific needs of a given community.
- **College/Community Partnerships**—a number of well-designed intervention programs take place on college campuses or are sponsored by colleges in local communities. Perhaps the largest and most well established of these programs is the

³ For more information visit <http://montgomerycollege.edu/gatewaytocollege/>

nationwide **Educational Opportunity Program (EOP)**. The EOP programs can be found on hundreds of campuses around the country, and they are specifically geared toward serving underrepresented minority and low-SES students, including first generation students. Most of these programs include a multi-week summer academic program hosted on campus and include some form of financial incentive, like scholarships, for successful participation. Take, for example, the **Women In Science and Engineering (WISE)** program conducted at the University of Michigan. Like the EOP, WISE is designed to help facilitate the transition to college for a group of students who might not otherwise succeed or thrive. In this case, the program has a particular academic emphasis, recognizing the dire need to attract women to the hard science and engineering fields. Another type of partnership develops as a partnership between the college and a local community. Consider the **ASPIRE** program formerly sponsored by Adrian College. This was a largely successful collaboration between Adrian College and the Methodist Church in Detroit. The program was established to provide promising at-risk students with academic tutoring while in high school and scholarship dollars to attend Adrian College once they successfully earned their diploma. In many ways it helped students develop the capacity to attend college, envision themselves on a college campus, and minimize the concern over the cost of attending.

4. Enhance Participation for Adults Beyond the K–16 Pipeline

Develop community college as a gateway to reentry to education for adults, getting the adult learner without education and/or need to complete a degree, as well as those on the margins, back into the system. Develop degree pathways for working adults, i.e. short-term completions (like associate's degrees) for full-time workers who are going to school that would boost them in completing their degrees. Make more effective use of community-based organizations and other entities (such as UAW joint funds) to provide support for working adults who are going back to school.

Community colleges will soon be the single largest sector in postsecondary education. Their enrollment rate has grown at a fast clip: almost 375 percent in a little over three decades, compared to approximately 103 percent for public four-year schools and only about 72 percent for private four-year schools (The National Center for Public Policy and Higher Education, 2004b).

According to a policy alert produced by the National Center for Public Policy and Higher Education, “Two-four transfer” refers to students who earn credit at a two-year institution and then enroll in a four-year institution with the goal of achieving a four-year degree. Two/four transfer is rapidly becoming a common route to the baccalaureate because it costs less per student. Nationwide, roughly 43 percent of students who begin their higher education at two-year institutions transfer at least once. Approximately half of these transfer students enroll in a baccalaureate program in a four-year institution. However, due to ineffective state policies in some states, the difficulties associated with two/four transfers may instead discourage students from attaining baccalaureate degrees (The National Center for Public Policy and Higher Education, 2004b).

Strong transfer performance between community colleges and 4-year institutions can be a cost-effective way to improve baccalaureate attainment rates, particularly for low-income and minority students. The majority of low-income and minority students begin their post-secondary education at a community college but leave before completing a degree or transferring to a baccalaureate-granting institution. Research shows that community college students who successfully transfer to a 4-year college have similar rates of degree completion to those of students who begin their post-secondary education at that institution (Hungar & Lieberman, 2001).

Jane Wellman, senior associate with the Institute for Higher Education Policy in Washington, DC, examined a cross-section of states to study the effectiveness of two/four transfer policies. States that earned high marks for retention and degree completion were selected for intense study of their two/four transfer policies. It was found that the factors that influence and support two/four transfer are largely within the control of the states and institutions working together. High-performing states have stronger ties between their structural and academic policies and fewer gaps in their overall state policy approach to transfer (The National Center for Public Policy and Higher Education, 2004b).

The completion work group is developing approaches to the articulation and transfer arrangements.

There are a number of specific policy approaches to extend the net of participation in post-secondary to additional adults outside the confines of the existing K-16 system. These include efforts, which will be explored in more detail in subsequent work group meetings, to:

- Link GED and adult education programs more explicitly to next-step community college and other degree-granting programs that give a certificate of value.
- Identify and target TANF recipients and others receiving public assistance or public intervention (ex-offenders, for example), many of whom are already enrolled in community colleges, and link more aggressively to degree-granting programs.
- Identify new Americans and immigrant populations and organize degree completion and degree acceptance efforts around their particular stage of education, and unique educational needs.

Appendix A

Native American Enrollment in Michigan Colleges and Universities by Gender

Name of Institution	Native American Men	Native American Women	Native American Total	Total students at Institution
West Michigan College of Barbering and Beauty	0	1	1	173
Adrian College	1	1	2	1,110
Albion College	4	0	4	1,565
Alma College	4	5	9	1,404
Alpena Community College	3	3	6	2,776
Andrews University	5	3	8	2,014
Aquinas College	0	8	8	2,212
Baker College of Owosso	6	13	19	2,164
Baker College of Flint	11	19	30	4,337
Bay De Noc Community College	28	78	106	3,004
Calvin College	8	12	20	4,459
Carnegie Institute	0	0	0	244
Central Michigan University	67	88	155	21,266
Mott Community College	86	116	202	17,553
Cleary University	1	8	9	948
Concordia University	3	5	8	682
College for Creative Studies	1	1	2	1,255
Davenport University-Grand Rapids Campus	3	22	25	3,018
Davenport University-Kalamazoo Campus	6	6	12	1,587
Davenport University-Lansing Campus	4	6	10	1,641
Delta College	28	55	83	13,761
Davenport University-Eastern Region-Dearborn	9	14	23	4,289
Davenport University-Eastern Region-Warren	3	9	12	3,234
Michigan Institute of Aeronautics	1	0	1	687

Name of Institution	Native American Men	Native American Women	Native American Total	Total students at Institution
University of Detroit Mercy	12	20	32	4,722
Eastern Michigan University	60	84	144	21,624
Ferris State University	41	56	97	11,898
Flint Institute of Barbering	0	0	0	62
Glen Oaks Community College	5	13	18	3,947
Kettering University	6	1	7	2,884
Gogebic Community College	18	32	50	1,413
Grace Bible College	0	2	2	160
Cornerstone University	1	8	9	2,110
Grand Rapids Community College	77	340	417	22,641
Grand Valley State University	41	72	113	18,198
Great Lakes Christian College	1	0	1	238
Henry Ford Community College	55	74	129	24,745
Hope College	3	2	5	3,317
ITT Technical Institute	3	0	3	944
Jackson Community College	19	28	47	8,816
Kalamazoo College	0	2	2	1,389
Kalamazoo Valley Community College	61	70	131	18,689
Kellogg Community College	37	46	83	16,408
Kirtland Community College	8	16	24	2,819
Lake Michigan College	17	26	43	5,292
Lake Superior State University	114	192	306	3,696
Lansing Community College	152	188	340	28,045
Lawrence Technological University	15	7	22	3,876
Lewis College of Business	0	0	0	440
Macomb Community College	85	127	212	45,369
Madonna University	6	8	14	3,778
Marquette General Hospital	0	0	0	15
Marygrove College	0	2	2	954

Name of Institution	Native American Men	Native American Women	Native American Total	Total students at Institution
Rochester College	4	5	9	1,134
University of Michigan-Ann Arbor	90	76	166	25,622
Michigan Barber School Inc	0	0	0	317
Michigan State University	97	138	235	36,974
Michigan Technological University	36	14	50	6,671
University of Michigan-Dearborn	29	23	52	7,772
University of Michigan-Flint	25	31	56	7,064
Mid Michigan Community College	24	37	61	4,923
Monroe County Community College	11	28	39	7,956
Montcalm Community College	3	11	14	1,963
Baker College of Muskegon	9	23	32	3,632
Muskegon Community College	21	36	57	9,791
North Central Michigan College	37	105	142	3,322
Northern Michigan University	86	84	170	8,691
Northwestern Michigan College	57	95	152	5,653
Northwood University	1	3	4	4,722
Oakland Community College	66	112	178	25,126
Oakland University	26	47	73	15,738
Olivet College	4	7	11	915
Reformed Bible College	1	0	1	258
Sacred Heart Major Seminary	0	0	0	353
Saginaw Valley State University	12	26	38	9,706
Saint Mary's College of Ave Maria University	1	0	1	596
Schoolcraft College	34	217	251	14,630
Siena Heights University	1	0	1	2,248
St Clair County Community College	18	12	30	6,120
Southwestern Michigan College	17	36	53	5,590
Spring Arbor University	7	14	21	3,036
Michigan Career And Technical Institute	3	6	9	574

Name of Institution	Native American Men	Native American Women	Native American Total	Total students at Institution
Finlandia University	4	11	15	737
Walsh College of Accountancy And Business Admin	3	1	4	1,502
Washtenaw Community College	103	108	211	28,206
Wayne County Community College District	16	40	56	11,918
Wayne State University	31	55	86	23,319
West Shore Community College	10	13	23	1,810
Western Michigan University	48	65	113	25,228
William Tyndale College	1	2	3	705
Davenport University-Central Region	3	7	10	2,638
Yeshiva Gedolah Of Greater Detroit	0	0	0	31
ITT Technical Institute	1	0	1	1,121
Academy Of Court Reporting-Clawson	0	0	0	670
Bay Mills Community College	94	277	371	667
Baker College of Port Huron	5	15	20	1,748
Baker College of Auburn Hills	3	7	10	2,717
Baker College of Clinton Twp	5	23	28	4,527
Baker College of Cadillac	1	1	2	1,514
Davenport University-Holland Campus	0	1	1	1,225
Baker College of Jackson	0	4	4	1,392
Baker College Center For Graduate Studies	6	14	20	2,006
Baker College Corporate Services	3	1	4	839
University of Phoenix-Detroit Campus	1	6	7	4,266
Michigan Jewish Institute	0	0	0	111
Warren Woods Vocational Adult Education	0	0	0	68
University of Phoenix-West Michigan Campus	0	0	0	860
Ave Maria College	0	0	0	234
Saginaw Chippewa Tribal College	25	56	81	112
ITT Technical Institute	0	0	0	82
Totals	2202	3782	5984	695,222

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