

Delivering on California College Promise

Implementing effective interventions and
reforms to ensure access and preparation
for community college

Irma Castañeda, Yuri Han, Sam Lau, María Morales
**Prepared for the California Community Colleges
Chancellor's Office, Student Services and
Special Programs Division**

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Executive Summary

California high school graduates from disproportionately impacted groups are less likely to be prepared for and attend college. Some disproportionately impacted students can be up to 30% less prepared for college or a career, and up to 20% less likely to go to college compared to all graduates.¹ These statistics pose a challenge for the California Community College (CCC) system because most students attending a community college are first-generation, low-income, and come from historically underrepresented racial and ethnic groups.² Additionally, these students struggle to cover the net-price of college, which includes the cost of tuition, fees, textbooks, transportation, and other living expenses, minus financial aid.³

To address these concerns, the CCCs introduced College Promise programs that focus on increasing college attainment. Some community colleges mainly grant students a monetary award, while others also provide academic and support services. In 2017, the California Legislature passed Assembly Bill (AB) 19, which provided funding to expand College Promise across the state's community colleges.⁴ We worked with the California Community Colleges Chancellor's Office (CCCCO), the agency that oversees all 115 community colleges, to begin evaluating College Promise.⁵ Our report explored the following policy question: What College Promise program practices can the CCCCCO promote to increase access and preparedness for community college students, particularly disproportionately impacted students? Our Applied Policy Project team adopted a mixed-methods approach to answer this question. We researched existing literature, conducted administrator interviews and student focus groups, and analyzed enrollment data.

From our findings, we identified four small-scale policy options that CCCs with fewer institutional resources could implement through their College Promise program and three large-scale policy options for those with more resources. We evaluated these policy options based on student benefit, targeted student benefit, political feasibility, technical feasibility, and cost. We recommend that the CCCCCO encourage the use of peer mentor work-study programs as part of a small-scale Promise program and a case management model for students as part of a large-scale Promise program. Other useful interventions include coupling support workshops with incentives and developing a college pipeline. Additionally, the CCCCCO can change the full-time requirement for College Promise, address AB 19's inequitable funding allocation formula, and advocate for more holistic student financial aid reforms. These can be part of a broader effort to make the College Promise program more inclusive, equitable, and holistic.

Glossary

Basic Needs: Basic needs are the resources or services students depend on for their daily subsistence, such as food, transportation, housing, and childcare.

California Assembly Bill 2 (Community colleges: California College Promise): A follow-up bill authored by Assemblymember Miguel Santiago that extends fee waivers for eligible students to a second academic year, disqualifies students who have already earned a degree or certificate at a postsecondary institution from fee waiver eligibility, and allows students with documented disabilities to enroll in less than 12 units and still be considered full-time for purposes of program eligibility.⁶ Additionally, the bill mandates the Chancellor's Office to submit a report evaluating the use of program funding and progress towards the goals outlined in the authorizing legislation.⁷

California Assembly Bill 19 (Community colleges: California College Promise): A bill authored by Assemblymember Santiago that established the California College Promise.⁸ The community colleges may use the appropriated funds to waive some or all of the fees for first-time, full-time students or to accomplish the stated goals of the legislation.⁹ These goals are to (1) increase "college ready" high school graduates enrolling directly into the California Community Colleges, (2) increase the number of students earning in-demand degrees and certificates and obtaining employment in their chosen fields of study, (3) increase transfers to the California State University (CSU) or the University of California (UC) systems, (4) increase baccalaureate degree completion, (5) reduce and eliminate regional achievement gaps, and (6) reduce and eliminate achievement gaps for underrepresented students.¹⁰

California Assembly Bill 288 (College and Career Access Pathways Partnerships (CCAP)): A bill authored by Assemblymember Chris Holden that authorizes community college district boards to enter into a formal CCAP partnership with a local school district board to offer clear dual enrollment pathways for high school students.¹¹ These pathways would prepare students for transfer-level coursework at community college or lead to a career technical education certificate.¹²

California Community College (CCC): CCCs are public two-year colleges in California that provide a pathway to four-year colleges, career and workforce training, and associate and certificate degrees.

Categorical Student Support Programs: These are specialized support programs and services offered to disproportionately impacted students at the CCCs. Some of these programs include the Extended Opportunity Programs & Services (EOPS), which assists students with economic, linguistic, and educational challenges (as defined by Title V).¹³ The Disabled Students Programs & Services (DSPS) serves students with documented disabilities.¹⁴ The Veterans Support & Resource Centers assist veteran students, while Dreamers, Resources, Empowerment, Advocacy, and Mentorship (DREAM) centers serve undocumented students, AB 540, and DACAmented students.¹⁵ There are also racial/ethnic-specific support groups.¹⁶ Each program provides different services (e.g., tutoring) and financial support (e.g., textbooks vouchers, grants, etc.).

California College Promise Grant (CCPG): Formerly known as the Board of Governors (BOG) Fee Waiver, this grant waives the enrollment fees for qualifying California residents.¹⁷ Students need to complete the Free Application for Federal Student Aid or the California Dream Act Application and have demonstrated financial need.¹⁸

College Access: Broadly speaking, college access refers to the factors, such as the fulfillment of basic needs and college know-how, that influence college-going rates among disproportionately impacted students. College access programs address these factors by providing a combination of academic preparation, skills development, mentoring, nurturing aspirations, or financial assistance.¹⁹

College Preparedness: College preparedness indicates the level of readiness a student needs to enroll and succeed at community college in transfer-level coursework or a certificate program.²⁰

College Promise programs: College Promise programs encourage college attendance, persistence, and completion by providing financial support based on where students live or attend school.²¹ They have the primary goal of increasing higher education attainment, provide academic, social, and other support services, and focus on the traditional college-age population (i.e., recent high school graduates).²²

Disproportionately Impacted Students: Disproportionately impacted college students are low income, first-generation college students, from historically underrepresented racial and ethnic groups (African American, Native American, Latinx, Pacific Islander), current or former foster youth, veterans, CA Dream Act students, or students with disabilities.²³

Guided Pathways: The CCCs are developing Guided Pathway frameworks by creating highly structured academic and career pathways with clear course-taking patterns for students.²⁴ As part of these pathways, majors, and career technical education programs are being grouped into meta majors, which represent a collection of academic programs that have related courses. Colleges are also redesigning their programs of study and are integrating existing student-success programs and services to ensure students are receiving the support they need.²⁵

Vision for Success: The Chancellor, who serves as the chief executive of the CCCs, developed a vision for the system that articulates clear goals to ensure community college students from all backgrounds succeed.²⁶ The goals are to (1) increase the number of students earning degrees, credentials, certificates, or acquiring skills to prepare them for in-demand employment, (2) increase the numbers of students transferring to a UC or CSU campus, (3) reduce the number of unnecessary units students are taking to get their degree, (4) increase the percentage of career and technical education students reporting employment in their field, (5) reduce equity gaps among traditionally underrepresented students, (6) reduce regional achievement gaps.²⁷

Introduction

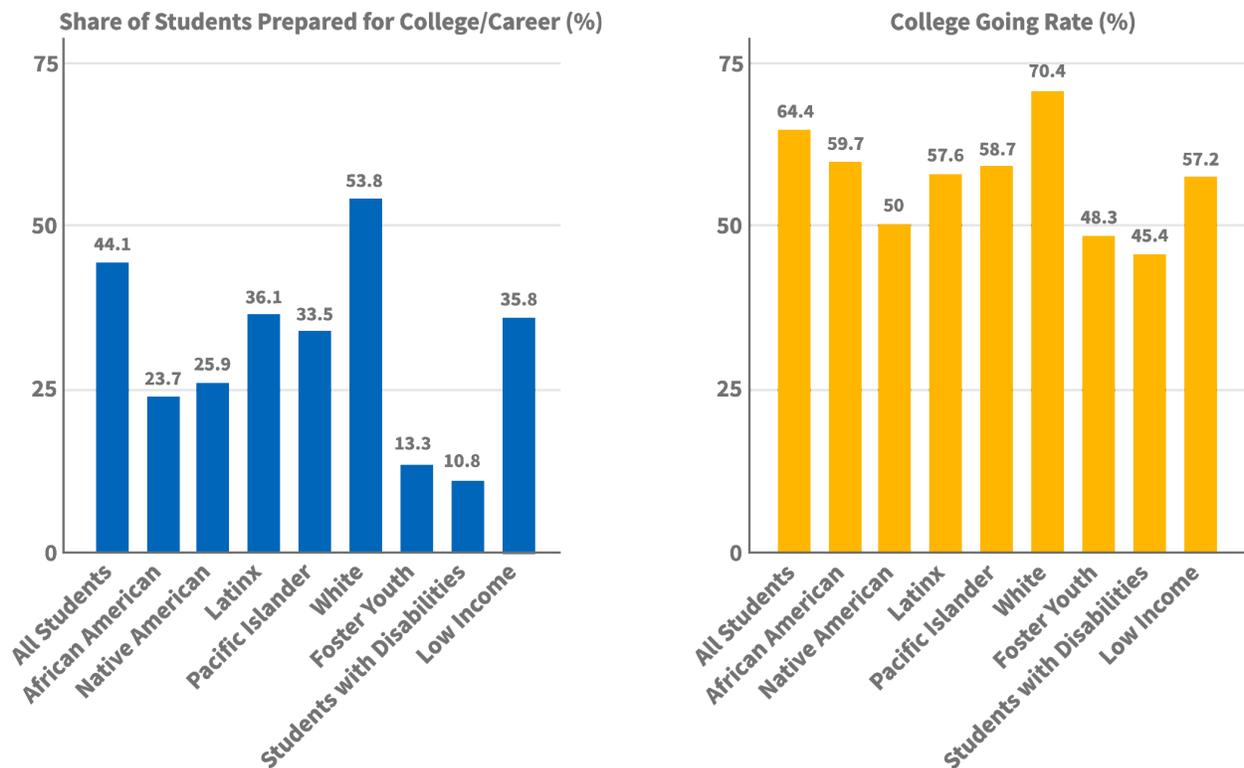


Policy Problem and Importance

Lupe did not have her sights set on college. Lupe did not know if college would welcome a student like her: a first-generation immigrant and Deferred Action for Childhood Arrival (DACA) recipient.²⁸ With no siblings or parents who attended college, Lupe had only heard of college from her friend's older siblings. Lupe had doubts that she could attend community college due to her precarious legal status and meet her basic needs.

Lupe is simply one of the many disproportionately impacted students who face barriers in attending and being prepared for community college. Significant disparities in college preparedness and attendance exist among high school graduates. Compared to all students, high school graduates from disproportionately impacted groups are less likely to be prepared for college or a career and attend college (See **Figure 1**).

Figure 1: Disparities in College/Career Preparedness and College-Going²⁹



Disparities in overall college preparedness are most evident for students with disabilities, foster youth, and African American students. For African American students, only 23.7% are college/career ready, compared to 44.1% of all students.³⁰ There are also sizable disparities in college/career preparedness for Native American, Latinx, Pacific Islander, and low-income high school graduates. Compared to the college-going rates for all high school graduates, the disparities in college-going rates are most substantial for students with disabilities, foster youth, and Native American students. For Native American students, the college-going rate is only 50%, compared to a 64.4% college-going rate for all students.³¹

These disparities in preparedness and college-going reflect substantial differences in socioeconomic status by racial and ethnic status, where wealthier parents have more money to provide educational opportunities for their children.³² In California, African American, Latinx, and Native American students and families are overrepresented at lower income levels, and students from these groups are more likely to be concentrated in schools with other low-income students.³³ It has been shown that racial and ethnic segregation of students of color to high poverty schools can drive increases in student achievement gaps.³⁴ Altogether, low socioeconomic status and racial and ethnic segregation contribute to the vast disparities we see in preparedness and college-going rates. Additional barriers that exacerbate these disparities include parents' education attainment, English proficiency, and K-12 school quality. For example, generational inequality persists as students whose parents have higher parental educational levels are more likely to have higher educational aspirations, attainment, and occupational status in adulthood.³⁵

As open-access institutions, CCCs bear the responsibility of serving disproportionately impacted students who enroll in college. Of all community college students, 50% of them are Latinx and 54% are the first generation in their families to go to college.³⁶ Many students who attend community college are also low-income. Approximately 12.5% of all full-time, first-time college students come from families making less than \$30,000 a year and start at a community college.³⁷

For low-income students, cost can be a significant barrier to attending CCCs because even after tuition waivers, many low-income students have to pay half or more of their family's income to pay for expenses not covered by financial aid.³⁸ In most cases, the net price of attending a community college for low-income students is not cheaper than attending a UC or CSU campus in the same region.³⁹ The net-price of attending a CCC can be twice that of attending a UC in the same region.⁴⁰ With these significant cost disparities and barriers, the CCCs must address a student's net price of attending college in addition to increasing their preparedness.

Policy Question

What College Promise program practices can the Chancellor's Office promote to increase access and preparedness for community college, particularly for disproportionately impacted students?

College Promise

To encourage college attendance, persistence, and completion, colleges and governments at the state and local levels are providing support to students through College Promise programs. College Promise programs share common features, such as focusing on increasing higher education attainment, promising a financial award, and including a "place-based" eligibility requirement by providing benefits to students based on where they live or attend school.⁴¹ In California, College Promise programs have existed for over 10 years through the Ventura College Promise and Long Beach College Promise programs, and most programs are at the CCCs.⁴² Community colleges have been providing financial support to students, primarily in the form of tuition waivers; however, some have also been providing other benefits to meet students' academic and basic needs.⁴³

In recent years, the state has invested in College Promise. In 2017, the Legislature passed Assembly Bill (AB) 19 for the CCC system to establish or expand College Promise programs statewide.⁴⁴ The Legislature passed AB 2 in 2019 to clarify student eligibility requirements, expand funding for the second year of Promise, and require the CCCCCO to submit an evaluation of the program.⁴⁵

The CCCs are allowed to use AB 19 and AB 2 funding to cover enrollment fees for first-time, full-time students and make progress on the stated goals of AB 19, which align with the system-wide Vision for Success.⁴⁶ These goals include increasing “college ready” high school graduates who are enrolling directly into the CCCs, as well as reducing and eliminating achievement gaps for disproportionately impacted students.⁴⁷

In 2018-2019, the first year of California College Promise, the CCCs received a \$46 million allocation; and for 2019-2020, an \$85 million allocation to cover new first-time, full-time students and returning eligible students into their second year of community college.⁴⁸ According to the AB 19 funding formula, on average, the CCCs received \$767,009 per college or \$108.50 per student, using system-wide first-time enrollment numbers from 2017 and 2018.⁴⁹

Client: The California Community Colleges Chancellor’s Office

CCCs serve more than 2.1 million students annually, making it the largest system of higher education in the United States.⁵⁰ The CCC’s bilateral governance structure allows the Board of Governors to set statewide priorities and policies for the 115 community colleges while ensuring that the 73 community college district boards have the autonomy to implement policies addressing local needs.⁵¹ Our client, the CCCCO, serves as the system’s administrative body, providing leadership, oversight, and technical assistance to all of the colleges.⁵²

As part of the three-tier higher education system outlined in the California Master Plan for Higher Education, CCCs play the unique role of advancing the state’s “economic growth and global competitiveness through education, training, and services that contribute to continuous workforce improvement.”⁵³ From the outset, CCCs were designed as open-access and affordable institutions, currently charging some of the lowest fees in the nation.⁵⁴ As a result, CCCs serve over 50% of California’s college students and have a large and diverse student body.⁵⁵

Because of its unique role in equipping the state’s workforce and mission to serve all students, it is crucial that CCCs increase affordability, college-going rates, and college completion to fill in projected labor shortages. If current trends in the labor market persist, by 2030, California will have a shortage of 1.1 million workers holding a bachelor’s degree.⁵⁶

Methodology



This report used a mixed-methods approach to better understand College Promise programs and identify effective policy options that improve preparedness and access for community college students. Our analytical approach (**Figure 2**) started with a series of questions, which we answered with administrator interviews, focus groups, literature review, and secondary data. For the total number of qualitative and quantitative sources we drew from, see **Table 1**. Data collected from our sources was analyzed to produce our findings, which then informed our policy options. While our approach was comprehensive, there were some limitations with our analysis (See **Appendix A** for more detail).

Figure 2: Analytical Approach

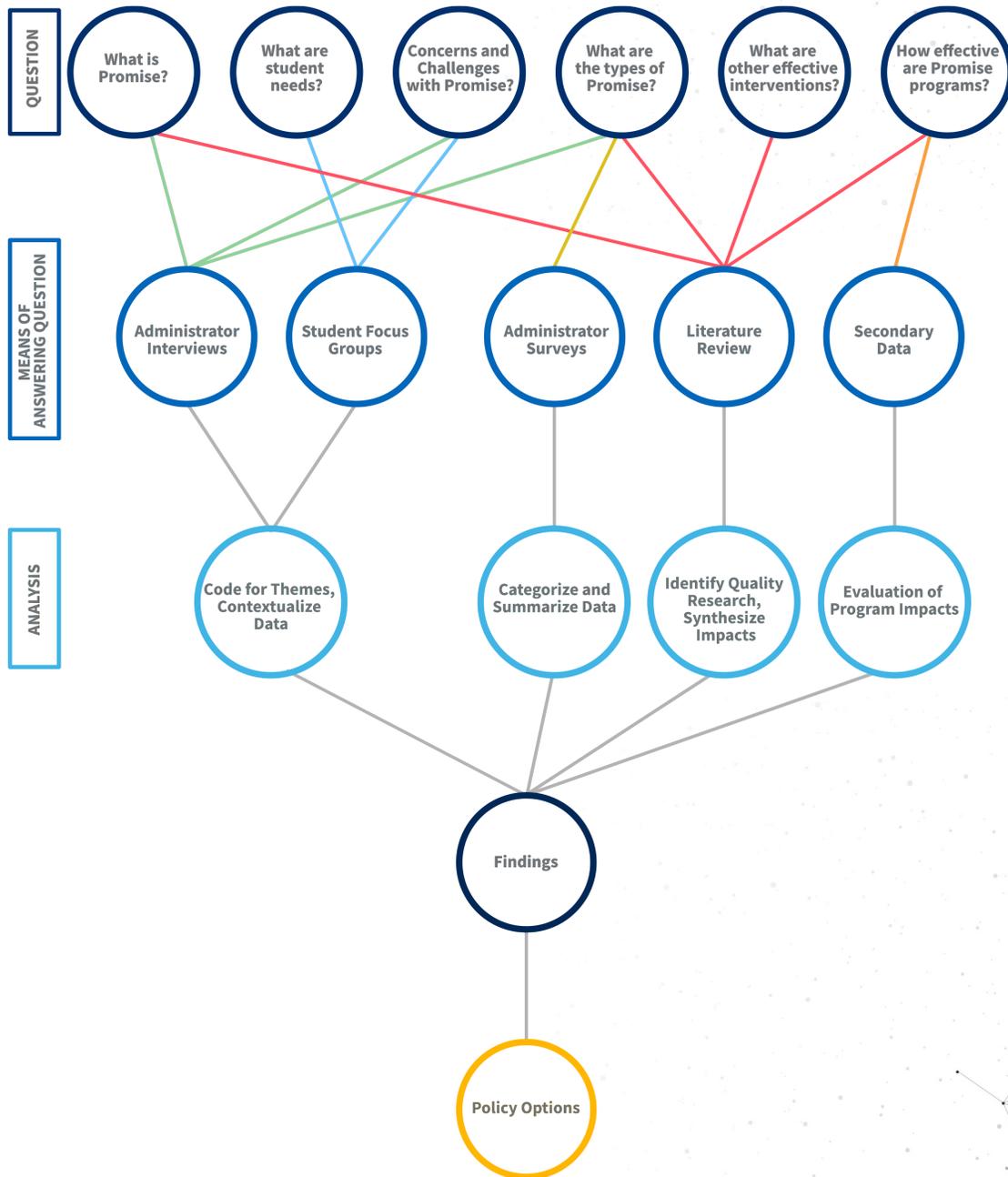


Table 1: Count of Sources

ADMINISTRATOR INTERVIEWS	16 interviews Types of College Promise program: <ul style="list-style-type: none">• 4 Cover Tuition/Fees• 10 Cover Tuition/Fees and Offer Other Benefits• 2 Offer Other Benefits
FOCUS GROUPS	11 groups
	(69 total students)
	Types of College Promise program: <ul style="list-style-type: none">• 2 Cover Tuition/Fees• 3 Cover Tuition/Fees and Offer Other Benefits• 1 Offer Other Benefits
CCC SURVEYS	84 surveys completed
LITERATURE REVIEW	53 articles
SECONDARY DATA	9 years of enrollment data for 114 CCCs

Administrator Interviews and Focus Groups

Our APP team conducted semi-structured interviews with administrators and student focus groups to understand what strategies are underway to address community college preparation and attendance. The interviews provided an in-depth investigation of interventions administrators view as effective. Interviews also explored how College Promise programs are structured to meet student needs and gauged the constraints the CCCs are facing in meeting these needs.

To highlight the student perspective, our team conducted student focus groups. We asked students to reflect on the challenges they faced in navigating their transition to community college, the college preparation interventions they received during high school, and their current student experience.

Sampling Strategy

We created a sample for both the interviews and focus groups using information gathered from one of our APP member’s summer survey, which examined College Promise’s funding uses and program designs.⁵⁷ First, the community colleges were separated by College Promise program types using the information on funding uses. Three colleges of varying types were selected from the broad regions of the state (e.g., northern, central, and southern California). Based on the information we had at the beginning of this project, we chose the following variations:

- College Promise programs offering only a tuition and/or fee waiver (e.g., campus-based fees such as student health fees) for first-time, full-time students.

- College Promise programs providing a tuition and/or fee waiver, and other benefits (e.g., support services, a voucher for educational expenses, etc.).
- College Promise programs offering other benefits. These programs do not waive tuition/fees for higher higher-income students (i.e., non-California College Promise Grant-eligible students).

We applied program type as the first criteria in selecting a sample.⁵⁸ We hypothesized that this difference could affect the types of interventions the College Promise programs offer to address community college preparation and access. We applied the broad regions criteria because College Promise is a state-wide program, and we wanted to ensure representation from across California. Due to the small sample size, we could not do a probability sample because the selected CCCs would not be representative of the entire system, potentially duplicating data from the most common cases.⁵⁹ This sampling strategy sought to sample for range and capture differences across College Promise program types.⁶⁰

Final Sample

As shown in **Table 1**, we interviewed 16 administrators from community colleges with different College Promise program types. For the two CCCs not offering tuition and/or fee waivers as part of their College Promise, one provides a textbook grant while the other offers additional counseling support, a summer bridge orientation, food vouchers, and more.

We went to five campuses and conducted two focus groups at each: one with College Promise program students and the other with non-College Promise program students. For one campus, we only conducted one focus group with non-College Promise program students. Focus groups ranged in size from three to ten students. Due to outreach constraints, we had four small focus groups with three to five students. Overall, we had five College Promise and six non-College Promise program focus groups, with 72.2% of participants identifying as first-generation, 65.3% as low-income, and 81.9% from historically underrepresented racial and ethnic groups.

Guiding Questions

For the administrator interviews and focus groups, our APP team created question guides to provide consistency and obtain information on the main ideas needed for our analysis; however, we allowed for flexibility, acknowledging the fluidity of conversation. For focus groups, we also prepared an optional participant survey to capture demographic data.⁶¹

Analysis

We recorded the interviews with the consent of all participants. To evaluate the data collected, we transcribed the interviews, read through them, and identified broad themes that addressed our policy question. Some recurring themes included how the CCCs defined their College Promise program and what constraints they are facing in providing benefits to students. Through this process, we developed a codebook which allowed us to compare administrators' responses, draw out unique responses, and highlight effective College Promise interventions.⁶²

Similarly, we recorded the focus groups with students' consent. We analyzed responses by identifying recurring themes across groups, such as the usefulness of high school outreach services and having assistance filling out their financial aid applications. Our thematic analysis allowed us to pinpoint similarities and differences in students' experiences while in high school, the summer before beginning community college, and their first year at a CCC. We aimed to name what students considered successful or unsuccessful interventions.

Administrator Surveys

We sent surveys to all the CCCs to determine how they are using College Promise program funding and identify the academic year in which they implemented their College Promise program.⁶³ We also took stock of the community college preparation and access services offered and determined how College Promise students benefit. Surveys were also used to identify any interventions occurring at the CCCs around the same time as the College Promise program's implementation.

For the surveys, we aimed to receive responses from all 114 CCCs. We created two nearly identical surveys. The only difference was the inclusion of questions to determine the College Promise program type for CCCs that had not provided information on their funding uses.

We obtained a 73.7% response rate. The survey responses detailing community college access and preparedness interventions were coded based on types. These intervention types included dual enrollment/dual credit programs, matriculation and outreach services, summer programming, first-year experience classes or support classes, counseling, and case management support.⁶⁴ Interventions that focused on serving College Promise students were noted. With these types, our team was able to determine the most common interventions and how they are prioritized.

Literature Review

By looking at existing research about College Promise programs nationwide, we sought insights on how College Promise programs have been defined and which interventions have been most effective in improving preparation for and access to community college. We expand on the current literature by taking a closer look at high benefit College Promise programs across the country that have improved college outcomes, such as confidence in attending college or statistically significant impacts on college enrollment. We identify the program characteristics of these high benefit programs to determine what kinds of programs are effective at improving community college preparation and access.

As the first step in our analysis, we identified and defined various interventions intended to improve community college access and preparation. These interventions include summer bridge programs, first-year experience courses, financial aid literacy, and completion courses, college application assistance, mentorship, and counseling. Many of these interventions have already been identified by the What Works Clearinghouse (WWC), a U.S. Department of Education's Institute of Education Sciences (IES) initiative.⁶⁵ For each of the 28 evaluations of access and preparedness interventions we identified, we cataloged the details of the intervention, the study sample, the research design, the relevant postsecondary outcomes, the magnitude of effects of the intervention on postsecondary outcomes, the statistical significance of the intervention effects, and any intervention cost information. We used this information to identify high-quality research evidence supporting different intervention types, mainly focusing on evidence that used experimental and quasi-experimental research designs. Given our interest in advancing educational equity for disproportionately impacted students, we cataloged study samples, which varied from general student populations to specific populations like low-income and minority students.⁶⁶

Due to the limited amount of research on College Promise programs in California, we relied on College Promise program research conducted outside of California at the state and local levels. We used meta-analyses to summarize the evaluations of the many variations of College Promise across the country, focusing on programs that had statistically significant effects on postsecondary outcomes, which include college access, college choice, credit accumulation, and degree completion. We narrowed our attention to programs with notable or statistically significant effects on college preparedness and access, and we identified which program structures were common to these high benefit programs.⁶⁷

Program Evaluation

We performed a program evaluation of the California College Promise program to evaluate the impact of College Promise programs on community college attendance for first-time college students and disproportionately impacted first-time college students.⁶⁸ Additionally, we identified Promise program structures that are particularly effective at improving community college access. We used this method to measure the impacts of College Promise programs and identify the best ways in which CCCs can structure their programs based on past performance. To conduct our analysis, we used (1) community college-level secondary data on enrollment and (2) survey and secondary data from administrators on College Promise programs.

(1) Community college-Level Secondary Data

We used community college-level secondary data from the CCCCCO's Data Mart for data on first-time student enrollment for each of the 114 CCCs.⁶⁹

There were nine academic years of data (AY 2010-2011 to AY 2018-2019). To calculate first-time student enrollment for a CCC and academic year, we totaled the first-time enrollment numbers for a CCC across terms in the same academic year (i.e., AY 2010-2011 enrollment equals the sum of new enrollment from Summer, Fall, Winter, and Spring).

(2) College Promise Survey Data

To better understand the effects of different College Promise programs, we stratified our analysis by comparing program effects for different College Promise program types. Based on a CCC's College Promise program funding uses, we grouped them into different College Promise program types, which we used to stratify our difference-in-differences (DID) analysis. For CCCs that did not identify the academic year in which they implemented their College Promise program, we used data collected from the California College Promise Project.⁷⁰ The website included information on College Promise programs across the state, such as the program name, the institution, and the year the program was launched.⁷¹

Analysis

We used a DID model to measure the impact of College Promise programs on our different student outcomes for first-time community college students (overall enrollment, disproportionately impacted student enrollment).⁷² For our identification strategy, we used a panel of College Promise program community colleges that did and did not implement a College Promise program at different time points. We used data for nine academic years, 2010-2018, for the ten community colleges with College Promise programs implemented in 2016 and the 12 community colleges that did not.⁷³ Data was constructed at the community college (i) and year level (t). The model takes the following form:

$$(1) y_{it} = \alpha + Post_t * CCP_i + \beta_t Year_t + X_i + \epsilon_{it}$$

In equation (1), α represents the constant and the $Post_t$ dummy variable indicates whether or not the year is 2016 or later. The CCP_i dummy variable indicates whether or not a CCC implemented a College Promise program in 2016. β_t represents year fixed effects, and X_i represents a set of college-level controls that include College Promise program type, region (northern, central, and southern California), and community college size (small, medium, large).⁷⁴ ϵ_{it} is the idiosyncratic error term. In addition to this specification, we use heteroskedasticity-robust standard errors.

Findings



Summary of Findings

- The CCCs vary in their definitions of College Promise and funding uses.
- Students benefit from targeted guidance and support that improves their preparedness and provides accountability.
- Administrators are concerned about the financial sustainability and limited capacities of their College Promise programs.
- Disproportionately impacted students are being served to varying degrees, either directly through College Promise or existing services.
- College Promise has increased full-time enrollment, and more notably at institutions with tuition/fee waiver programs.
- Students face financial and institutional barriers that affect their community college attendance and persistence.
- The CCCs offer a plethora of college access and preparation programs; however, they are not always integrated.

Finding 1: College Promise is defined differently across California's Community Colleges, and many CCCs offer a tuition and/or fee waiver alongside support services and outreach.

“Our vision is that our program is a completion program, and it’ll help students complete their [academic] goals within two years.”

When asked how College Promise is defined or understood, CCC administrators varied in their responses: Some focus on increasing college access and reducing financial barriers, while others believe the program is about completion and moving onto a four-year institution or a career. College Promise programs have been designed with many variations and address multiple barriers students face in their journey to and through community college.

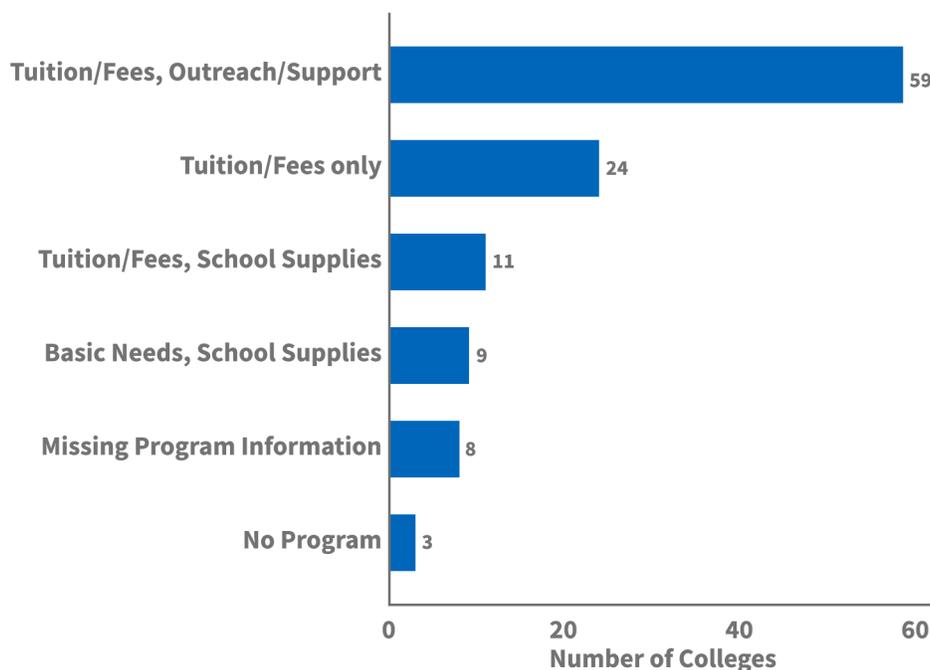
Within the southern California region, four community colleges demonstrate the variation in responses. One institution explained that their College Promise program provides “an additional financial resource to limit out-of-pocket expenses for community college students,” while another shared that their College Promise program “is about access...and...changing the odds.”⁷⁵ Considering the low completion rates at the CCCs, some community colleges felt strongly that College Promise should be about completion: “Our vision is that our program is a completion program, and it’ll help students complete their [academic] goals within two years.”⁷⁶ Another institution argued that College Promise should not be about “free tuition,” but rather an opportunity to integrate multiple success efforts to meet the Vision for Success system-wide goals.⁷⁷

In the spirit of AB 19, community colleges are utilizing their College Promise to address the Vision for Success goals for first-time students. They are relieving financial barriers for students and building out programs that provide targeted support to ensure students reach their educational goals. Through our surveys, we clarified funding uses for most of the CCCs and identified variations in College Promise program types.⁷⁸ We identified five different College Promise program types based on the following funding uses.

- *Tuition/Fees*: Covering tuition (e.g., mandatory enrollment fees) and campus-based fees (e.g., student health fees)
- *Basic Needs*: Supplying food vouchers, transportation assistance, and childcare
- *School Supplies*: Providing textbook vouchers, laptops, and other supplies
- *Outreach*: Funding direct outreach to students and partner local educational agencies (e.g., hosting college nights, financial aid workshops, etc.)
- *Support*: Providing student support services such as workshops, tutoring, and counseling

As described in **Figure 3**, the most common College Promise program type offers tuition and/or a fee waiver along with outreach or support services. Colleges for which we did not have information on their funding uses were categorized as “Missing Program Information.”⁷⁹

Figure 3: California College Promise Program Types



The variation in College Promise program types can be attributed to the AB 19 funding formula and the flexibility provided by the legislation. The AB 19 funding formula is based on three factors: the number of non-CCPG California residents, Pell Grant recipients, and full-time equivalent students (FTEs).⁸⁰ For the 2019-2020 allocation, only 4.96% of the total AB 19 funding was allocated based on Pell Grant recipients, while the overwhelming majority, 94.3%, was based on non-CCPG students.⁸¹ AB 19 was initially billed as a “free community college” program; hence, most funding is allocated towards waiving tuition at schools with a greater proportion of higher income, eligible students. However, given the flexibility in using the funds to address the goals of the legislation, the CCCs or community college districts make the ultimate decisions on how AB 19 dollars are spent.

Finding 2: Students and administrators recognize the importance of targeted guidance and support, which increases student preparedness, confidence, and accountability.

“I had... four different counselors and all of them gave me different opinions about my career, [and] classes I had to take... [If they're gonna change the program and make everyone have a specific counselor, I feel that's gonna be helpful.”

Targeted guidance and support have shown to be effective in improving community college preparedness and access. One study compared the outcomes of students who were enrolled in a program that provided coaches and financial scholarships to students who only receive financial scholarships.⁸² The students enrolled in the coaching and scholarship program met with college coaches in the late summer before their first semester of college and were encouraged to enroll in summer classes or engage in a local summer jobs program.⁸³ Compared to the students who received a scholarship alone, the students in the coaching and scholarship program saw a positive effect on their persistence in school, full-time enrollment, and credit accumulation.⁸⁴ The results of such comparative studies show that targeted guidance and support through counseling, peer mentors, and case management, are critical factors in community college preparedness and access.

Focus groups have shown that having targeted support in the form of a consistent adult presence has improved students' confidence in their preparedness for CCCs. This confidence can be seen through the assignment of counselors. Some community colleges individually assign students to a particular counselor; some have one counselor per meta major or College Promise cohort; others have a rotating counseling system.⁸⁵ The latter means that students make appointments with a counselor who is available to see them. This particular system has been confusing for students to navigate. One student from a central California community college said, *“I had... four different counselors and all of them gave me different opinions about my career, [and] classes I had to take... [If they're gonna change the program and make everyone have a specific counselor, I feel that's gonna be helpful.”*⁸⁶ Students express more trust and comfort with an assigned counselor. Aware of the student's history and educational goals, these counselors are better at helping students develop an academic and career plan. As part of the Promise curriculum, some CCCs also require students to have periodic check-ins with their counselors throughout a term and turn in a progress report, not just when it's time to register for the upcoming academic session. One student from a northern California school expressed how this requirement helps them *“be on top of [their academics].”*⁸⁷

Some CCCs have also administered targeted support by matching students with peer mentors or navigators. These students serve as a guide for students, helping them navigate their academics and work opportunities, as well as provide a support system. As a student from a northern CCC expressed, *“[T]here's a lot of opportunities that they post around the school and my mentor [sends them] to the group chat and then let[s] everyone know that there's the opportunity. That was really, really helpful.”*⁸⁸ Another student from central California expressed a similar level of value from having a peer mentor, as *“[they are] familiar with the school, so there's a lot of stuff that [they] can do for me... [F]or example, I got a position at the tutoring center, and [my mentor] was the one that told me to apply for it. The application wasn't out there, publicly.”*⁸⁹ The format of peer mentorship can look different across the schools, but having periodic check-ins is consistent across colleges and serves to hold students accountable during their first year.

Finding 3: Students and administrators recognize the importance of targeted guidance and support, which increase student preparedness, confidence, and accountability.

While college administrators expressed their overall support for College Promise, they expressed concerns about the sustainability of their College Promise programs. AB 19 funding is subject to yearly appropriations. Without a guarantee of long-term funding for College Promise and concerns about potential recessions leading to cuts, some CCCs have taken a cautious approach to build out their programs and spending their AB 19 allocation. One northern CCC that mainly provides textbook assistance to students explained that they did not create a College Promise program that funds enrollment fees for students who do not qualify for financial aid.⁹⁰ The college explained, “we could not simply afford such an endeavor, and even with support from perhaps external entities or donors, it would be very difficult for us to sustain that level of commitment.”⁹¹ Some community colleges expressed that their AB 19 allocation has not been enough to cover enrollment fees for all first-time, full-time students for two years.⁹² Consequently, they decided to offer only one year of enrollment fee coverage for first-time, full-time students or offer this only on a limited basis (i.e., the first 500 students).⁹³

Besides limited funding for enrollment fee waivers, the CCCs described challenges with personnel capacity to offer programs and services. Colleges expanding dual enrollment opportunities cannot find enough instructors with the minimum qualifications (i.e., master’s degree in their discipline) to teach CCC courses. College financial aid offices need additional advisors and staff to assist students with filling out the Free Application for Federal Student Aid (FAFSA) or California Dream Act Application (CADAA) and follow up with students. Colleges building out more intentional case management models for outreach and retention services have found it challenging to provide enough counseling and one-on-one support to students. In the interviews, administrators mentioned that counselors are in high demand. However, because counselors are also faculty, they are required to teach counseling courses, which restricts the time they can dedicate to providing direct student support to students.⁹⁴ To build the financial capacity of their College Promise programs, the CCCs have been fundraising through various means. For example, some have strong support from their local government, board of trustees, and foundations. One CCC described their process of building out an endowment to ensure they can keep their promise to future generations of local students.⁹⁵ Additionally, some CCCs have been integrating various programs and services, such as their current high school outreach events or their First-Year Experience programs, with the Promise program to draw from various funding streams.

Finding 4: Service and support vary for disproportionately impacted students, and some CCCs are addressing students’ basic needs through College Promise and existing programs.

Instead of deciding “[l]et’s wait for students to ask for what they need to, let’s anticipate what a student needs based on the data that we have and the journey that we know students are gonna go on, and let’s give them the right level of support and information at the right time.”

CCCs are supporting disproportionately impacted students directly through their College Promise programs to varying degrees. For some, such as a district in southern California, over 70% of their student population is CCPG eligible, meaning they are lower-income and have demonstrated financial need.⁹⁶ They serve the largest AB 540 population in the state and the most Latinx students in the country.⁹⁷ Consequently, their College Promise program mainly serves disproportionately impacted students.⁹⁸

CCCs that decided to use College Promise funds to provide enrollment fee waivers for students who do not qualify for the CCPG mainly serve higher-income students.⁹⁹ For CCCs pursuing this type of program, some are addressing the needs of their low-income students by covering campus-based fees for CCPG students or offering these students a book grant. These institutions also offer support services to disproportionately impacted students, although not necessarily directly through their College Promise program.

Aside from financial support, disproportionately impacted students are supported through targeted outreach and dual enrollment opportunities, assistance with basic needs, and case management. One central CCC explained that as part of their Guided Pathways redesign, they have a *“focus on ensuring that students who have been historically disproportionately impacted are very much part of the consideration around how we implement our services and support.”*¹⁰⁰ As a result, they intentionally visit local high schools with large populations of these students to provide outreach services. Similarly, one southern California institution partners with high schools that have high low-income, first-generation populations to increase college awareness and conduct compulsory applications, meaning that all students apply to the CCC.¹⁰¹ Additionally, through offering Early College High School programs, allowing students to earn both an associate’s degree and a high school diploma at the same time, or other dual enrollment opportunities in economically disadvantaged neighborhoods, the CCCs are better serving and preparing disproportionately impacted students for college.¹⁰²

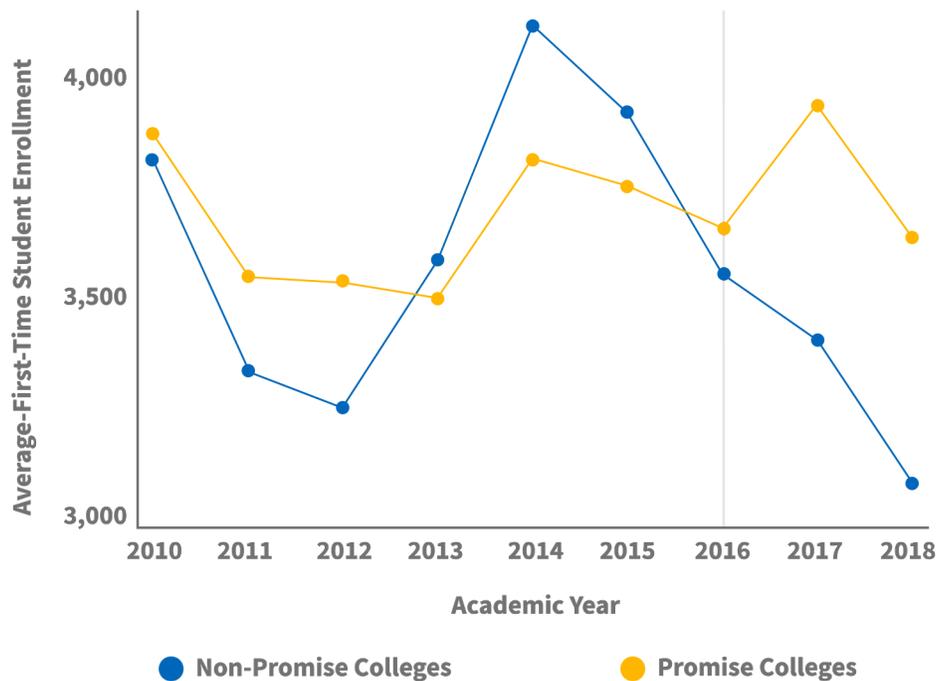
The CCCs have also been helping disproportionately impacted students with basic needs. Some CCCs offer Promise students textbook grants or vouchers, food gift cards or vouchers, access to food pantries, emergency aid, and some institutions are exploring ways to offer more assistance with housing.¹⁰³ Other CCCs provide disproportionately impacted students case management support through their College Promise program and, or through categorical student support programs.¹⁰⁴ This case management piece has been critical, particularly for first-generation students. As expressed by a southern California college administrator, it represents a paradigm shift to a more student-centered approach to student services. Instead of deciding *“[l]et’s wait for students to ask for what they need to, let’s anticipate what a student needs based on the data that we have and the journey that we know students are gonna go on, and let’s give them the right level of support and information at the right time.”*¹⁰⁵

Finding 5: College Promise has increased first-time enrollment for all students and enrollment gains are largest with tuition and/or fee waiver CCCs.

In measuring the impact of College Promise programs on first-time student enrollment, we find positive impacts of program implementation on first-time student enrollment, with an approximately 10% increase in first-time student enrollment for all students and a 17% increase for disproportionately impacted students, equivalent to a 398 and 206 student increase, respectively.¹⁰⁶ These effects take into account various factors such as year specific trends, College Promise program type, region, and college size, but they are not statistically significant at the 95% confidence level.¹⁰⁷ The effects for disproportionately impacted students are almost twice the effect for all students, indicating that College Promise programs may be more effective at increasing enrollment for disproportionately impacted students despite AB 19’s emphasis on covering tuition for non-CCPG students. However, it is unclear what mechanism is driving the enrollment increases since we did not have adequate sample sizes to do separate DID analyses by program type. Additionally, we do not have data to evaluate if new enrollment is being driven by new students that would have otherwise gone to a four-year institution, students that would not have attended a CCC, or students switching from non-College Promise community colleges.

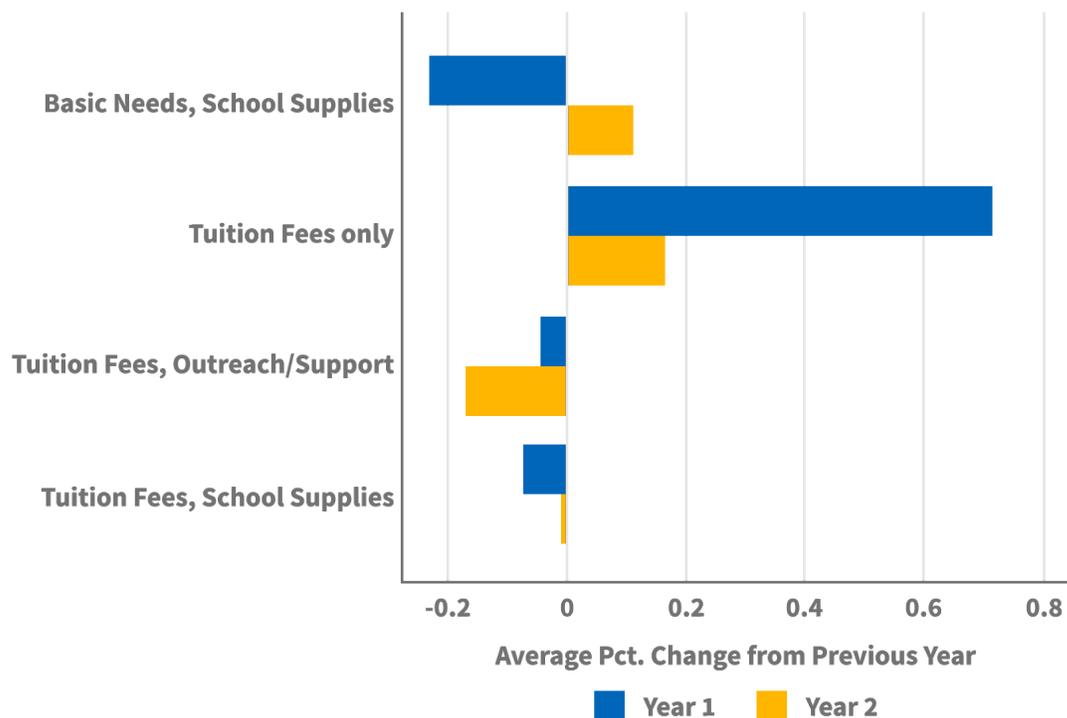
For the differences in average first-time student enrollment over time for College Promise program and non-College Promise program colleges, see **Figure 4**. All of the College Promise program colleges in this analysis implemented their program in 2016 and have more significant average enrollment impacts after implementation compared to non-College Promise program colleges.¹⁰⁸ Before implementation, the pre-2016 changes in enrollment for College Promise program and non-College Promise program colleges are trending similarly. After 2016, we see a sharp divergence in average first-time student enrollment showing that the College Promise program is having a positive impact on enrollment for all first-time students. There are similar trends before 2016 with disproportionately impacted first-time students as well, but the impacts on first-time student enrollment are smaller compared to the impacts for all students.¹⁰⁹

Figure 4: Average First-Time Student Enrollment before and after College Promise Program Implementation



Another source of variation in College Promise program enrollment effects is the College Promise program type. In looking at year-over-year percentage changes in first-time student enrollment, the average percent changes are most considerable with Tuition/Fees only programs (See **Figure 5**).¹¹⁰ On average, the percentage change in first-time student enrollment for Tuition/Fees only programs is 72% higher in the first year of the program’s existence compared to the year before implementation. This positive increase in enrollment persists into the second year of the program for Tuition/Fees only programs, with first-time student enrollment increasing 17%. Interestingly, we do not see these increases in first-time student enrollment with other program types. With ‘Tuition/Fees, Outreach/Support’ and ‘Tuition/Fees, School Supplies’ programs, first-time student enrollment is declining year-over-year in both the first and second years of College Promise program roll-out. We see a similar decreasing trend with ‘Basic Needs, School Supplies’ programs in the first year of College Promise program roll-out, but an increase in enrollment in the second year. We see similar trends in enrollment changes by program type for disproportionately impacted students as well.¹¹¹

Figure 5: Average Percentage Change in First-Time Student Enrollment from Previous Year by College Promise Program Type



Although limited to just two years of enrollment, these findings show substantial differences in year over year changes in average enrollment by College Promise program type. The significant enrollment gains for Tuition/Fees only programs may indicate that this type of program is active at increasing enrollment, possibly through ‘Free College’ messaging. However, similar to our DID results, it is difficult to explain the drivers of higher enrollment increases at Tuition/Fees only programs due to limitations with our data.

Finding 6: Students face many challenges in attending and persisting in community college, such as getting financial aid, meeting basic needs, and balancing work and school.

“M[y] [challenge] would be balancing work and school schedule 'cause we don't have a lot of choice for our classes... I don't know how to take the class, and also work to pay my bills,”

Students face many challenges beyond doing well in their classes and getting good grades. Students have expressed difficulty in applying to financial aid, due to the application’s complexities and its requirements. This situation resonates to a higher degree with AB 540 students, who often do not have the needed information for financial aid applications. A DACA student from a northern CCC explained how their high school teacher and counselor had both advised them to use random numbers for the Social Security Number, and it was not until community college that this mistake was clarified.¹¹² Multiple students have expressed difficulties with filling out FAFSA applications. Another northern California student experienced numerous delays and setbacks in filing their FAFSA and “didn’t end up getting any of [his] financial aid for the first five months of college, which was very stressful because [he] only worked over the summer and had paid rent and all that stuff.”¹¹³

In addition to financial aid applications, students face other challenges. As one student from a northern California community college explained: *“I think another [challenge] would be access to food. We have a vendor that we’re currently using, that sells food that is, in my opinion, expensive and not very good. I think that students who have to be here for an extended amount of time, having access to healthy food, affordable food, has been very lacking, so I think that is one thing that has been problematic.”*¹¹⁴ They went on to add how many students “don’t have cars and rely on public transportation,” which is not always dependable, making the commute more difficult. As one administrator explained, this is particularly challenging for students in rural areas, who sometimes find themselves walking in the dark since buses stop running at 7 pm.¹¹⁵

Many students expressed their need to have at least one job outside of school to be able to meet their needs and find themselves in a tough situation when registering for classes because they are offered at limited times. *“M[y] [challenge] would be balancing work and school schedule 'cause we don't have a lot of choice for our classes... I don't know how to take the class, and also work to pay my bills,”* explained another student from a southern CCC.¹¹⁶ This sentiment is echoed by other students, who, due to work responsibilities, find themselves looking for night classes. They expressed that *“[i]t's inconvenient for us as students, when...the hours don't work out. Some of us work during the day, and we're trying to find classes at night to take.”*¹¹⁷

CCCs have been working towards fulfilling these needs by providing students with gift cards or vouchers for them to buy supplies, food, or pay for their transportation. Some schools are also able to offer access to food pantries or reduced-priced food at their cafeteria. Housing continues to be a hurdle faced by students. Community colleges are not known to provide housing for their students, but it is an option they are exploring.

Finding 7: CCCs already provide many access and preparedness programs, but they are not necessarily integrated or aligned in their goals.

“We don't have a comprehensive program like this in this state that has ever been intentionally integrated in funding... [W]e've always had financial aid... career counseling... academic counseling. We've ha[d] programs that try to knit that together for very specialized student populations. What we've not had is a program that sets up by design to intentionally integrate all of those.”

Through our surveys, the community colleges reported that they already provide various access and preparedness programs. Some of these programs are targeted towards College Promise recipients, but more often, these programs are available to all interested students. The range of programs and services include peer mentorship, dual enrollment, summer bridge, and outreach programs. Multiple community colleges discussed the benefit of peer mentorship programs, which allow for early connection to someone in college and evince a strong correlation between peer mentorship and a higher degree of retention and completion. Several CCCs discussed the benefit of gaining early college instructional experience. One community college in northern California, for example, said that dual enrollment and summer bridge classroom visits from local schools prepare students for college, as they build relationships with college staff, explore pathways, and learn about resources on campus.¹¹⁸

A great emphasis has been placed on matriculation and outreach services offered to students while in high school, mainly during their senior year. The survey illustrates that the majority of CCCs help students fill out their college applications and financial aid applications. Other services include assistance with class enrollment, counseling sessions, college presentations to introduce students to the community college, and student educational plan development.

Although the CCCs offer a range of access and preparedness programs, they are not integrated to holistically support students with the on-boarding process or throughout their community college experience. As described by an administrator from a college with a holistic College Promise program: *“We don't have a comprehensive program like this in this state that has ever been intentionally integrated in funding... [W]e've always had financial aid... career counseling... academic counseling. We've ha[d] programs that try to knit that together for very specialized student populations. What we've not had is a program that sets up by design to intentionally integrate all of those.”*¹¹⁹ College Promise is the opportunity for the CCCs to integrate the plethora of services and programs they offer under the common goals of promoting college access, persistence, and completion.

Policy Options



Given the CCC’s different capacities and approaches to their College Promise programs, we decided to take a two-pronged approach for providing policy options that increase community college preparedness and access. For CCCs that have more limited funding sources or may not have the resources to build out a more extensive College Promise program, we identified high impact, cost-effective smaller scale interventions. For CCCs that have the support of various funding sources and the capacity to build out a larger-scale program, we identified interventions that have proven to be effective and a framework to integrate College Promise programs with existing programs. With each policy option, we include a program description and cost estimates (See **Appendix H** for detailed cost estimate information).

Depending on the circumstances and funding capacities of each college, these options can be pursued in addition to providing enrollment fee waivers for all first-time, full-time students. CCCs can leverage the funding that covers enrollment fees for low-income students (CCPG) and use AB 19 funds to cover non-CCPG students. Since CCCs with more limited funding capacities and large non-CCPG populations expressed challenges with providing tuition/fee waivers to all students, they could pursue one or more of the following options. These policy options would address community college preparedness and access more holistically than only offering tuition/fee waivers. We identified our policy options through our research; see **Table 2** for how each policy option is informed by our findings (see **Appendix I** for detailed evidence base documentation).

Table 2: Policy Options Evidence Base

POLICY OPTION	INFORMED BY ADMINISTRATOR INTERVIEW FINDINGS	ADDRESSES A STUDENT NEED IDENTIFIED IN FOCUS GROUPS	SUPPORTED BY RESEARCH FOUND IN LITERATURE REVIEW	CCCs HAVE SIMILAR EXISTING PROGRAMS
1: Peer Mentorship through Work-Study	x	x	x	x
2: Volunteer Financial Aid Filing Assistance	x	x	x	x
3: Coupling Workshops to Incentives	x	x	x	x
4: Full-Time vs. Part-Time Net Price Calculator	x		x	
5: Targeted Dual Enrollment Program Expansion	x	x	x	x
6: Integrate a Case Management Model with Student Support Services	x	x	x	x
7: Develop a College Pipeline, Integrating Promise and Existing Services	x	x	x	x

Small-Scale Interventions:

Policy Option 1: Peer Mentorship through Work-Study

a. Program:

A CCC would develop a Peer Mentorship program where peer mentors are employed through the federal work-study program and would receive wages through contributions from the CCC and federal funds.¹²⁰ Mentors would be assigned to incoming first-time students and check-in periodically with them before and during the student’s first year at college through in-person meetings, text messages, or email.

In addition to helping students meet financial aid application and enrollment deadlines, mentors would assist students in developing college knowledge, such as helpful study habits, as well as finding employment on or off-campus. Peer mentors would receive training from student services and the financial aid office staff on how to give their mentees the tools to navigate the enrollment and financial aid process and develop study and life skills. To address the specific student service needs of disproportionately impacted groups, mentors would be given a resource sheet developed by student services and financial aid staff, peer mentors and their supervisors would connect students to categorical student support programs on campus and would help them access services and resources to address their basic needs.

b. Cost:

For every 100 students served per year, this program would cost approximately \$24,568. This cost includes wages for peer mentors and time spent by student services and financial staff training and supervising peer mentors.

Policy Option 2: Volunteer Financial Aid Filing Assistance

a. Program:

CCCs would use their College Promise allocation to fund the development and operation of a federal Volunteer Income Tax Assistance (VITA) program to help students and community members with tax filing, free of charge.¹²¹ Using income tax information, student volunteers would then assist students in filling out their FAFSA and California Dream Act applications. A faculty sponsor and a financial aid staff member would build out the program by determining a site on or off-campus for processing taxes, recruiting and training volunteers, and promoting the program to students and the community.

Faculty would have to develop a training course to train student volunteers, and volunteers would have to pass an online exam offered by the Internal Revenue Service (IRS) to be certified tax filers. Successful implementation of this program will provide volunteers with real-world experience in accounting and an opportunity for them to serve their community and fellow students. Low to moderate-income, prospective, and continuing students accessing the services would get tax preparation services and FAFSA and CADAA filing assistance, which will enable them to fund their studies if they qualify for financial aid.

b. Cost:

For every 100 students served per year, this program would cost approximately \$21,981. This cost includes training, oversight, and outreach time spent by a faculty advisor and a financial aid staff member.

Policy Option 3: Coupling Workshops to Incentives

a. Program:

At a CCC, student services, financial aid, and support staff would develop a yearlong curriculum of lessons, workshops, and speaker seminars for College Promise students. For participating in the program, students at the beginning of the term would be allocated a \$150 voucher to pay for bus passes, school supplies, or child support services. For attending events throughout the term, students would receive up to \$100 in vouchers that could be used to pay for food or purchase school supplies. There would be a minimum number of events students would have to attend throughout the term, with a mix of mandatory and optional events.

The program would begin the summer before a student's first term in college and would continue throughout at least their first year of college. Lessons and workshops could cover a wide range of topics such as maximizing financial aid, class enrollment, training on how to develop practical study skills and habits, reaching out to professors through email, and setting up educational plans. The goal of this program would be to directly support students' basic needs and provide them with the know-how to succeed in college. This program would also help develop a sense of community amongst students participating in the program.

b. Cost:

For every 100 student served per year, this program would cost approximately \$45,058. This cost includes the cost of \$250 voucher incentives for 100 students, time spent by students services and financial aid staff developing and overseeing the program, and time spent by support staff coordinating events and with students.

Policy Option 4: Full-Time vs. Part-Time Net-Price Calculator

a. Program:

A CCC, with the help of the Chancellor's Office, would create a Net-Price of College Calculator that compares the estimated net-price of college, the total cost of attendance minus total grant aid, for first-time students if they were to attend college full-time (12 units or more per term) versus part-time (less than 12 units). The calculator tool would calculate total grant and scholarship aid from federal and state sources, as well as the CCC. The tool would include need and merit-based financial aid (e.g., Full-Time Student Success Grant, California Community College Completion Grant) in the total grant aid estimate to show students the additional aid they would qualify for if they enrolled full-time and completed their courses.¹²² The goal would be to encourage full-time enrollment to ensure timely completion of students' educational plans. Financial aid staff would be trained on how to use this tool. It would be available to help prospective and current students walk through various financial aid offers and explain how financial aid could be maximized by enrolling full-time in classes.

An additional component of this intervention would be targeted financial aid outreach to current high school seniors that qualify for Free and Reduced Lunch and have expressed an interest in attending community college. These students would be mailed financial aid offer letters with the net-price of college if they were attending full-time versus part-time. The offer letters would be sent to high school students within a CCC's district boundaries. It will require coordination with local high schools to identify the list of qualifying high school seniors. As with the calculator tool, this intervention aims to encourage full-time enrollment in CCC.

b. Cost:

For every 100 students served per year, this program would cost approximately \$8,971. This cost includes the cost of developing the net-price comparison tool and time spent by financial aid staff doing targeted outreach to high school students and advising students using the net-price tool.

Large-Scale Interventions:

Policy Option 5: Targeted Dual Enrollment Program Expansion

a. Program:

CCCs would use College Promise funds to build out or expand their College and Career Access Pathway (CCAP) dual enrollment program.¹²³ CCAP programs allow community colleges to partner with local school districts to develop pathways to career technical education, college-readiness courses, and college-level general education courses that prepare high school students for college. This program was specifically designed to serve students who may not already be college-bound and who are underrepresented in higher education. Students would be exempt from paying tuition and fees and textbooks.

In implementing this program, student services staff and faculty would have to coordinate with high school campuses to provide appropriate teaching facilities and ensure online and in-person CCAP courses are easily accessible to students. Additionally, staff and faculty will have to develop pathways to college-level classes for different meta majors. Pathways within a meta major would also have to be built for students that may need more college readiness courses. That way, the program can better bridge the gap between high school and community college.

b. Cost:

For every 100 students served per year, this program would cost approximately \$113,868. This amount would cover CCAP courses, work time for faculty members, textbooks and instructional materials, and CCAP program development and oversight by staff.

Policy Option 6: Integrate a Case Management Model with Student Support Services

a. Program:

For College Promise students, CCCs would develop a support network for students with different levels of assistance from financial aid officers, peer mentors, advisors, and counselors. Each student would be assigned a support team that stays with them throughout their time at community college. Assignment to a support team would happen at a summer kick-off event, before a student's first college term, where students would be provided individualized help in choosing their educational and career plans. To integrate College Promise within their greater Guided Pathways work, CCCs could form support teams for students based on meta majors, or they could form these teams specifically for College Promise students.

Financial aid office staff would work with students to maximize their financial aid and assist them with completing necessary forms. Work-study peer mentors would assist advisors and counselors in checking-in and following up with students on enrollment and financial aid matters. Advising staff would coordinate the matriculation process (e.g., application, orientation, abbreviated educational plan) for new students and monitor and track student's progress toward their educational goals. Students would be required to meet with their advisors at least once a term. A counselor would oversee the support team for each student, develop a comprehensive educational plan with students, and work with students at risk of academic probation or program disqualification. This model should intentionally target the needs of disproportionately impacted students by requiring staff to run data to track their progress, thus ensuring

ensuring these students are adequately served. Counselors would then deliberately connect these Promise students to categorical student support programs and services that address their basic needs.

b. Cost:

For every 100 students served per year, this program would cost approximately \$521,860. Costs include time spent by financial aid staff, advising staff, peer mentors, and counseling faculty.

Policy Option 7: Develop a College Pipeline, Integrating College Promise and Existing Services

a. Program:

The CCCs would develop a framework for College Promise that creates a pipeline to help students transition in, persist through community college, and move onto a four-year institution or career. This framework would include interventions that have been proven to be effective in increasing college preparation, access, persistence, and completion. The pipeline would begin early with interventions in K-8 to increase college knowledge and build a college-going culture.¹²⁴ CCCs would invest in expanding dual enrollment opportunities, such as establishing a CCAP Partnership, that targets disproportionately impacted students.

The CCCs would deliver matriculation services to ensure students are completing all necessary applications, applying for financial aid, and receiving guidance in developing an educational plan. These services could be delivered through workshops that are tied to incentives. For their first two years, students would receive an enrollment fee waiver and other financial support through College Promise or the other categorical student support programs. To promote persistence and completion, students would receive wraparound case management services. After completing a year's worth of units, College Promise students would receive intentional transition services from their case management team. The team would connect students to job coaching services offered on campus or the transfer center, depending on their educational and career goals. This example of a College Promise pipeline framework incorporates policy options (3) coupling workshops to incentives, (5) targeted dual enrollment, and (6) case management model for student services.

To create this comprehensive pipeline, the CCCs would not be creating something completely new. CCCs already have these multiple components; however, they have not been intentionally structured to facilitate student success. Currently, the responsibility is placed on students to navigate these complex processes. Designing a student-centered College Promise program will alleviate this pressure and ensure students are guided through completion and achieve their goals. To begin this process, the CCCs would take stock of existing services, identify areas of need, and use their College Promise program funding to intentionally build out the components of a College Promise pipeline. This strategy should include at least one program or service from the following categories: early intervention, matriculation guidance, persistence support, and service promoting completion.

b. Cost:

For every 100 students served per year, this program would cost approximately \$680,786. Costs would be the sum of the expenses for Policy Option 3 (Workshops Plus Incentives), Policy Option 5 (Targeted Dual Enrollment Expansion), and Policy Option 6 (Case Management Model).

Criteria



We identified seven policy alternatives that could increase community college access and preparedness. To decide among these policy alternatives, we evaluate them based on the following criteria.

(1) Student Benefit: How adequately policy options are meeting students' concerns, including their basic needs, well-being, and educational goals

Students are the ultimate beneficiaries of any implemented policies. This criterion evaluates the policy's effectiveness in holistically addressing students' concerns and needs. These policies should address college access by meeting students' basic needs, including their concerns surrounding food, transportation, and housing. They should consider students' general well-being, such as their mental health and physical wellness. Additionally, options should address college preparedness by helping students achieve their educational or career goals.

(2) Targeted Student Benefit: How adequately policy options are serving disproportionately impacted students

The targeted student benefit criterion examines whether the proposed policy improves student access and preparedness for disproportionately impacted students. These students are the focus of our project, and this criterion assesses how well a policy option is addressing their concerns, supporting their educational goals, and serving their basic needs and well-being.

(3) Political Feasibility: How viable it is to obtain buy-in from key stakeholders

The success of any policy option relies on the willingness or buy-in from key stakeholders. Key stakeholders must be willing to adjust to changes and implement new programs or structures. This criterion considers the priorities and goals of the Chancellor's Office, community college administrators, staff, and faculty.

(4) Technical Feasibility: How technically feasible it is to implement programs with the availability of necessary competencies, resources, and structural adjustments

Given their varying sizes, CCCs vary in their staff's skills and competencies, financial resources, and the development of financial or managerial structures. Some CCCs may not have staff with the appropriate training to implement specific programs. Others may not have the personnel to devote much attention to certain educational priorities, and several CCCs may not have the managerial staff or funding streams to sustain programs on a large-scale. Technical feasibility refers to whether CCCs can successfully carry out policies given their constraints. This criterion evaluates the policy's role in ensuring there are enough resources to support the program and the ease of which CCC administrators could implement the program.

(5) Cost: How costly are the policy options

This criterion compares the approximate cost of a policy to the average AB 19 funding allocated to colleges. We estimate the cost of a policy option per 100 students served per year. For small-scale programs (*Policy Options 1 to 4*) and large-scale programs (*Policy Options 5 to 7*), we compare the total cost per 100 students served per year to the Average AB 19 allocation per college and per cohort (\$383,505).¹²⁵ However, the thresholds for cost ratings differ for small and large-scale programs.

Evaluation of Policy Options



To evaluate our proposed policy options with our criteria, we used a rating system with our criteria to assess acceptability as high, medium, or low (See **Appendix J** for scoring rubric). Our ratings are supported by our findings and are summarized in **Table 3**. Justifications for each rating are detailed below. After we rate each of our policy options based on our criteria, we use a decision tree to rank our policy options into tiers in the next section.

Table 3: Evaluation of Policy Options

POLICY OPTIONS	CRITERIA RATINGS				
	BENEFIT	TARGET	POLITICAL FEASIBILITY	TECHNICAL FEASIBILITY	COST
1. Small-scale: Peer Mentorship through Work-Study	High	Medium	High	High	Medium
2. Small-scale: Financial Aid Filing Assistance	Medium	Medium	High	Medium	Medium
3. Small-scale: Coupling Support Workshops to Incentives	High	Medium	High	Medium	Low
4. Small-scale: Net-Price of College Calculator	Medium	Medium	High	High	High
5. Large-scale: Targeted Dual Enrollment Program Expansion	Medium	High	Medium	Low	High
6. Large-scale: Case Management Model	High	High	Medium	Medium	Medium
7. Large-scale: Develop a College Pipeline	High	High	Medium	Low	Low

Policy Option 1: Peer Mentorship through Work-Study

- *Student Benefit:* This criterion scores high as it addresses most students’ educational goals, well-being, and basic needs. Peer mentors serve students’ educational goals by filling in students’ knowledge gaps. Additionally, peer mentors address students’ well-being by providing a support system and community.¹²⁶
- *Targeted Student Benefit:* This option scores medium. As shown through our focus groups and literature review, peer mentorship can encourage college-going among disproportionately impacted students.¹²⁷ The surveys also indicate that peer mentorship encourages college attendance by giving students a taste of what college is like and helping build their network through one connection in college. This option does not score high because it does not directly address the level of readiness a student needs to enroll and succeed at a CCC.
- *Political Feasibility:* This option ranks high on political feasibility because a peer mentorship program would fall in line with the CCCCO’s Vision for Success goals. For administrators and staff, this option would address their focus on students’ needs being met while also relieving some of their workloads, particularly for student services staff following up with students. For faculty, mentors will help students be successful in their courses by teaching them study skills.

- *Technical Feasibility:* This option ranks high on technical feasibility because it would most likely not present a substantial burden on the financial and staffing resources of a CCC. Because the mentoring program would be offered through work-study, part of the student wages will be paid through financial aid, and the CCCs would only need to identify a few staff members to oversee and train mentors.
- *Cost:* This option ranks medium on this criterion because the total cost per 100 students served is 6.4% of the average AB 19 allocation per college (\$24,568 divided by \$383,505).

Policy Option 2. Financial Aid Filing Assistance

- *Student Benefit:* This criterion scores medium. Though it does not directly address students' basic needs nor well-being, it promotes CCC access by identifying funding sources. High school seniors whose parents received tax preparation help and streamlined assistance with the FAFSA are more likely to complete two years of college compared to those who did not receive any assistance with the FAFSA.¹²⁸
- *Targeted Student Benefit:* This option ranks as a medium on this criterion because it improves college access for disproportionately impacted students. Many students may qualify for this service because they are likely not making more than \$56,000 a year, the threshold for qualifying for filing assistance with VITA. This option, however, does not score high because it fails to address the level of readiness a student needs to enroll and succeed at a CCC, to the same extent.
- *Political Feasibility:* Creating a VITA program scores high on this criterion. Staff, faculty, administrators, and the CCCCO all recognized the importance of providing students support in filling out the FAFSA or CADAA. Applying for financial aid provides students with additional resources to meet some of their needs, which in turn can influence their success in school.
- *Technical Feasibility:* This criterion scores medium because creating a VITA program will require investment from student volunteers and faculty sponsors. The CCCs will need to expend resources to provide the volunteer training and space on or off-campus with the appropriate technology to complete the tax forms and the FAFSA or CADAA. However, since many CCCs already have accounting students looking for on-the-job training, some of the resources for this program already exist.
- *Cost:* This option ranks medium on this criterion because the total cost per 100 students served is 5.7% of the average AB 19 allocation per college (\$21,981 divided by \$383,505).

Policy Option 3. Coupling Support Workshops to Incentives

- *Student Benefit:* This criterion scores high because the lessons, speakers, and workshops offered provide students with the skills to succeed in college. Additionally, the incentives in the form of school supplies, transportation, food, or child support vouchers, address students' basic needs. The literature review shows that coupling support services to incentives can yield high benefits.¹²⁹
- *Targeted Student Benefit:* The policy option scores medium on this criterion because services are directly addressing students' basic needs, which would be particularly helpful for low-income and other disproportionately impacted students, seeing as they expressed challenges in meeting these needs. Additionally, the policy would further develop their ability to navigate different services and programs offered at community colleges. This option, however, does not score high because it fails to address CCC preparedness.
- *Political Feasibility:* Coupling support services to incentives scores high because this option meets the interests of the CCCCO, administrators, faculty, and staff. Stakeholders want students' basic needs to be addressed and for students to learn valuable study and life skills.

- *Technical Feasibility:* This policy option scores medium because it requires some additional competencies, resources, or structural adjustments. CCCs would need additional resources to offer vouchers, and to compensate the staff leading the workshops. Another challenge is having a dedicated staff member to oversee the programming.
- *Cost:* This option ranks low on this criterion because the total cost per 100 students served is 11.7% of the average AB 19 allocation per college (\$45,058 divided by \$383,505).

Policy Option 4. Net-Price of College Calculator

- *Student Benefit:* This option scores medium on addressing students' needs and concerns. The focus groups have indicated that students find financial aid confusing and challenging to navigate. This option allows students to be more informed and better navigate enrollment and financial aid.
- *Targeted Student Benefit:* This criterion ranks medium because it improves access by helping students overcome financial barriers to CCC, but this option does not address preparation. Financial aid staff can help students discern the various financial aid offers with the comparison tool and explain how financial aid could be maximized by enrolling full-time.
- *Political Feasibility:* This policy option scores high because the CCCCO, administrators, faculty, and staff would all support providing students with more information and a resource to make informed decisions about their financial aid and enrollment. This option would also encourage full-time enrollment and community college completion, which is a priority for all stakeholders.¹³⁰
- *Technical Feasibility:* This criterion scores high, as it would only require training for financial aid staff, but not any further expansion of staff or resources. The comparison tool would be an automated service.
- *Cost:* This option ranks high on this criterion because the total cost per 100 students served is 2.3% of the average AB 19 allocation per college (\$8,971 divided by \$383,505).

Policy Option 5. Targeted Dual Enrollment Program Expansion

- *Student Benefit:* This policy does not directly address the basic needs or well-being of students, so this option scores medium for this criterion. However, dual-credit math coursework has been shown to alter students' subsequent high school math course-taking, reduce enrollment in remedial math, and boost enrollment in precalculus and Advanced Placement math courses.¹³¹
- *Targeted Student Benefit:* This policy option scores high on this criterion because the CCAP program is specifically built to increase college readiness for students that may not have traditionally gone to college and disproportionately impacted students.
- *Political Feasibility:* The expansion of CCAP programs scores medium because this option would help advance the Vision for Success goals, and research has shown that dual enrollment can improve college attendance and preparation.¹³² However, depending on the details of the partnership, conflicting interests may arise, particularly with faculty and administrators. As expressed in the interviews, the development of memorandums of understanding (MOUs) requires administrators to take into account union contracts for instructors, collaborate, and set up infrastructure for the programs across the CCCs and school districts.
- *Technical Feasibility:* This criterion scores low for its extensive investments in developing additional competencies and significant structural adjustments. This option has logistical hurdles for staff, such as the CCAP partnership agreement development and class offerings.¹³³ Classes have to be finalized months in advance for partner high schools to advertise them to their students, and the CCCs and school boards need to partner to fund textbook costs.¹³⁴ Furthermore, the additional number of high school teachers or

community college faculty members needed to impart these courses require resources CCC and school districts may not have.

- *Cost:* This option ranks high on this criterion because the total cost per 100 students served is 29.7% of the average AB 19 allocation per college (\$113,868 divided by \$383,505).

Policy Option 6. Case Management Model

- *Student Benefit:* This option would score high for this criterion. Creating a comprehensive case management service allows CCC staff to provide holistic services to students and support students with various struggles or barriers to education.
- *Targeted Student Benefit:* This option scores high because the case management model would provide students individualized support and connect them to support services related to their basic needs and educational goals. A case management model would be able to target efforts for high need students.
- *Political Feasibility:* The option scored a medium because all stakeholders would agree that this option would provide one-on-one support and promote student success. However, there may be concerns with staffing. In the interviews, some CCCs support the role of advisors in increasing the capacity of counseling services. In contrast, others expressed a commitment to counselors providing expertise in this area and would likely not support the creation of advisor positions.
- *Technical Feasibility:* This policy option scores medium on this criterion because not all schools have the support team in place and would need to hire more staff, create infrastructure, provide training, and develop new programming.
- *Cost:* This option ranks medium on this criterion because the total cost per 100 students served is 140% the average AB 19 allocation per college (\$521,860 divided by \$383,505).

Policy Option 7. Develop a College Pipeline

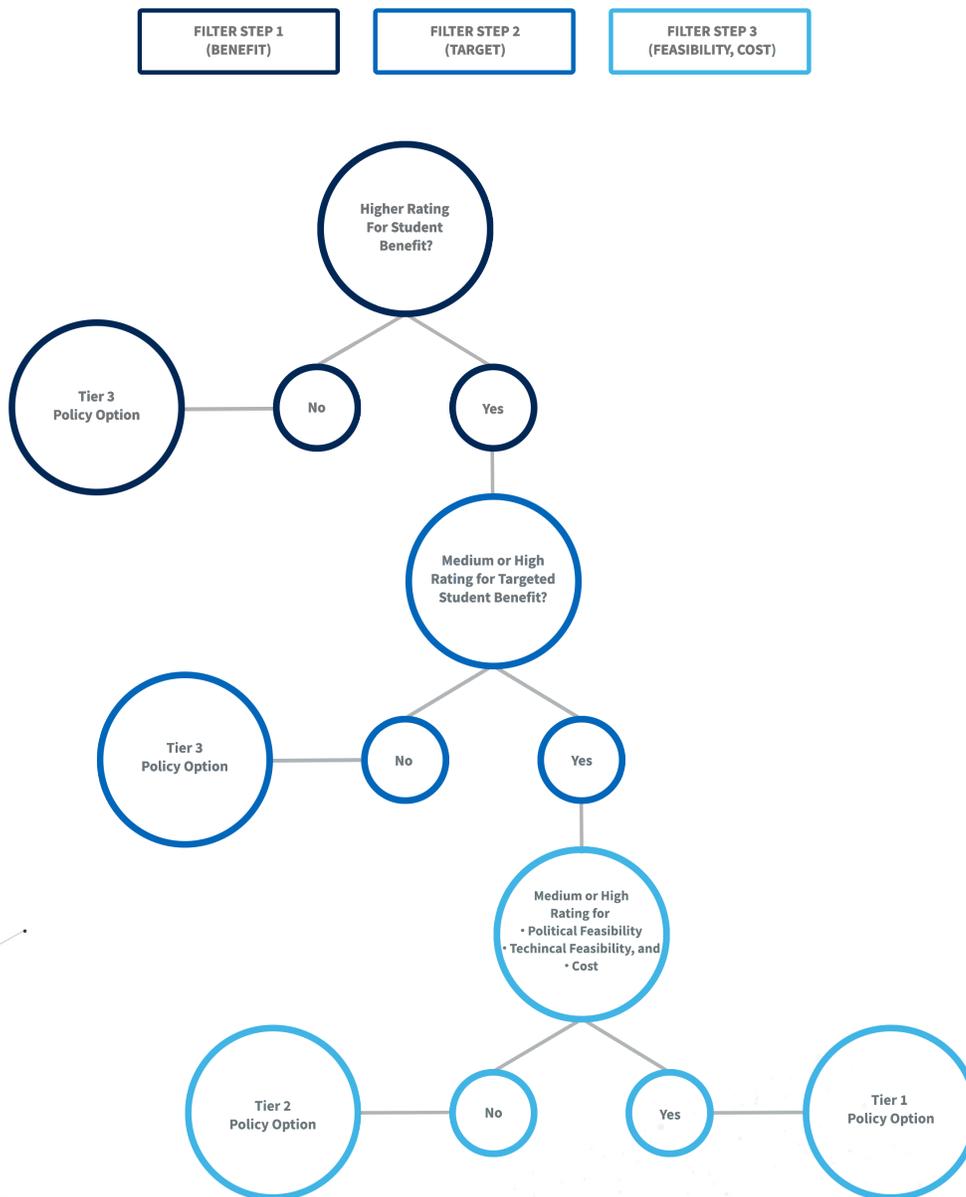
- *Student Benefit:* This policy scores high in this criterion because the pipeline is built to help students be sufficiently prepared for college, fund their studies, and achieve their educational goals. Developing a college pipeline can have substantial benefits, as CCCs can intervene in students' lives even before they step onto campuses.
- *Targeted Student Benefit:* In terms of serving these students, this option scores high. The pipeline framework is constructed to increase preparedness and access for students, but particularly for disproportionately impacted students who may need additional assistance in navigating the college-going process and who may not have received adequate academic preparation from their K-12 institutions
- *Political Feasibility:* This policy option scores medium on this criterion. The CCCCO, staff, faculty, and administrators would likely agree with this option as it addresses community college preparation, access, and completion more comprehensively and would make progress on the Vision for Success goals. However, as expressed in the previous sections, there may be conflicts for some stakeholders, such as faculty and student services staff, when building out dual enrollment opportunities and case management support teams.
- *Technical Feasibility:* This policy option scores low on this criterion, as it requires extensive investments in developing additional competencies, resources, and significant structural adjustments. While some schools have components of the pipeline, such as outreach and first-year experience programs, many do not. Additional resources and staff are needed to create a college pipeline, and while some schools have additional support from foundations, smaller schools often do not.

- *Cost:* This option ranks low on this criterion because the total cost per 100 students served is 180% of the average AB 19 allocation per college (\$680,786 divided by \$383,505).

Deciding among Policy Options

To choose among the seven small- and large-scale policy options, we used a decision tree with three filtering steps (See **Figure 6**). The Chancellor’s Office identified student benefit and targeted student benefit as the most important criteria, and political feasibility, technical feasibility, and cost of secondary importance. Given the client’s priorities and our policy option ratings above, we use these to filter our policy options and rank them in tiers. Tiering allows us to provide the CCCCO with multiple interventions for the community colleges, ranked in order of effectiveness (Tiers 1 to 3, with 1 being the most effective and 3 the least).

Figure 6: Policy Evaluation Decision Tree



Our first filter was the Benefit criteria, the highest priority for our client. A policy option needed a score of “high” to remain in consideration. This first round left us with two small-scale options, peer mentors through work-study and coupling support workshops with incentives, and two large-scale options, case management model and developing a college pipeline. We designated the three policy options that did not pass the first filter, financial aid filing assistance, net price of college calculator, and targeted dual enrollment, as Tier 3 policy options.

Our second criteria filter was Target. Policy options needed a score of “medium” or “high” not to be eliminated. The same four policy options that passed the Benefit filter received the required score for the Target filter.

Our third filter required a “medium” or “high” on political feasibility, technical feasibility, and cost. The options that passed this filter became our Tier 1 policy options, and those that did not, became Tier 2 policy options. As a result of our last filtering step, our Tier 1 policy options were peer mentors funded through work-study and a case management model. Our Tier 2 policy options were coupling support workshops with incentives and developing a college pipeline.¹³⁵

Recommendations



Our policy question is focused on increasing community college access and preparedness for disproportionately impacted students. We prioritized policy options with substantial benefits for disproportionately impacted students and options that balanced cost against feasibility. Therefore, we recommend that the CCCCCO urge CCCs to include the following small and large-scale interventions as part of their College Promise programs, which are ranked below in **Table 4**:

Table 4: Ranked Policy Options

Small-Scale Interventions	Large-Scale Interventions
1. Peer mentors funded through work-study	1. Case management model for student support services
2. Coupling student support workshops to incentives to meet student's basic needs	2. Develop a college pipeline framework, integrating College Promise with existing programs
3a. Financial aid filing and tax preparation assistance from student volunteers	3. Targeted dual enrollment program expansion with CCAP
3b. Net-price of college calculator for full-time vs. part-time enrollment and targeted cost of college outreach	

These options can be implemented as stand-alone programs, combined, or incorporated into a College Promise program that already includes financial assistance. **We identified peer mentorship through work-study as the best small-scale policy option and a case management model for student services as the best large-scale policy option.** Peer mentorship ranked first because it would provide the most combined student benefit to all students, including disproportionately impacted students. This option also scored high in technical and political feasibility, indicating a strong likelihood of CCCs' willingness and ability to implement it. A case management model ranked first because, among the other large-scale options, it would be the most balanced in terms of cost and technical and political feasibility. It would also provide high benefit to all students, including disproportionately impacted students, through targeted guidance and support.

Considerations for CCCs

While we took into account different considerations in our evaluation of policy options (student benefit, cost, feasibility), we strongly recommend that the CCCCCO also urge the CCCs to consider the issues outlined in this section. CCCs should take these issues into account when developing and implementing their College Promise programs.

Create holistic programs

We strongly recommend that CCCs think of College Promise as more than a free college program. As shown through our findings, tuition and fee waivers are effective at increasing enrollment, but enrollment is not the only factor in increasing access and preparedness. Our findings also show that targeted guidance and support and financial support are more effective than financial support alone. Therefore, CCCs should also consider providing students with tailored support to guide them through their community college experience and help them succeed in their educational goals.

Integrate existing services and programs into College Promise

CCCs cited funding and sustainability as critical concerns with College Promise. One way to alleviate those concerns is by using existing services and programs and integrating them with College Promise. CCCs should align the goals of these different offerings for College Promise students to ensure that these different services are working effectively for students.

Develop programs with an equity lens

Not all CCCs have developed their College Promise programs intending to serve disproportionately impacted students specifically. By developing programs with disproportionately impacted students at the forefront, College Promise would better serve these students and thereby free up resources to benefit other students. Centering the needs of disproportionately impacted students would reduce the pressure students feel in navigating the CCC system.

Additional Recommendations

In addition to our ranked policy recommendations, we recommend that the CCCCCO also bring about more structural changes to the College Promise program and better meet the needs of disproportionately impacted students.¹³⁶ These are stand-alone suggestions that emerged from our interviews with students and administrators and a review of the existing literature. They were not evaluated like our policy options.

Change the full-time requirement for College Promise

As it stands, students need to be enrolled in 12 or more semester units, or the equivalent, to be eligible for College Promise program funding and benefits.¹³⁷ However, this requirement can be difficult for students since they find themselves having to work part or full-time while also going to school, or they may have other personal reasons for not being able to make this commitment. To alleviate this pressure and obstacle for students, we recommend the CCCCCO advocate for the fulfillment of this requirement to be more flexible, allowing students to complete 24-semester units or 36-quarter units within one academic year and be considered full-time. This change would allow students to make up units during a winter or summer session.¹³⁸

Address AB 19's inequitable funding allocation formula

Due to the AB 19 funding formula highly weighing non-CCPG California residents in its funding allocation, some community colleges receive far more funding than others. In other words, community colleges with greater proportions of high-income students (e.g. non-CCPG eligible) receive more AB 19 funding. This formula cuts against the CCCCCO's goals to improve access and preparation to community college for disproportionately impacted

students. Thus, we recommend that the CCCCCO use its capacity as a state agency to appeal to the Legislature and change the funding formula so that more funds are devoted to community colleges with higher proportions of disproportionately impacted students. When the Legislature reconsiders College Promise or its funding, the CCCCCO can specifically recommend that the funding formula place weight on the population of disproportionately impacted students at a community college.

Advocate for more holistic financial aid for students

To address the challenge CCC students face in covering the net-price of college, we recommend the CCCCCO advocate for a more comprehensive financial aid reform. California College Promise was not designed to cover all student expenses; therefore, it is vital to acknowledge the need for further advocacy to improve the state's financial aid system, particularly for low-income students. Alongside Senator Leyva, the CCCCCO sponsored Senate Bill 291 California Community College Financial Aid Program, which would create a financial aid program that accounts for the total cost of attendance for CCC students.¹³⁹ If this bill passes through the Legislature, low-income CCC students would receive more comprehensive financial aid packages to offset the cost of attendance, enabling them to complete their degrees and fill the critical labor shortages facing the state.

Conclusion



We are motivated to write this report to support students like Lupe. Lupe did not have her sights set on attending any college. However, with funding from College Promise and the support she found at her school, Lupe is now in her second year of community college. She attributes supportive services and tuition waivers as the reasons she can attend school without worrying about food or basic needs.

Our findings affirm the positive experiences College Promise recipients like Lupe have had. Our findings show that students, including disproportionately impacted students, benefit from the creation or expansion of College Promise programs and services. Our focus groups of College Promise students, administrator interviews, and literature review show that College Promise students have benefited from tuition waivers and services like counseling, dual enrollment, and financial aid assistance. College Promise programs have helped students meet their basic needs and focus on their academics. This report further affirms the benefits of College Promise and recommends that community colleges make changes to implement or expand upon interventions that have been shown to benefit disproportionately impacted students.

AB 19 and 2 provided funding to expand College Promise across the state's community colleges, and it is the responsibility of CCCs to implement effective interventions to best benefit their students. Community colleges can devote more attention to expanding upon existing College Promise programs or implementing effective College Promise programs. We understand that community colleges vary in resources and size. While we urge community colleges to consider their resource constraints not as limitations but as opportunities to be innovative, we are sensitive to their resource challenges. We recommend both small-scale and large-scale interventions. The two interventions we rated the highest were: 1) peer mentors through work-study and 2) building a case management model.

It is the CCCCCO's responsibility as a state agency to advocate on behalf of students and must work more closely with CCCs to help implement effective College Promise programs. However, despite our focus primarily on what the CCCCCO and community colleges can do, larger systemic issues affect community college students. College Promise devotes much of its funding to community colleges with a greater proportion of higher-income students. Funding is also restricted to full-time students, forcing low-income students to work and attend school full-time to receive funding. This funding formula does a disservice to disproportionately impacted community college students. If community colleges are designed for all students, we must have the courage to reimagine educational bills like AB 19 and 2 so that they are more inclusive and better consider the needs of disproportionately impacted students.

Appendices



Appendix A: Limitations

Appendix B: Administrator Interview Guide

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- Administrator Interview Guiding Questions

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Appendix E: Literature Review Results

- College Promise programs Nationwide
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Appendix F: Program Evaluation Results

- Average disproportionately impacted First-Time Student Enrollment before and after College Promise program Implementation
- Average Percentage Change in First-Time Student from Previous Year Enrollment by College Promise program type for Disproportionately Impacted Students

Appendix G: Regression Results

Appendix H: Policy Option Cost Estimates

- Cost Estimates
- Limitations

Appendix I: Policy Options Evidence Base

- Policy Options Evidence Base
- Los Angeles College Promise Conceptual Model
- College Promise Pipeline

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Appendix K: Additional Recommendations for the CCCC

Appendix L: Focus Group & Administrator Interview Log

Appendix M: Bibliography

Appendix A: Limitations

Administrator Interviews

For the administrator interviews, we mostly interviewed vice presidents of student services and financial aid directors since they are typically the individuals overseeing the College Promise programs. Unfortunately, we were not able to interview administrators or staff from the K-12 system or other local educational agencies. We only interviewed a couple of faculty or former faculty members who now serve in administrator roles. Additional interviews from these stakeholders could have helped inform our policy options and our analysis of political feasibility. Additionally, we were able to interview only 16 administrators and staff; therefore, responses may not represent the views of all CCC leadership across the state.

Focus Groups

For our focus groups, at two CCCs where the College Promise program only provided an enrollment fee waiver with AB 19 funds, it was difficult to differentiate between students who received a waiver through AB 19 and the CCPG. Students typically did not know which waiver they received. After the fact, we were able to determine this difference based on their responses from the optional participant survey. The survey asked students whether they received free and reduced lunch in high school, which served as a proxy for low-income status. Students who identified as low-income would likely receive the CCPG to cover their tuition.

Another limitation of our focus groups was the size of each group. For some groups, we had ten participants, while others only had three. This difference in focus group size, however, did not impact the ability for us to collect responses as students were engaged and fully answered our questions. Similarly, for one of the schools, we could only speak with non-College Promise recipients. Lastly, College Promise recipients were not always aware of what services came from College Promise and which were being provided by other programs.

Administrator Surveys

A limitation of our administrator surveys is that we did not have a 100% response rate. We had a 73.7% response rate. We followed-up for a month to secure the most responses as possible. Also, the responses given did not always answer the question we were asking, since they were open-ended; administrators had the freedom to interpret and respond as they best saw fit.

Enrollment Data Analysis

A limitation of our data analysis is that we only look at short-term changes in first-time student enrollment and for a limited set of College Promise program colleges. Additionally, enrollment is only one piece of the college access equation, which includes matriculation service offerings and financial aid program participation. Those services and programs may have more substantial impacts on students' likelihood of attending and staying in college, but we could not validate this with our data.

Appendix B: Administrator Interview Guide

Administrator Interview Codebook

Capacity	Concerns regarding having the appropriate amount of resources to carry out their work (i.e. understaffed, financial resources, etc.). Working with internal & external partners to increase capacity.
Case Management	Providing wraparound services and following up with students to ensure they are receiving support and completing requirements.
Collaboration with K-12 partners	Working with K-12 partners to inform them of community college processes and programs and to improve student preparation.
College Courses in HS	Offering dual/concurrent enrollment courses, CCAP programs, Middle College Programs, or Early College Programs.
College & Career Knowledge	Teaching students the skills needed to be successful in college (e.g., time management, study skills, using email, how to access support, etc.) and increasing awareness of college and careers.
College Pipeline	Creating a clear pathway for students from K-12 to community college to a four-year to a career. Thinking of College Promise in terms of completion and onto the next pipeline (four year or career).
Equity	Focusing on disproportionately impacted students & meeting their needs.
Defining College Promise	The CCCs' understanding of the purpose of their College Promise and their goals for the program.
Financial Aid	Assisting with the financial aid process and increasing participation.
Financial Assistance	Addressing student needs by providing financial assistance (e.g., grants, vouchers, etc.)
Guidance/Leadership from CCCCCO	The desire for more clarification and guidance from the CCCCCO regarding College Promise.
Integration with Recent Reforms	Integrating College Promise with other recent reforms (e.g., Guided Pathways, AB 705, Student Centered Funding Formula, etc.)
Learning Communities/Cohorts	Using a learning community or cohort model for College Promise students.
Outreach	Any program or service that teaches students, families, and members of any local educational agency about the CCCs.
Peer Mentors/Advisors	Providing assistance from a student mentor that checks in with College Promise students regularly, sends them reminders, and links students to support.
Matriculation (SSSP)	Providing onboarding services (e.g., application assistance, counseling, student educational plans, orientation, etc.)
Structural Advocacy	Administrative or legislative barriers that affect College Promise. These barriers may affect their capacity or limit the scope of the program and need to be addressed administratively or through legislation.
Student Challenges	The challenges administrators believe their students are facing.
Summer Programming	Providing summer programming to address summer melt (e.g., drop off between high school graduation to beginning college), increase preparation, and increase the completion of matriculation steps.
Sustainability	Concerns that the program funding will go away and that CCCs wouldn't be able to afford to pay for a College Promise program independently.

Administrator Interview Guiding Questions

Introduction:

We are UCLA Master of Public Policy students working on a project, in partnership with the Chancellor's Office, to study the impact of College Promise programs on community college preparation and access. We're seeking to understand what practices increase community college access, preparation, and attendance.

CONFIDENTIALITY: Ask permission to record interviews and if they would like confidentiality.

Introductory Questions:

- Can you briefly describe your role & responsibilities with respect to your institution's College Promise program?
- In a sentence or short answer, can you describe what your College Promise Program is about (e.g., define your College Promise)?

College Access and Attendance:

- Can you describe the student on-boarding process from a student's final year of high school to the beginning of their first term at community college?
 - What are the challenges students face in navigating this process?
 - [if unaddressed, follow up]: How are these challenges addressed by your institution?
 - How does the on-boarding process differ for a College Promise student and a Non-College Promise student?
- Describe your institution's high school outreach strategy & partnerships with local school districts for your College Promise program?
 - Please describe your partnerships with local high schools and school districts and the goals for these partnerships?
- Thinking of all the outreach programs and services your institution offers to recruit high schoolers and recent graduates, why did your college decide to prioritize these programs and services in particular?
 - What is the student uptake of these programs and services?
 - What resources are deployed for these efforts?
 - What are your biggest barriers in providing these services?

College Access and Attendance:

- How is your institution preparing College Promise students for placement in transfer-level mathematics and English courses within one year (according to AB 705 requirements)?
 - Do you see any differences in preparation with dual/concurrently enrolled College Promise students and those who aren't? If so, what are the differences?
 - What is the student uptake of these programs and services?
- What types of programs and services does your institution offer College Promise students to prepare them academically for community college?
 - What is the student uptake of these programs and services?
 - Why did you decide to offer these services in particular?

Disproportionately Impacted Students:

- Who is included in your college's disproportionately impacted student population?
- What do you see as the challenges disproportionately impacted students face at your community college?
 - [if unaddressed, follow up]: What challenges in terms of navigating the college-going process and academic preparation for community college?
 - [if unaddressed, follow up]: How does the College Promise program specifically serve these students (if applicable)?
- Does your College Promise program address equity concerns at your college? If so, what are these concerns, and how is the program addressing them?

Impact:

- Has your institution seen any changes in community college attendance and preparation since the launch of your College Promise program?
- Does your College Promise program & high school outreach strategies consider the priorities in the Student-Centered Funding Formula? If so, how?
- What changes to your College Promise program is your institution planning to make in the future, and why?
 - [if unaddressed, follow up]: How has additional funding for a second year (AB 2) impacted your College Promise program?

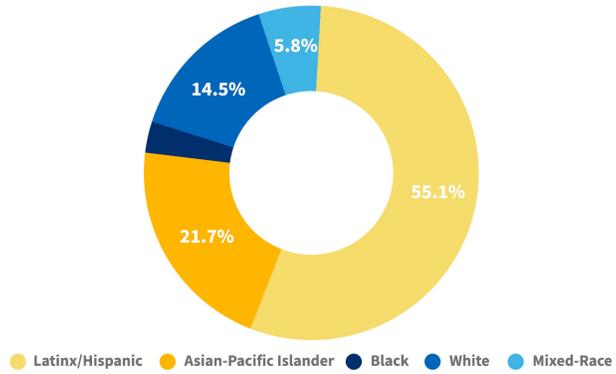
Concluding Questions:

- Is there any guidance or support from the Chancellor's Office you think would be helpful?
- Are there any questions that I missed or any additional things you would like to say?
- Do you mind if we contact you for any follow-up questions?

Appendix C: Focus Groups Guide

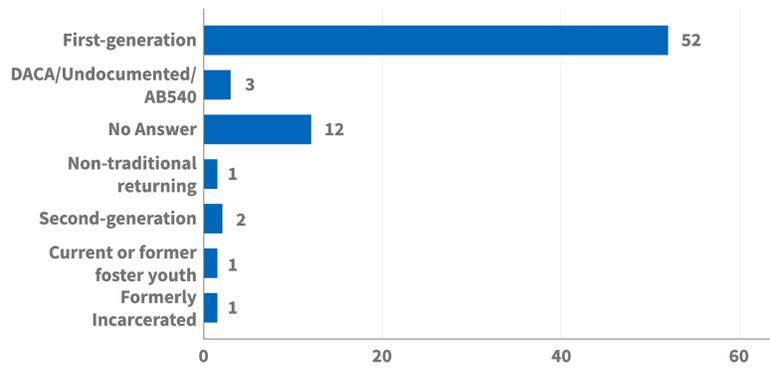
Focus Groups' Participants' Demographics

What race/ethnicity do you identify with?



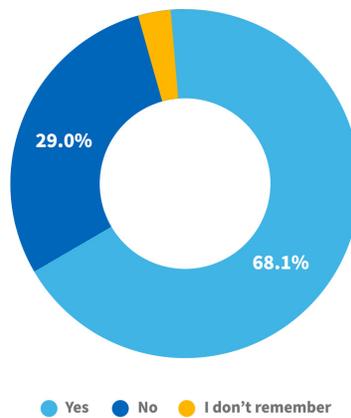
140

How do you self-identify?



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Did you receive free and reduced lunch during Kindergarten-12th grade?



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Focus Group Guiding Questions

BEFORE THE INTERVIEW: Give an introduction to the project and explain why we want to interview them. Explain that responses will be anonymous. Get consent to be interviewed, recorded, and allow for note-taking.

Programming while in high school:

- Can you describe any college academic preparation you received while in high school, such as dual or concurrent enrollment?
- Can you describe what kind of career exploration (activities/programs) you were exposed to (participated in) during high school?
- Can you describe how you learned about college?
- Can you describe your community college application process?
 - What type of training/assistance, if any, did you receive?
- Can you describe your financial aid application process
 - What type of training/assistance, if any, did you receive?

Programming to assist the transition from high school to community college:

- Can you share how your transition from high school to community college was?
 - Were there programs to help with this transition?
 - Can you describe if there was some type of orientation?
 - Did you have to take any additional tests once admitted to community college, if so, which one(s)?

Programming once community college has started:

- Can you describe what it is like for you to be a community college student?
 - Can you describe your interaction with your counselor here at community college?
 - Are there organizations/programs you are currently involved in here on campus?
- Currently, what challenges do you face that impact your student life (i.e., access to transportation, access to food, access to school supplies)?
 - For College Promise students:
 - What resources are available to mitigate these challenges?
 - What resources are available to help you with your academics?
 - What resources are available to help you stay on track to graduate?

Additional questions:

- Did you and do you feel academically prepared for community college?
- Can you elaborate on other community college preparation you have engaged in, such as work habits, study skills, time management, etc.?
- What additional resources would be useful to you?
- Can you describe your plans upon completing your time at community college?

Concluding question:

- Are there any questions that I missed? Something else you want to add?

Additional Information [optional survey]

Additional Information

Please answer any questions you feel comfortable with.

1. **High School Name** _____

2. **Community College Name** _____

3. **Years in school (i.e. first-year, 2 years, 3 years, etc.)** _____

4. **Was your tuition waived (i.e., completely covered by financial aid)?**

Check all that apply.

- Yes
 No
 Unsure/Do not know

5. **What race/ethnicity do you identify with?** _____

6. **How do you self-identify? (choose all that apply)**

Check all that apply.

- First-generation student
 DACA/Undocumented/AB540 student
 Current or former foster youth
 Veteran
 Formerly incarcerated
 Differently-abled
 Other: _____

7. **Did you receive free and reduced lunch during your Kindergarten-12th grade education?**

Check all that apply.

- Yes
 No
 I don't remember
 I don't know

8. **Can we contact you for any follow-up questions?**

Check all that apply.

- Yes (please provide email)
 No

Appendix D: Administrator Surveys

Administrator Survey Option 1

California College Promise Survey - Option 1

College Promise Programs

Page description:

The Chancellor's Office is partnering with UCLA graduate students to study the impact of College Promise programs on college preparation and community college attendance.

Please complete and submit this survey by **Friday, January 17th at 5:00PM**. If you have any questions or concerns, please contact Irma Castañeda, one of the graduate student researchers, at irmacastaneda@g.ucla.edu.

Definition: College Promise programs support students to attend, persist through, and complete college, and they target students based on their location of residence or school of attendance (Rauner, Perna, and Kanter, 2018). Programs may provide financial assistance to cover enrollment fees or college-related expenses, academic and student support services, or other benefits. For purposes of this study, this survey focuses on College Promise programs at the California Community Colleges (CCCs) that have receive any of the following funding sources for their programs: California College Promise Grants (CCPG, *Formerly the Board of Governors Fee Waiver*), California College Promise Innovation Grants, and California College Promise Assembly Bill 19 and Assembly Bill 2 funding.

1. Full Name *

2. Title *

3. Community College *

4. Email Address *

5. Phone Number

6. Does your college have a College Promise program? *

- Yes
- No
- Other - Write In (Required)

7. If you marked "No" or "Other," please elaborate. *

8. What academic year did your college initiate your College Promise program?

(i.e. AY 2018-2019) *

9. Around the same time your College Promise program initiated, did your college launch or expand any college access programs or services to increase community college attendance?

- Definition: In terms of college access programs, we're referring to programs or services that "address structural and institutional barriers in terms of access and equity in higher education" (Dyce, Albold, and Long, 2013, p. 155), which may include programming geared toward "academic preparation, skills development, mentoring, nurturing aspirations, and financial assistance" (Bergerson, 2009, p. 97).
- Examples: teaching high school students about the college-going process, assisting students with the matriculation process, guiding students through their FAFSA or CA Dream Act Application, etc.

*

Yes

No

- Definition: In terms of college access programs, we're referring to programs or services that "address structural and institutional barriers in terms of access and equity in higher education" (Dyce, Albold, and Long, 2013, p. 155), which may include programming geared toward "academic preparation, skills development, mentoring, nurturing aspirations, and financial assistance" (Bergerson, 2009, p. 97).
- Examples: teaching high school students about the college-going process, assisting students with the matriculation process, guiding students through their FAFSA or CA Dream Act Application, etc.

10. If your college launched or expanded any college access programs or services around the same time, please describe what these programs or services are.

- Also, were these programs or services also offered to College Promise students?

* ●

College Access

11. Please list the college access programs and services offered by your college to increase college preparation and community college attendance.

- Definition: In terms of college access programs, we're referring to programs or services that "address structural and institutional barriers in terms of access and equity in higher education" (Dyce, Albold, and Long, 2013, p. 155), which may include programming geared toward "academic preparation, skills development, mentoring, nurturing aspirations, and financial assistance" (Bergerson, 2009, p. 97).
- Examples: teaching high school students about the college-going process, assisting students with the matriculation process, guiding students through their FAFSA or CA Dream Act Application, etc.

12. Of the college access programs or services you've identified, which ones do you find to be the most effective in increasing college preparation and community college attendance? Why?

13. Are any of the aforementioned college access programs and services specifically for College Promise students?

- If so, how do College Promise students benefit from these programs and services?

California College Promise Survey - Option 2

College Promise Programs

Page description:

The Chancellor's Office is partnering with UCLA graduate students to study the impact of College Promise programs on college preparation and community college attendance.

Please complete and submit this survey by **Friday, January 17th at 5:00PM**. If you have any questions or concerns, please contact Irma Castañeda, one of the graduate student researchers, at irmacastaneda@g.ucla.edu.

Definition: College Promise programs support students to attend, persist through, and complete college, and they target students based on their location of residence or school of attendance (Rauner, Perna, and Kanter, 2018). Programs may provide financial assistance to cover enrollment fees or college-related expenses, academic and student support services, or other benefits. For purposes of this study, this survey focuses on College Promise programs at the California Community Colleges (CCCs) that have receive any of the following funding sources for their programs: California College Promise Grants (CCPG, *Formerly the Board of Governors Fee Waiver*), California College Promise Innovation Grants, and California College Promise Assembly Bill 19 and Assembly Bill 2 funding.

1. Full Name *

2. Title *

3. Community College *

4. Email Address *

5. Phone Number

6. Does your college have a College Promise program? *

- Yes
- No
- Other - Write In (Required)

7. If you marked "No" or "Other," please elaborate. *

8. What academic year did your college initiate your College Promise program?

(i.e. AY 2018-2019) *

9. Around the same time your College Promise program initiated, did your college launch or expand any college access programs or services to increase community college attendance?

- Definition: In terms of college access programs, we're referring to programs or services that "address structural and institutional barriers in terms of access and equity in higher education" (Dyce, Albold, and Long, 2013, p. 155), which may include programming geared toward "academic preparation, skills development, mentoring, nurturing aspirations, and financial assistance" (Bergerson, 2009, p. 97).
- Examples: teaching high school students about the college-going process, assisting students with the matriculation process, guiding students through their FAFSA or CA Dream Act Application, etc.

*

Yes

No

- Definition: In terms of college access programs, we're referring to programs or services that "address structural and institutional barriers in terms of access and equity in higher education" (Dyce, Albold, and Long, 2013, p. 155), which may include programming geared toward "academic preparation, skills development, mentoring, nurturing aspirations, and financial assistance" (Bergerson, 2009, p. 97).
- Examples: teaching high school students about the college-going process, assisting students with the matriculation process, guiding students through their FAFSA or CA Dream Act Application, etc.

10. If your college launched or expanded any college access programs or services around the same time, please describe what these programs or services are.

- Also, were these programs or services also offered to College Promise students?

*

Funding Uses

11. For the 2018-2019 academic year, did your college use College Promise program funding (AB 19 and/or non-AB 19) for any of the following purposes? Please check all that apply.

(Non-AB 19 funds could include funding from foundations, local sources, the California College Promise Innovation Grant, etc.) *

	Yes (AB 19)	Yes (Non-AB 19)	No
Paying for Tuition (i.e. enrollment fees)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Paying for Fees (i.e. campus based fees, such as student health fees, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Funding student support services (i.e. workshops, tutoring, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Covering basic needs (i.e. transportation, child care, food, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Covering educational costs outside of tuition and fees (i.e. textbooks, laptops, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marketing your College Promise program (i.e. advertisements, collateral marketing, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Direct outreach to students and partner local educational agencies (LEAs) (i.e. college nights, financial aid workshops, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Hiring of staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

12. Please elaborate on what fees were funded.

13. Please elaborate on what student support services were funded.

14. Please elaborate on what basic needs services or benefits were provided.

)

15. Please elaborate on what educational costs were covered.

16. Please elaborate on what marketing activities or services were funded.

17. Please elaborate on what outreach activities were funded.

18. Please elaborate on what staff was hired and for what purpose.

19. If you selected "Other", please elaborate on what the funding was used for?

College Access

20. Please list the college access programs and services offered by your college to increase college preparation and community college attendance.

Definition: In terms of college access programs, we're referring to programs or services that "address structural and institutional barriers in terms of access and equity in higher education" (Dyce, Albold, and Long, 2013, p. 155), which may include programming geared toward "academic preparation, skills development, mentoring, nurturing aspirations, and financial assistance" (Bergerson, 2009, p. 97).

Examples: teaching high school students about the college-going process, assisting students with the matriculation process, guiding students through their FAFSA or CA Dream Act Application, etc.

21. Of the college access programs or services you've identified, which ones do you find to be the most effective in increasing college preparation and community college attendance? Why?

22. Are any of the aforementioned college access programs and services specifically for College Promise students?

If so, how do College Promise students benefit from these programs and services?

Appendix E: Literature Review Results

College Promise programs Nationwide

College Promise programs have been implemented at the federal, local, and state levels and have tremendous variation. Laura W. Perna and Elaine W. Leigh studied College Promise programs’ distinguishing features and found that, overall, these programs have “a primary goal of increasing higher education attainment, promise a financial award to eligible students, have some ‘place’ requirement, and focus on the traditional college-age population.”¹⁴³

A close look at the most successful College Promise programs across the country shows that some College Promise programs have become successful by providing substantial financial assistance, including four-year scholarships to any college. We compared College Promise programs that are effective at increasing educational attainment with the Alliance for Higher Education and Democracy’s (AHED) database of College Promise programs and their features (See Table below).¹⁴⁴ This comparison showed that while some College Promise programs did not provide supported programming like counseling, these College Promise programs were rated as having the highest benefits due to their significant financial scholarships. For example, The Kalamazoo Promise program is known to be a highly successful College Promise program. It is open to all students of the Kalamazoo Public Schools and is a four-year scholarship that covers tuition and mandatory fees.¹⁴⁵

High performing College Promise programs and support services offered

College Promise Programs with the Highest Overall Benefits Scores¹⁴⁶ Whether Program Offers Supportive Services (AHED)

Achieve Atlanta	Yes
CORE Promise Scholarship	No
El Dorado Promise	No
Hartford Promise	No
Kalamazoo Promise	No
LaCrosse Promise	Yes
Newark College Promise	No
Richmond Promise	Yes
Sav Yes to Education. Guilford	Yes

Categories of Interventions Reviewed for Literature Review Purposes

INTERVENTION TYPE	DEFINITION	PROBLEM ADDRESSING
1. Summer Bridge	“Summer bridge programs are designed to ease the transition to college and support postsecondary success by providing students with the academic skills and social resources needed to succeed in a college environment. These programs occur in the summer “bridge” period between high school and college.” ¹⁴⁷	Access, Preparedness
2. Dual Enrollment/ Dual Credit	“Dual enrollment programs allow high school students to take college courses and earn college credits while still attending high school. Such programs, also referred to as dual credit or early college programs, are designed to boost college access and degree attainment[.]” ¹⁴⁸	Access, Preparedness
3. “College-Going Culture”	A “college-going culture” is one in which “students find encouragement and help from multiple sources to prepare them with the knowledge needed for college success.” ¹⁴⁹	Access, Preparedness
4. Financial Aid Programs	Financial Aid programs are ones that help build a student’s financial literacy (comprehension of how to budget and pay for the net cost of college after financial aid) and provide counseling or assistance with applying for aid. ¹⁵⁰	Access
5. College Application Assistance	College application assistance involves assistance with navigating the college application process and may include identifying target, match, and safety colleges, and colleges in a student's neighborhood/region. ¹⁵¹	Access
6. Mentorship	Mentorship programs can take a variety of different forms, but usually involve a caring adult or peer that pairs up with a student and meets with them regularly. Mentors can provide social and academic support. ¹⁵²	Access, Preparedness
7. Counseling	College counselors “help young people figure out who they are and what they care about” and in the process, help young people with college admissions. College counseling is “educational, relational and process oriented.” ¹⁵³	Access, Preparedness

1. Literature Review of Key Summer Bridge Programs

STUDY AUTHORS (Year)	STUDY NAME	INTERVENTION DESCRIPTION	REGION (City, County, State, Nationwide, etc.)	SETTING (9-12th grade, 12th-college, 2 or 4-year college, etc.)	RESEARCH DESIGN (Experimental, Observational, Quasi-experimental)	STUDY SAMPLE (Low-income, Latinx, African American, etc.)	POSTSECONDARY OUTCOMES (college enrollment, college degree completion, etc.)
Schultz & Mueller (2006)	Effectiveness of programs to improve postsecondary education enrollment and success of underrepresented youth: A literature review	Upward Bound projects are required to provide instruction in laboratory science, mathematics, composition, literature, and foreign language. In addition, participants attend a six-week summer program, through which they receive intensive instructional preparation for college.	67 Upward Bound programs that were nationally representative	9-12th grade	Experimental	Low-income, first-generation students	College enrollment, continued enrollment
Renbarger & Long (2019)	Interventions for Postsecondary Success for Low-Income and High Potential Students: A Systematic Review	Summer program for gifted and talented students on a college campus. Students take classes and participate in recreational activities. They also receive an undergraduate mentor. Meta-analysis - original article from Kaul, Johnsen, Saxon, & Witte, 2016	Texas	4-12th grade	Observational	Low-income, high potential	General Academic Achievement, College Enrollment, Degree completion

1. Literature Review of Key Summer Bridge Programs Continued

STUDY AUTHORS (Year)	STUDY NAME	MAGNITUDE OF PROGRAM EFFECTS ON OUTCOME	STATISTICALLY SIGNIFICANT OUTCOME DIFFERENCES FOR INTERVENTION GROUP? (Yes/No)	COST OF PROGRAM OR COST OF INTERVENTION PER PERSON?	STUDY DOI/LINK
Schultz & Mueller (2006)	Effectiveness of programs to improve postsecondary education enrollment and success of underrepresented youth: A literature review	For students who met both eligibility criteria (low-income and first-generation), Upward Bound significantly increased enrollment at four-year colleges and universities from 43 percent to 50 percent.	Yes	The average cost per participant in fiscal year 2005 was \$4,712	https://www.wilder.org/sites/default/files/imports/No_rthstart_itReviewWithoutRI_Cf_11-06.pdf
Renbarger & Long (2019)	Interventions for Postsecondary Success for Low-Income and High Potential Students: A Systematic Review	Students participants reported feeling better prepared for higher education and broadened their career options. All respondents graduated high school and the majority had enrolled in higher education. Half of the respondents (n=89) above age 23 had earned a bachelor's degree, and five had enrolled in graduate schools.	No	N/A	https://doi.org/10.1177/1932202X19828744

2. Literature Review of Key Dual Enrollment/Dual Credit Programs

STUDY AUTHORS (Year)	STUDY NAME	INTERVENTION DESCRIPTION	REGION (City, County, State, Nationwide, etc.)	SETTING (9-12th grade, 12th-college, 2 or 4-year college, etc.)	RESEARCH DESIGN (Experimental, Observational, Quasi-experimental)	STUDY SAMPLE (Low-income, Latinx, African American, etc.)	POSTSECONDARY OUTCOMES (college enrollment, college degree completion, etc.)
Renbarger & Long (2019)	Interventions for Postsecondary Success for Low-Income and High Potential Students: A Systematic Review	This article examined how community college dual credit affected postsecondary enrollment and completion. Students were allowed to take college classes while in high school.	Illinois	9-12th grade	Quasi-Experimental	Low-income, students of color	College enrollment, College Degree Completion
An (2013)	The Impact of Dual Enrollment on College Degree Attainment: Do Low-SES Students Benefit	This article estimates the impact of dual enrollment on degree attainment.	Nationwide	8th grade-college	Quasi-Experimental	Low-income	College Degree Completion

2. Literature Review of Key Dual Enrollment/Dual Credit Programs Continued

STUDY AUTHORS (Year)	STUDY NAME	MAGNITUDE OF PROGRAM EFFECTS ON OUTCOME	STATISTICALLY SIGNIFICANT OUTCOME DIFFERENCES FOR INTERVENTION GROUP? (Yes/No)	COST OF PROGRAM OR COST OF INTERVENTION PER PERSON?	STUDY DOI/LINK
Renbarger & Long (2019)	Interventions for Postsecondary Success for Low-Income and High Potential Students: A Systematic Review	When matched on important covariates (i.e., GPA, ACT, etc.), dual credit students were 30% more likely to enroll in college than non-dual credit students. Low-income students in dual credit were 16% more likely to complete their college degrees compared to counterparts.	Yes	N/A	https://doi.org/10.1177/1932202X19828744
An (2013)	The Impact of Dual Enrollment on College Degree Attainment: Do Low-SES Students Benefit	Dual enrollment participation increases the probability of attaining any degree by 8% points and a bachelor's degree by 7% point. Additionally, the proportion of first-generation students who obtained any postsecondary degree is 8% higher if they participated in dual enrollment than not. Students who earned six college credits through dual enrollment (i.e., two courses) are 12% points more likely to attain a BA and 11% points more likely to earn any degree.	Yes	N/A	https://doi.org/10.3102/0162373712461933

3. Literature Review of Key “College-Going Culture” Interventions

STUDY AUTHORS (Year)	STUDY NAME	INTERVENTION DESCRIPTION	REGION (City, County, State, Nationwide, etc.)	SETTING (9-12th grade, 12th-college, 2 or 4-year college, etc.)	RESEARCH DESIGN (Experimental, Observational, Quasi-experimental)	STUDY SAMPLE (Low-income, Latinx, African American, etc.)	POSTSECONDARY OUTCOMES (college enrollment, college degree completion, etc.)
Dyce, Albold, & Long (2013)	Moving from College Aspiration to Attainment: Learning from One College Access Program	The intervention is a college access program based on academic enrichment, leadership development, and family involvement. Some students are eligible for the program, but are not in it yet; a survey is administered to get a sense as to how they prepare for college. The sample consists of 76 students and 75 parents, but only 55 applications were made to the program.	Southeastern United States	9th grade and families	Observational	First-generation, low-income, parents of high school students, minority students	College Enrollment
George-Jackson & Gast (2014)	The Impact of the Promise of Scholarship and Altering School Structure on College Plans, Preparation, and Enrollment	This article evaluates the Washington State Achiever (WSA) program, which is an intervention that offers scholarships, mentoring, and encourages school redesign to facilitate high school achievement and increase college enrollment (i.e. expanding college prep courses, creating small learning communities, etc.).	Washington	12th grade-college	Quasi-Experimental	Low and modest-income students	College Enrollment

3. Literature Review of Key “College-Going Culture” Interventions Continued

STUDY AUTHORS (Year)	STUDY NAME	MAGNITUDE OF PROGRAM EFFECTS ON OUTCOME	STATISTICALLY SIGNIFICANT OUTCOME DIFFERENCES FOR INTERVENTION GROUP? (Yes/No)	COST OF PROGRAM OR COST OF INTERVENTION PER PERSON?	STUDY DOI/LINK
Dyce, Albold, & Long (2013)	Moving from College Aspiration to Attainment: Learning from One College Access Program	The study saw no difference in perceived confidence in students' pre-college preparation between males and females. The study found that the person students most talk to about college is a family member. Their first discussion about college often happened in middle school.	No	N/A	https://www.jstor.org/stable/23351967
George-Jackson & Gast (2014)	The Impact of the Promise of Scholarship and Altering School Structure on College Plans, Preparation, and Enrollment	This study saw strong evidence of a program effect on 2 out of the 3 WSA high schools. In the last two years, high school #1 had about 45% of their students enroll in a four-year college compared to 33% of peers in non-WSA schools. For the most disadvantaged school (high school #3), after three years, they saw improvements in educational outcomes. There was no change in educational outcomes for high school #2.	Yes	N/A	https://doi.org/10.1016/j.ssr.2012.03.007

4. Literature Review of Key Financial Aid Programs

STUDY AUTHORS (Year)	STUDY NAME	INTERVENTION DESCRIPTION	REGION (City, County, State, Nationwide, etc.)	SETTING (9-12th grade, 12th- college, 2 or 4-year college, etc.)	RESEARCH DESIGN (Experimental, Observational, Quasi-experimental)	STUDY SAMPLE (Low-income, Latinx, African American, etc.)	POSTSECONDARY OUTCOMES (college enrollment, college degree completion, etc.)
Feeney & Heroff (2013)	Barriers to Need-Based Financial Aid: Predictors of Timely FAFSA Completion Among Low-Income Students	This study is an evaluation of the Illinois Monetary Award Program (MAP) grant program to understand the relationship between need-based financial aid and college enrollment outcomes.	Illinois	12th grade-college	Quasi-experimental	Low-income, First-generation	Financial Aid Program Participation
Bettinger et al. (2012)	The Role of Application Assistance and Information in College Decisions: Results from the H&R Block FAFSA Experiment	Low-income adults were offered assistance in filling out the FAFSA for either themselves or their children after completing tax preparation services at H&R Block. The FAFSA form was submitted on behalf of the participant or mailed to the participant's household to sign and send. Participants either received FAFSA assistance or received cost estimates for colleges near them.	Multi-State: Ohio, North Carolina	12th grade-college; adults enrolling in college	Experimental	Low-Income	College Enrollment, Financial Aid Program Participation, Continued enrollment

4. Literature Review of Key Financial Aid Programs Continued

STUDY AUTHORS (Year)	STUDY NAME	MAGNITUDE OF PROGRAM EFFECTS ON OUTCOME	STATISTICALLY SIGNIFICANT OUTCOME DIFFERENCES FOR INTERVENTION GROUP? (Yes/No)	COST OF PROGRAM OR COST OF INTERVENTION PER PERSON?	STUDY DOI/LINK
Feeney & Heroff (2013)	Barriers to Need-Based Financial Aid: Predictors of Timely FAFSA Completion Among Low-Income Students	72.4% of MAP-eligible students with an expected family contribution (EFC) greater than \$2,000 completed the FAFSA by March 15 or August 2 deadlines compared to 60% of MAP-eligible students with an EFC of zero. Being a first-generation student reduces the likelihood of completing the FAFSA by the priority deadline by a factor of .853 and decreases the likelihood of completing the FAFSA by the MAP cut-off date by a factor of .708. Lastly, high achieving students (Illinois state scholars) are significantly more likely to complete the FAFSA early and qualify for MAP.	Yes	N/A	https://files.eric.ed.gov/fulltext/EJ1018067.pdf
Bettinger et al. (2012)	The Role of Application Assistance and Information in College Decisions: Results from the H&R Block FAFSA Experiment	There was an 8% increase in college enrollment for high school seniors and recent high school graduates (i.e., dependents) and a 16% increase in enrollment for adults without prior college (i.e., independents). There was a 10.6% increase in college attendance and receiving Pell Grant for dependents, and a 3% increase for independents.	Yes	\$375 on average per dependent or \$3,826 on average per dependent induced to attend college, and approximately \$100 on average per independent or \$4,157 on average per independent induced to attend college.	https://doi.org/10.1093/qje/qjs017

5. Literature Review of Key College Application Assistance Programs

STUDY AUTHORS (Year)	STUDY NAME	INTERVENTION DESCRIPTION	REGION (City, County, State, Nationwide, etc.)	SETTING (9-12th grade, 12th-college, 2 or 4- year college, etc.)	RESEARCH DESIGN (Experimental, Observational, Quasi-experimental)	STUDY SAMPLE (Low-income, Latinx, African American, etc.)	POSTSECONDARY OUTCOMES (college enrollment, college degree completion, etc.)
Bettinger & Evans (2019)	College Guidance for All: A Randomized Experiment in Pre-College Advising	This intervention, Texas Advise, involves training recent college graduates to serve as college advisors. They offer direct support to students in the form of individual and group advising sessions, helping students through the college and financial aid application processes.	Texas	12th grade	Experimental	Low-income	College enrollment, Continued enrollment
Hyman (2019)	Can Light-Touch College-Going Interventions Make a Difference? Evidence from a Statewide Experiment in Michigan	Treated students were mailed a letter from the Michigan Department of Education encouraging them to consider applying to college and providing them with a web address containing information about the college and financial aid application process.	Michigan	9-12th grade	Experimental	High-achieving seniors, including 11th-grade students who scored at least the statewide median on the ACT college entrance exam, and low-income	College enrollment

5. Literature Review of Key College Application Assistance Programs Continued

STUDY AUTHORS (Year)	STUDY NAME	MAGNITUDE OF PROGRAM EFFECTS ON OUTCOME	STATISTICALLY SIGNIFICANT OUTCOME DIFFERENCES FOR INTERVENTION GROUP? (Yes/No)	COST OF PROGRAM OR COST OF INTERVENTION PER PERSON?	STUDY DOI/LINK
Bettinger & Evans (2019)	College Guidance for All: A Randomized Experiment in Pre-College Advising.	In the initial years, there was a statistically insignificant 1.1%-point increase in college enrollment at treatment schools. There were also small, positive, statistically insignificant results for college enrollment and persistence. However, there were positive effects at the margin of attendance, particularly for Hispanic students (3.4%-point increase in fall enrollment) and low-income students (2%-point increase in fall enrollment at 2-year colleges).	Yes	N/A	https://doi.org/10.1002/pam.22133
Hyman (2019)	Can Light-Touch College-Going Interventions Make a Difference? Evidence from a Statewide Experiment in Michigan	There is zero impact on college enrollment among the entire sample. However, economically disadvantaged students were 1.4% points, or nearly 2% points, more likely to enroll in college, driven by increased enrollment at four-year colleges.	Yes	\$0.50 per student	https://doi.org/10.1002/pam.22155

6. Literature Review of Key Mentorship Programs

STUDY AUTHORS (YEAR)	STUDY NAME	INTERVENTION DESCRIPTION	REGION (City, County, State, Nationwide, etc.)	SETTING (9-12th grade, 12th-college, 2 or 4-year college, etc.)	RESEARCH DESIGN (Experimental, Observational, Quasi experimental)	STUDY SAMPLE (Low-income, Latinx, African American, etc.)	POSTSECONDARY OUTCOMES (college enrollment, college degree completion, etc.)
Schultz & Mueller (2006)	Effectiveness of programs to improve postsecondary education enrollment and success of underrepresented youth: A literature review	Students are paired with volunteer adult mentors who meet with them monthly for five years, and mentors are supported by program staff.	Philadelphia	9th grade-college	Quasi-experimental	Low-income, students of color	College enrollment, Continued enrollment
Grossman & Tierney (1998)	Does Mentoring Work?: An Impact Study of the Big Brothers Big Sisters Program	This intervention involved random assignment evaluation on the Big Brothers Big Sisters Program. It concluded that a mentoring program that facilitates meaningful and long-lasting adult/youth relationships has a positive effect on the youth's lives.	Nationwide	Ages 10 to 16	Experimental	Majority disproportionately impacted students (71% African American, 18% Hispanic); majority receiving food stamps and cash public assistance	Mentorship leads to youth being less likely to start using illegal drugs and alcohol after the study period. The probability of resorting to violence decreases.

6. Literature Review of Key Mentorship Programs Continued

STUDY AUTHORS (Year)	STUDY NAME	MAGNITUDE OF PROGRAM EFFECTS ON OUTCOME	STATISTICALLY SIGNIFICANT OUTCOME DIFFERENCES FOR INTERVENTION GROUP? (Yes/No)	COST OF PROGRAM OR COST OF INTERVENTION PER PERSON?	STUDY DOI/LINK
Schultz & Mueller (2006)	Effectiveness of programs to improve postsecondary education enrollment and success of underrepresented youth: A literature review	There were differences between the experimental and control groups in both four-year (18% versus 5%) and two-year (19% versus 9%) college attendance.	Yes	\$3.68 gained for every \$1 spent. On average, the program cost \$10,600 per participant over the four years	https://www.wilder.org/sites/default/files/imports/NorthstarLitReviewWithoutRICF_11-06.pdf
Grossman & Tierney (1998)	Does Mentoring Work?: An Impact Study of the Big Brothers Big Sisters Program	Little Brothers and Little Sisters were less likely to start using drugs or alcohol, felt more competent about doing schoolwork, attended school more, got better grades, and had better relationships with their parents and peers than they would have had they not participated in the program. This study does not provide evidence that any type of mentoring works, but rather that mentoring programs that facilitate the types of relationships observed in the BBBS program work.	Yes, the text only discusses the impacts that are statistically significant at a minimum of a 90% level of confidence.	N/A	https://doi.org/10.1177/0193841X9802200304

7. Literature Review of Key Counseling Programs

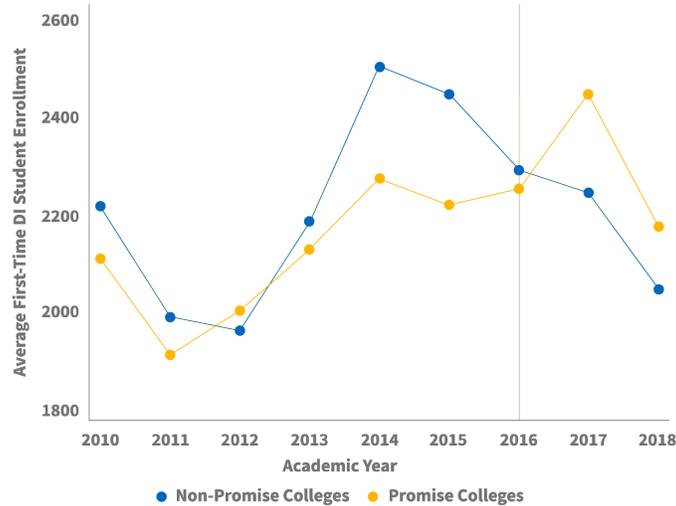
STUDY AUTHORS (Year)	STUDY NAME	INTERVENTION DESCRIPTION	REGION (City, County, State, Nationwide, etc.)	SETTING (9-12th grade, 12th-college, 2 or 4- year college, etc.)	RESEARCH DESIGN (Experimental, Observational, Quasi-experimental)	STUDY SAMPLE (Low-income, Latinx, African American, etc.)	POSTSECONDARY OUTCOMES (college enrollment, college degree completion, etc.)
Dunlop Velez, Erin	How Can High School Counseling Shape Students' Postsecondary Attendance?: Exploring the Relationship between the High School Counseling Context and Students' Subsequent Postsecondary Enrollment	This study looks at counseling services available to students across the nation. The study looks at the types of counseling available to students, including the proportion of counselors' time spent on college preparation and the different types of help offered by the school to aid students in selecting colleges and securing financial aid.	Nationwide	9-12th grade	Quasi-experimental	General	FAFSA completion, college enrollment, college completion
Ratledge, O'Donoghue, Cullinan & Camo-Biogralija (2019)	Interim Findings from the Detroit Promise Path Evaluation	Two-third of eligible students were randomly assigned to Detroit Promise Path, and one-third were assigned to a control group that only received a Promise scholarship. Those involved in Detroit Promise Path met with coaches and received financial incentives.	Detroit	High school graduates	Quasi-experimental	General	Increased enrollment rates and overall credit accumulation. Over a two-year follow-up period, the program had a positive impact on full-time enrollment as well.

7. Literature Review of Key Counseling Programs Continued

STUDY AUTHORS (Year)	STUDY NAME	MAGNITUDE OF PROGRAM EFFECTS ON OUTCOME	STATISTICALLY SIGNIFICANT OUTCOME DIFFERENCES FOR INTERVENTION GROUP? (Yes/No)	COST OF PROGRAM OR COST OF INTERVENTION PER PERSON?	STUDY DOI/LINK
Dunlop Velez, Erin	How Can High School Counseling Shape Students' Postsecondary Attendance?: Exploring the Relationship between the High School Counseling Context and Students' Subsequent Postsecondary Enrollment	Whether a student met one-on-one with a high school counselor to discuss college admissions or financial aid was related to the student's likelihood of completing a FAFSA, attending postsecondary education, and attending a bachelor's degree program. Several student characteristics that counselors may be able to influence were also related to students' postsecondary outcomes.	Yes (on some variables)	N/A	https://www.nacacnet.org/globalassets/documents/publications/research/hsls-phase-iii.pdf
Ratledge, O'Donoghue, Cullinan & Camo-Biogralija (2019)	Interim Findings from the Detroit Promise Path Evaluation	The intervention's estimated impact on full-time enrollment for the full study sample increases from 6% points in the first semester to about 10% points in the second semester. There was an estimated 14%-point increase in summer course enrollment during the first summer.	Yes. The impacts on academic outcomes are large and statistically significant. However, while findings in the second year are positive, not all are statistically significant, and the effect on credits earned is smaller. It is too early to conclude the effects in the second year of the study.	N/A	https://www.mdrc.org/sites/default/files/Detroit_Promise_Path_Report-Final_0.pdf

Appendix F: Program Evaluation Results

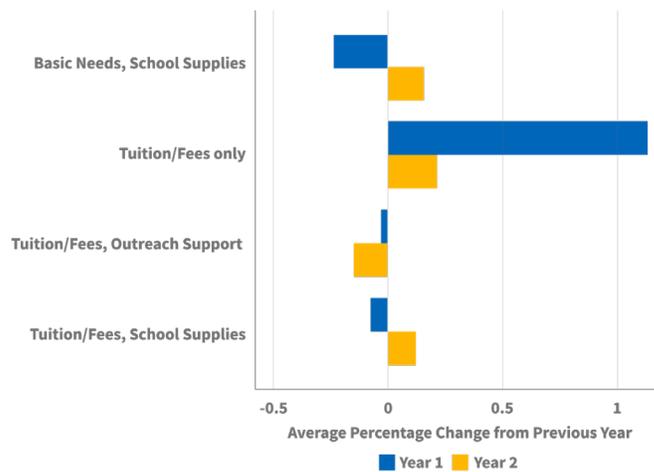
Average Disproportionately Impacted First-Time Student Enrollment Before and After College Promise Program Implementation



Notes:

1. Disproportionately Impacted (DI) Students include African American, Latinx, Native American/Alaskan American, and Pacific Islander/Native Hawaiian students, which are the racial/ethnic categories on the CCCCCO's Data Mart.
2. Only College Promise Programs implemented in 2016 are included in the 'Promise Colleges' group. The 'Non-Promise' Colleges group includes never implementers and 2019 Promise implementers.

Average Percentage Change in First-Time Students from Previous Year Enrollment by College Promise Program Type for Disproportionately Impacted Students



Notes:

1. Disproportionately Impacted (DI) Students include African American, Latinx, Native American/Alaskan American, and Pacific Islander/Native Hawaiian students, which are the racial/ethnic categories on the CCCCCO's Data Mart.
2. Only College Promise Programs implemented in 2016 and 2017 are included in this analysis.

Appendix G: Regression Results

Difference-in-Differences Impacts of California College Promise on First-Time Student Enrollment

	STUDENT ENROLLMENT (LEVEL)						LOG STUDENT ENROLLMENT					
	All Students			Disproportionately Impacted Students			All Students			Disproportionately Impacted Students		
Post Promise Time Period x Promise College (Treatment Effect)	397.7 (713.4)	397.7 (724.9)	397.7 (433.6)	206.2 (495.7)	206.2 (503.5)	206.2 (308.4)	0.10 (0.18)	0.10 (0.18)	0.10 (0.11)	0.17 (0.21)	0.17 (0.22)	0.17 (0.15)
Post Promise Time Period	-324.3 (571.5)	-690.2 (856.4)	-690.2 (475.9)	-23.2 (361.6)	-156.0 (573.4)	-156.0 (338.9)	-0.06 (0.14)	-0.11 (0.24)	-0.11 (0.15)	0.01 (0.15)	0.07 (0.27)	0.07 (0.17)
Promise College	-0.6 (426.7)	-0.6 (432.9)	-717.9 (398.3)	-110.0 (286.3)	-110.0 (290.2)	-112.1 (224.7)	0.14 (0.11)	0.14 (0.11)	0.09 (0.09)	-0.05 (0.14)	-0.05 (0.14)	0.15 (0.10)
Year Fixed Effects	No	No	No	No	No	No	No	Yes	Yes	No	Yes	Yes
Full Set of Controls	No	No	No	No	No	No	No	No	Yes	No	No	Yes
N (Colleges * Year)	198	198	198	198	198	198	198	198	198	198	198	198
N (Colleges)	22	22	22	22	22	22	22	22	22	22	22	22

Notes:

1. Robust Standard Errors in parenthesis.
2. Significance levels: *=10%, **=5%, ***=1%.
3. Disproportionately Impacted (DI) Students include African American, Latinx, Native American/Alaskan American, and Pacific Islander/Native Hawaiian students, which are the racial/ethnic categories on the CCCCCO's Data Mart.
4. The sample is defined as colleges who implemented College Promise in 2016 and colleges that never implemented College Promise and 2019 Promise implementers and excludes colleges that we do not have Promise program services data on.
5. Full Set of Controls refers to controlling for year fixed effects, promise program type, greater region (Southern, Central, and Northern California), and college size.

Appendix H: Policy Option Cost Estimates

Policy Option Cost Estimates per 100 students served per year

POLICY OPTION	LABOR		DIRECT MATERIALS		TOTAL COST	ASSUMPTIONS ¹⁵⁴
	Fixed Costs	Variable Costs	Fixed Costs	Variable Costs		
1		\$24,568			\$24,568	This option is assuming that we have a 10:1 student to peer mentor ratio, and that peer mentors would work 10 hours per week for 20 weeks of work in an academic year. Mentors would be paid \$15 per hour with the school being responsible for 50% of those wages, and the Federal work-study would cover the remaining amount. ¹⁵⁵ Two classified professional staff (\$76,547 salary, statewide average) from the financial aid office and student services would supervise and train students, which would require five combined hours per week from both staff members.
2		\$21,981			\$21,981	Over tax filing season, we assume that each VITA volunteer can serve 20 students. To supervise and train students, one tenured/tenure-track faculty advisor will spend 5 hours per week overseeing the VITA program (\$99,300 salary, statewide average). To assist the faculty advisor in doing training and supervision, as well as working on community partnership development and student outreach and recruiting, 1 classified professional staff from the financial aid office will devote 5 hours per week to the program (\$76,547 salary, statewide average).
3		\$45,058			\$45,058	For 2 terms in an academic year, students would be provided \$250 in vouchers for food, transportation, school supplies, or child support per term. Two classified professional staff (\$76,547 salary, statewide average), would work a combined 2.5 hours per week to supervise program support staff, develop a workshop curriculum, and lead workshops for students. Two classified support staff (\$61,095 salary, statewide average), would work 5 hours per week each to help coordinate workshops, invite speakers, and do student outreach and correspondence.
4	\$5,152	\$3,818			\$8,971	Building off of the CCCC's existing net price calculator tool, fixed costs of this policy option would include a one-time cost to develop the net price of college comparison tool for full-time and part-time college-bound students. One classified professional staff (\$76,547 salary, statewide average) from the financial aid office would spend 40 hours developing the tool (out of 2080 possible work hours in a year). In the same year, one professional staff member from financial aid (\$76,547 salary, statewide average) would spend 50 total hours to identify high school seniors interested in community college that receive Free and Reduced Lunch, send out mailed financial aid letters, develop partnerships with local educational agencies, and develop the estimated financial aid offer letters. In addition to the tool and outreach, one classified support staff in financial aid (100:1 student to staff ratio, \$61,095 salary, statewide average) would devote 2.5 hours per week to walk prospective and current students through potential financial aid offers and explain how financial aid works.
5		\$108,868		\$5,000	\$113,868	We assume that a program would have 4 CCAP courses with 25 students in each course. ¹⁵⁶ To teach the class, we would have 4 tenured/tenure-track faculty (\$99,300 salary, statewide average), each working 10 hours per week to develop courses, lecture, and grade. Textbooks would be \$100 per textbook for each student, and 50% of these costs would be paid for by the partnering high school. Instructional materials would be \$0 per student. To develop the CCAP program and oversee it, one classified professional staff member from student services (\$76,547 salary, statewide average salary) would devote 5 hours per week to the program.
6		\$521,860			\$521,860	This option assumes that there are 10 career and major clusters that students can choose from and there would be 10 students per cluster. For every 10 students in a cluster, there would be 1 support team with 4 members. Two classified professional staff members, one from the financial aid office and the other would be advising staff from student services (\$76,547 salary, statewide average). Both would spend a combined 10 hours per week to assist students with financial aid planning, provide individual advising support, and monitor and track student progress. Same as policy option 1, the student support team would include one peer mentor working 10 hours per week, 20 weeks an academic term for \$15 per hour. To coordinate and supervise the support team, a counselor (tenured/tenure-track faculty, \$99,300 salary, statewide average) would work 5 hours per week to monitor and track student progress, provide personalized counseling support, and connect students with other relevant student programs and opportunities.
7		\$675,786		\$5,000	\$680,786	We assume that the costs of this policy option are the sum of policy options 3, 5, and 6. We do not consider any synergies associated with combining these programs as part of the college pipeline.

Limitations of Policy Option Cost Estimates

A limitation with our cost estimates is that we do not have the actual cost of implementing the different policy options and only used statewide averages of salaries for faculty and staff. These averages may vary from district to district and across regions. We also make assumptions about the work hours for staff to complete necessary tasks. We erred on the side of being conservative and overestimated the number of work hours tasks would take, but they still required a significant number of assumptions. Additionally, we do not include opportunity costs of investing in other programs and only considered fixed costs to the extent that an intervention was a standalone product. We did not include costs associated with program development as part of fixed costs.

Appendix I: Policy Options Evidence Base

Policy Options Evidence Base Write-Up

Policy Option 1: Peer Mentorship through Work-Study

a. Administrator Interview Findings:

Administrators shared that peer mentorship can be an effective strategy. Students may be more willing to talk to a peer, and mentors can provide more frequent follow-up. Mentors have helped keep students engaged and reminded students about important deadlines or requirements.

b. Focus Group Findings:

In our focus groups, many students expressed how helpful it is to have access to someone who has experienced the same things they are facing now and were able to persevere and be successful. Not only can peer mentors be guides, but they can also help students find jobs on campus, as was the case at a central California community college.

c. Lit Review Findings:

The literature review has shown through several studies the benefits of peer mentorship. In one study, peer mentorship relationships raised college-going rates by 6% and 14.6% for women.¹⁵⁷

d. Existing Programs:

In our interviews, multiple colleges mentioned already having peer mentoring programs for College Promise students, but it was unclear whether they were funded through work-study.

Policy Option 2: Volunteer Financial Aid Filing Assistance

a. Administrator Interview Findings:

Administrators and financial aid directors explained that filling out the FAFSA or CADAA is a barrier for students as well as the verification process. The CCCs provide support through Cash for College events and other financial aid outreach efforts; however, they mentioned needing more capacity to provide these services.

b. Focus Group Findings:

As many students expressed, filling out their FAFSA or their CADAA was one of the biggest hurdles they faced. Due to the lack of access to their parents' information, misinformation from teachers, or the confusion of the questions, students expressed how unsure they were of being able to complete the application(s) without assistance. Multiple students from a southern California community college expressed how for them, "[the FAFSA] was the hardest thing in the world."¹⁵⁸

c. Lit Review Findings:

When low-income individuals received tax preparation help and a streamlined process to complete the FAFSA for themselves or their children, the combined assistance and information treatment substantially increased FAFSA submissions and, ultimately, the likelihood of college attendance, persistence, and aid receipt.¹⁵⁹

d. Existing Programs:

Some colleges already have a VITA program in place, but there is not currently a focus on tax preparation and filing assistance for FAFSA and CADAA.

Policy Option 3: Coupling Workshops to Incentives

a. Administrator Interview Findings:

A few colleges talked about offering workshops to students but found that there was low attendance. They are exploring ways to increase participation. One central California community college is currently partnering with MDRC to study the impact of providing incentives to students to increase engagement with support services.

b. Focus Group Findings:

Students at a central California community college explained how they are required to attend certain events at school to receive a school supplies gift card. However, they have found these events to be helpful, as they offer talks on college and career knowledge, such as time management and career exploration. Students from another central California community college also detailed a similar structure, sharing how many of the speakers were first-generation like them and relatable. Tying incentives to these workshops also addresses students' basic needs (e.g., food and transportation).

c. Lit Review Findings:

Through one evidence-based student services program, one group of students met with college coaches in the late summer before their first semester of college and were given incentives to attend coaching meetings in the form of a monthly gift card. The students who enrolled in this study showed increased persistence in school, full-time enrollment, and credit accumulation compared to the students who received the Promise scholarship alone.¹⁶⁰

Policy Option 4: Full-Time vs. Part-Time Net-Price Calculator

a. Administrator Interview Findings:

In the interviews, administrators and staff talked about the importance of students attending full-time for timely completion but also acknowledged that this is not a commitment all students can make. One staff member spoke about the importance of educating students on the implications of attending part-time on their financial aid and Promise program eligibility.

c. Lit Review Findings:

In the literature, there is some evidence that students, particularly low-income students, greatly overestimate the cost of college. For participants in one study, low-income students overestimated the average cost of college by 300%.¹⁶¹ But when provided accurate information on college costs and benefits, another study found that after being provided this information, high school students were more likely to aspire to attend college.¹⁶²

Policy Option 5: Targeted Dual Enrollment Program Expansion

a. Administrator Interview Findings/Existing Programs

One administrator described their CCAP program as “one of our largest initiatives to help support academic preparedness at the high school level.”¹⁶³ Their CCAP program is being aligned with their Promise program by building a college-going culture and guaranteeing enrollment to College Promise for CCAP participants. Another college described its highly successful dual enrollment partnerships. This college has partnerships with most of their local high schools, and approximately 8,000 students take dual enrollment courses.¹⁶⁴ Last year, this college saw 94 local high school students graduate with their high school diplomas and associate degrees for transfer due to their dual enrollment programs.¹⁶⁵

b. *Focus Group Findings:*

As students from both northern and central California community colleges expressed, their experience in dual or concurrent enrollment helped them get a better sense of what being in community college would look like and the level of rigor it entailed. This made their transition smoother in terms of classes since they knew what to expect.

c. *Lit Review Findings:*

Dual enrollment has significant benefits in boosting rates of college degree attainment for low-income students while holding weaker effects for peers from more affluent backgrounds.¹⁶⁶

Policy Option 6: Integrate a Case Management Model with Student Support Services

a. *Administrator Interview Findings:*

Multiple college administrators described the importance of providing case management services to students to ensure students are developing and meeting their educational goals, passing their classes, and receiving support to address any challenges. One staff member talked about the case management teams shifting to a more proactive approach to student services. Instead of addressing problems once students are on academic probation, providing services upfront and tailored to students' levels of need.¹⁶⁷ The multiple members of the case management teams work together to provide wraparound services, addressing students' academic, financial, and social needs.

b. *Focus Group Findings:*

Having assigned counselors has been beneficial to all students in our focus groups. They have expressed how this consistency makes them feel more comfortable and aware of what they ought to be doing. Their path is clear. Mandated check-ins have also been helpful, as these help students be on top of their grades and be held accountable.

c. *Lit Review Findings:*

"While important, a financial award alone is insufficient to promote college enrollment and attainment, especially for students from groups that are historically underrepresented in higher education. Promise programs should consider how to assist students with navigating their way into and through higher education, and the support services that may be offered before, during, and after students enter college."¹⁶⁸

d. *Existing Programs:*

One central California institution described their case management teams, which are divided by meta majors. They include a dedicated counselor, advisor, financial aid liaison, admission and records liaison, and a data coach. Counseling faculty teach student development classes, assist students with more complex counseling cases, such as students with personal or other major concerns, and answer more specialized questions related to transferring and picking courses. Advisors are classified staff that connect more frequently with students, guide them through the onboarding process, and help students pick out their classes. The additional team members provide support for applications, administrative and academic concerns, as well as pulling data to inform the work of the case management team.

Policy Option 7: Develop a College Pipeline, Integrating Promise and Existing Services

a. Administrator Interview Findings:

For some CCCs, College Promise has been the opportunity to integrate existing programs and services or build new structures to support students holistically. One community college district seized College Promise as an opportunity to increase collaboration with their K-12 districts, local government, and philanthropic partners and build out a college pipeline from early interventions to completion.¹⁶⁹ Multiple administrators spoke about the importance of College Promise not just being about “free community college,” but rather is an opportunity to support students with their educational goals.

b. Focus Group Findings in CCCs:

Students in CCCs, who have assigned counselors, and mandated check-ins, experienced outreach while in high school, have peer mentors, and receive some type of guidance when filling out their financial aid application expressed the benefit this has been for them. Not only are they on track to accomplish their educational goals, but they also have a support system and a community that keeps them motivated to persevere.

c. Lit Review Findings:

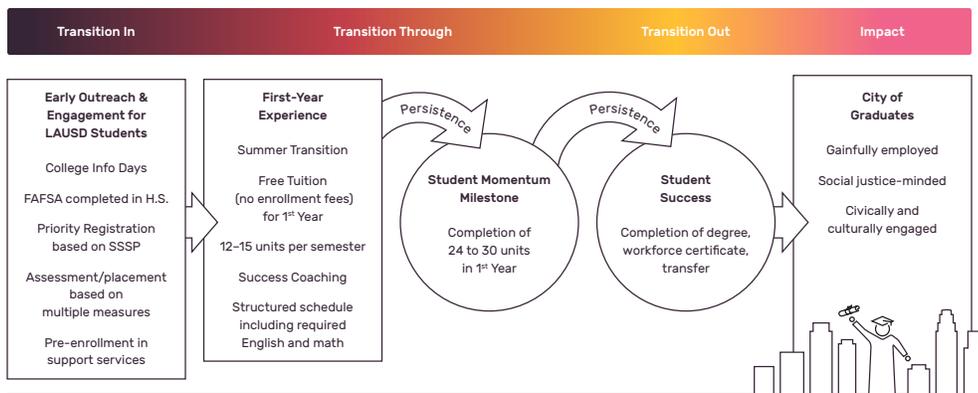
Early interventions before college are “important in effectively transitioning students to college, building a college-going culture,” and potentially increasing student success. College Promise programs should continue their outreach of students in elementary, middle, and high school.¹⁷⁰

d. Existing Programs:

College pipeline promise models already exist at some of the CCCs. The Los Angeles College Promise, for example, developed a conceptual model that details how College Promise students are supported in their transition in, transition through, transition out, and onto their area of impact (See Figure below). These college pipeline models have experienced significant gains, particularly with regards to enrollment and persistence. As an example from a northern California institution with a pipeline model, for their Fall 2018 inaugural cohort, 93% of Promise students persisted from fall to spring, 85% persisted onto the subsequent term, and 76% for the following term.¹⁷¹ They are projecting that 28% of their Fall 2018 cohort will complete within two years, which is double the graduation rate that their general, full-time student population.¹⁷²

Los Angeles College Promise Conceptual Model ¹⁷³

Los Angeles College Promise Conceptual Model

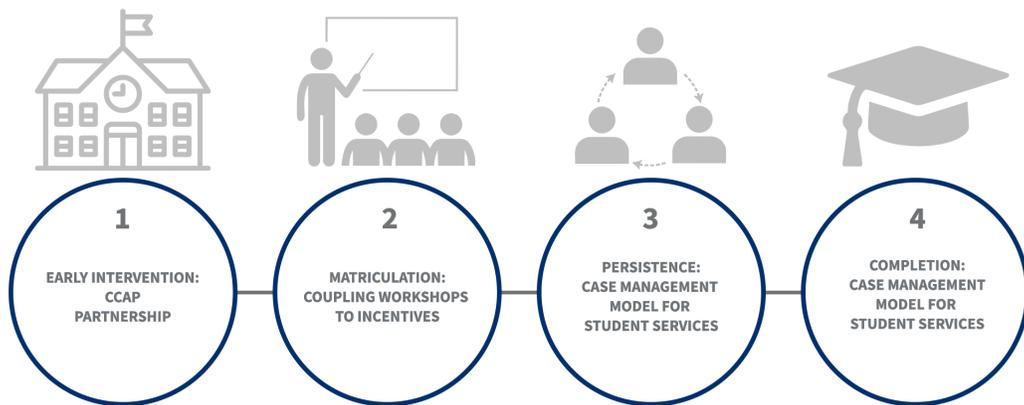


The Los Angeles College Promise will seamlessly transition graduating LAUSD students to full-time LACCD students. This will lead to increased college completion, enhanced social mobility and equity for Angelenos, and a more robust local economy.

LACOLLEGEPRIMISE.ORG



College Promise Pipeline



Appendix J: Criteria Evaluation Codebook

	LOW	MEDIUM	HIGH
Benefit	The policy option does not directly resolve students' educational goals, basic needs, and well-being.	The policy option addresses at least one of students' educational goals, basic needs, and well-being.	The policy option addresses most of students' educational goals, basic needs, and well-being.
Target	The policy option does not specifically benefit preparedness and access for disproportionately impacted students.	The policy option somewhat benefits preparedness or access for disproportionately impacted students, but not both.	The policy option mostly benefits preparedness and access for disproportionately impacted students.
Political Feasibility	The policy option addresses concerns for only one stakeholder group	The policy option addresses the interests of some stakeholders. For other stakeholders, this policy option presents minor conflicts that need to be resolved.	Policy option addresses concerns of stakeholders, including community college administrators, faculty, and staff, and the CCCCO.
Technical Feasibility	The policy option requires extensive investments in developing additional competencies, resources, or large structural adjustments.	The policy option may require some additional competencies, resources, or structural adjustments.	The policy option does not require extensive additional competencies, resources, or structural adjustments.
Cost	For small scale programs, the cost of this policy option is greater than 10% of the average AB 19 funding allocated to colleges. For large scale policy options, the cost of the option is 150% greater than the average AB 19 funding allocated to colleges.	For small scale policy options, the cost of the option is 5-10% of the average AB 19 funding allocated to colleges. For large scale policy options, the cost of the option is between 100-150% of the average AB 19 funding allocated to colleges. ¹⁷⁴	For small scale policy options, the cost of the option is less than 5% of the average AB 19 funding allocated to colleges. For large scale policy options, the cost of the option is less than the average AB 19 funding allocated to colleges.

Appendix K: Additional Recommendations for the CCCCCO

Facilitate the Sharing of Best Practices

In addition to recommending these interventions, the CCCCCO should facilitate more spaces for College Promise administrators to gather and share best practices being implemented at a small and large scale. The CCCCCO could host more webinars, regional gatherings for professional development, or a state-wide conference to share interventions that have proven to be successful and characteristics of interventions that have proven to be effective. The CCCCCO could also develop a website modeled after the Guided Pathways website and execute a targeted information campaign on best practices and resources to manage College Promise programs.¹⁷⁵

Rebranding College Promise and Clarifying Funding Uses

The CCCCCO should consider ways to publicize College Promise as a program that provides support on multiple levels, not limited to financial aid. College Promise was initially branded as a program that provides “free college.” However, as outlined in AB 19, the CCCs have flexibility in using their allocations to meet their students’ needs in ways besides providing two-year fee waivers for first-time, full-time students. College Promise funding should be used to achieve many goals, such as increasing the number and percentage of high school students who are prepared for and attend college directly from high school.

Provide Technical Assistance

The CCCs, particularly those building large-scale College Promise programs, expressed the desire for more technical assistance to maximize the use of current resources. Given these concerns, the CCCCCO could provide training and on-the-ground technical assistance to help the CCCs develop a clear vision and framework for their Promise programs, build financial partnerships with external stakeholders, and apply for grant funding. Additionally, the CCCCCO could develop a tool that teaches the colleges how to maximize the various funding streams available to build their College Promise programs.

Hold CCCs accountable

Even though AB 19 allows for much flexibility and does not monitor funding use, we recommend that the CCCCCO take measures to hold CCCs accountable with their College Promise funding uses. The CCCCCO can develop metrics to measure implementation of best practices and administer surveys on an annual basis to track these metrics to see if community colleges are using their College Promise funds in ways that best support students. The CCCCCO could also require that CCCs report what programs and services they are offering to College Promise students and how much AB 19 funding is being used to provide those offerings.

Appendix L: Focus Group & Administrator Interview Log

INFORMANT CATEGORY	INTERVIEW CODE	MEDIUM	LENGTH	DATE	PROGRAM TYPE
Northern California Community Colleges	NC1_NCP	Focus Group	0:58:07	01/23/2020	Tuition/Fee Waiver Only ¹⁷⁶
	NC2_NCP	Focus Group	0:51:43	01/24/2020	Tuition/Fee Waiver Plus ¹⁷⁷
	NC2_CP	Focus Group	0:57:40	01/24/2020	Tuition/Fee Waiver Plus
	NC1_AI	Administrator Interview	0:32:11	01/23/2020	Tuition/Fee Waiver Only
	NC2_AI	Administrator Interview	0:38:01	01/28/2020	Tuition/Fee Waiver Only
	NC3_AI	Administrator Interview	0:33:02	02/13/2020	Tuition/Fee Waiver Plus
	NC4_AI	Administrator Interview	1:15:40	01/24/2020	Tuition/Fee Waiver Plus
	NC5_AI	Administrator Interview	0:34:22	02/21/2020	Tuition/Fee Waiver Only
	NC6_AI	Administrator Interview	0:34:28	01/14/2020	Basic Needs/School Supplies and No Tuition/Fee Waiver for Non-CCPG ¹⁷⁸
	Central California Community Colleges	CC1_NCP	Focus Group	0:58:38	01/30/2020
CC1_CP		Focus Group	0:53:09	01/30/2020	Tuition/Fee Waiver Plus
CC2_NCP		Focus Group	0:56:28	02/13/2020	Tuition/Fee Waiver Only
CC2_CP		Focus Group	0:44:23	02/13/2020	Tuition/Fee Waiver Only
CC1_AI		Administrator Interview	0:49:13	01/30/2020	Tuition/Fee Waiver Plus
CC2_AI		Administrator Interview	0:44:20	01/31/2020	Tuition/Fee Waiver Only
CC3_AI		Administrator Interview	0:34:46	02/07/2020	Tuition/Fee Waiver Plus
CC4_AI		Administrator Interview	0:56:04	02/07/2020	Tuition/Fee Waiver Plus
Southern California Community Colleges	SC1_NCP	Focus Group	1:06:23	01/31/2020	Basic Needs/School Supplies/ /Outreach/Services and No Tuition/Fee Waiver for Non-CCPG
	SC1_CP	Focus Group	0:51:05	01/31/2020	Basic Needs/School Supplies/Outreach/Services and No Tuition/Fee Waiver for Non-CCPG
	SC2_NCP	Focus Group	0:37:40	02/28/2020	Tuition/Fee Waiver Plus
	SC2_CP	Focus Group	0:54:55	02/28/2020	Tuition/Fee Waiver Plus
	SC1_AI	Administrator Interview	1:12:16	12/5/2019	Basic Needs/School Supplies/Outreach/Services and No Tuition/Fee Waiver for Non-CCPG
	SC2_AI	Administrator Interview	1:32:27	01/16/2020	Tuition/Fee Waiver Plus
	SC3_AI	Administrator Interview	0:53:29	02/06/2020	Tuition/Fee Waiver Plus
	SC4_AI	Administrator Interview	1:21:23	12/12/2019	Tuition/Fee Waiver Plus
	SC5_AI	Administrator Interview	0:39:46	02/11/2020	Tuition/Fee Waiver Plus
	SC6_AI	Administrator Interview	0:48:21	01/21/2020	Tuition/Fee Waiver Plus

Appendix M: Bibliography

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- ²³ Note that this categorization of historically underrepresented students does not capture all groups of students that have been historically underrepresented in the higher education system. The groups in our list reflect groups that are available in the Chancellor's Office's Data Management Information System. We use Latinx to describe persons of Hispanic/Spanish/Latino origin. We use Native American to refer to people that are Native American or Alaskan Native.
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⁶² See Appendix B for the Administrator Interview Codebook.

⁶³ The 115th community college, Calbright College, was not sent a survey because they are an online college and do not participate in the College Promise Program (AB 19).

⁶⁴ Dual enrollment/dual credit programs allow high school students to take college courses and earn college credits while still attending high school. They are designed to increase college access and degree attainment.

Matriculation and outreach services can include for example CCC application assistance. Summer programming refers to activities held in the summer prior to a student’s first term in college. First-year experience classes are seminar classes for first-year students that aim to increase college success and support academic performance. Case management support can include for example assigned counselors and advisors for students.

⁶⁵ “Find What Works!,” What Works Clearinghouse, accessed March 18, 2020, <https://ies.ed.gov/ncee/wwc/>.

⁶⁶ In Appendix E, we demonstrate how we catalogued key evaluations of access and preparedness. We catalogued them based on criteria, such as intervention type and whether there were statistically significant outcomes.

⁶⁷ College Promise programs have been categorized along many different domains, including whether there is a residency requirement, whether the program offers support services, and whether financial aid is offered to those with limited financial means or those who meet academic achievement requirements.

⁶⁸ For this data analysis, we define students that are disproportionately impacted as students from the following racial and ethnic groups available on the CCCCO’s Data Mart: African American, Native American or Alaska Native, Latinx, Pacific Islander or Native Hawaiian.

⁶⁹ We did not include the 115th CCC, Calbright College, an online CCC launched in AY 2019-2020.

⁷⁰ “California College Promise Project.”

⁷¹ “California College Promise Project.”

⁷² When using a DID model, it is important to at least visually confirm that the outcome measure is trending similar in the treatment (College Promise program colleges) and non-treatment (non-College Promise program colleges) groups before the

treatment (College Promise program colleges) and non-treatment (non-College Promise program colleges) groups before the intervention is done. See Figure 4 and Appendix F to see that pre-intervention enrollment is trending similarly for treatment and non-treatment groups when our outcome measure is all students and also when it is only disproportionately impacted students.

⁷³ “California College Promise Project.”

⁷⁴ Community college size is broken out into 3 categories based on average full time equivalent enrollment between 2010-2018: small - <10,000, medium - 10,001 to 25,000, large - > 25,000. Enrollment numbers are from the Chancellor’s Office Data Mart. Regions are categorized into the northern California, central California, and southern California regions based on a community college region shapefile from the Chancellor’s Office. We use the community college region shapefile to group community colleges into 1 of 15 regions (Central, East Bay, Greater Sacramento, Inland Empire, Los Angeles, Mid Peninsula, Mother Lode, North Bay, Northern Coastal, Northern Inland, Orange County, San Diego & Imperial, Santa Cruz & Monterey, Silicon Valley, South Central) in ArcGIS. The San Diego & Imperial, Orange County, Inland Empire, and Los Angeles regions correspond to southern California. The Mother Lode, Central, South Central, and Santa Cruz & Monterey regions correspond to central California. And the Greater Sacramento, Mid Peninsula, North Bay, Northern Coastal, Northern Inland, and Silicon Valley regions correspond to northern California.

⁷⁵ Southern California Community College 5: Administrator Interview, interview by Irma Castañeda, Phone, February 11, 2020; Southern California Community College 3: Administrator Interview, interview by Irma Castañeda and Sam Lau, Phone, February 6, 2020.

⁷⁶ Southern California Community College 6: Administrator Interview, interview by Irma Castañeda, Phone, January 21, 2020.

⁷⁷ SC2_AI.

⁷⁸ Program types are based on College Promise funding uses for the 2018-2019 academic year.

⁷⁹ Nationwide, we see similar variation in College Promise program types, with some successful programs incorporating substantial financial assistance to students. See Appendix E for more detail.

⁸⁰ Santiago, Chiu, and McCarty, Community colleges: California College Promise.

⁸¹ We obtained this AB 19 allocation breakdown using data provided by the Chancellor’s Office.

⁸² Alyssa Ratledge et al., “A Path from Access to Success” (MDRC, April 2019), <https://www.mdrc.org/publication/path-access-success?fbclid=IwAR2e-S3nkzQ8cdzSuQDyhDM6J25yOay8QMEgHOEa-0Hj8VPjwTOkuKP6Fvo>.

⁸³ Ratledge et al.

⁸⁴ Ratledge et al.

⁸⁵ Meta majors refers to a collection of collections of academic majors that have related courses. Meta Majors cluster groups of degrees & certificates that are considered similar from a student’s perspective. “Benefits of Meta Majors & Guided Pathways,” Skyline College, accessed March 8, 2020, <http://skylinecollege.edu/meta-majors/metamajorbenefits.php>.

⁸⁶ Central California Community College 1: Non-College Promise Focus Group, interview by María Morales and Irma Castañeda, In-person, January 30, 2020.

⁸⁷ Northern California Community College 2: College Promise Focus Group, interview by Irma Castañeda, January 24, 2020.

⁸⁸ NC2_CP.

⁸⁹ Central California Community College 2: College Promise Focus Group, interview by Irma Castañeda, In-person, February 13, 2020.

⁹⁰ Northern California Community College 6: Administrator Interview, interview by Irma Castañeda, Phone, January 14, 2020.

⁹¹ NC6_AI.

⁹² SC3_AI; NC6_AI.

⁹³ NC6_AI.

⁹⁴ The administrator explained that because of a law known as the 50% law, the CCCs are required to use 50% of their funding for classroom instruction. Since counselors are faculty, their time spent teaching counseling courses are covered by the 50% law, but their one-on-one guidance activities are not. Thus, for some CCCs, counselors face limitations in providing the necessary amount of time for direct counseling support. Northern California Community College 3: Administrator Interview, interview by Irma Castañeda, Phone, February 13, 2020.

⁹⁵ SC3_AI.

⁹⁶ SC2_AI.

⁹⁷ California's Assembly Bill 540 allows access to in-state tuition rates for undocumented and other eligible students at California's public colleges and universities. Marco Antonio Firebaugh and Abel Maldonado, "Public Postsecondary Education: Exemption from Nonresident Tuition," Pub. L. No. AB 540, § Chapter 814, Education Code 68130.5 (2001), https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200120020AB540.

⁹⁸ SC2_AI.

⁹⁹ Northern California Community College 2: Administrator Interview, interview by Irma Castañeda, Phone, January 28, 2020.

¹⁰⁰ Central California Community College 2: Administrator Interview, interview by Irma Castañeda and Sam Lau, Phone, January 31, 2020.

¹⁰¹ Southern California Community College 4: Administrator Interview, interview by Irma Castañeda and María Morales, In-person, December 12, 2019.

¹⁰² SC1_AI; Central California Community College 1: Administrator Interview, interview by Irma Castañeda and María Morales, In-person, January 30, 2020; Central California Community College 3: Administrator Interview, interview by Irma Castañeda, Phone, February 7, 2020.

¹⁰³ SC1_AI; Northern California Community College 4: Administrator Interview, interview by Irma Castañeda and María Morales, In-person, January 24, 2020; SC2_AI; Northern California Community College 5: Administrator Interview, interview by Irma Castañeda, Phone, February 21, 2020.

¹⁰⁴ SC1_AI; SC2_AI; NC3_AI; NC4_AI.

¹⁰⁵ SC4_AI.

¹⁰⁶ In this analysis, disproportionately impacted students refer to African American, Latinx, Native American/Alaskan American, and Pacific Islander/Native Hawaiian students, which are the racial/ethnic categories on the CCCCCO's Data Mart.

¹⁰⁷ See Appendix G for detailed regression results. See Section 4d of the Methodology Section for more on how the data was constructed and the model specification.

¹⁰⁸ Same study sample as difference in difference analysis.

¹⁰⁹ See Appendix F.

¹¹⁰ This sample of colleges includes the same colleges as in the DID analysis, but also includes colleges that implemented the College Promise program in 2017. For these colleges, we have Year 1 and 2 impacts on first-time student enrollment.

¹¹¹ See Appendix F.

¹¹² Northern California Community College 2: Non-College Promise Focus Group, interview by María Morales, In-person, January 24, 2020.

Community College 2: Non-College Promise Focus Group, interview by María Morales, In-person, January 24, 2020.

¹¹³ NC2_NCP.

¹¹⁴ Northern California Community College 1: Non-College Promise Focus Group, interview by María Morales, In-person, January 23, 2020.

¹¹⁵ NC4_AI.

¹¹⁶ Southern California Community College 1: Non-College Promise Focus Group, interview by Irma Castañeda, In-person, January 31, 2020.

¹¹⁷ Central California Community College 1: College Promise Focus Group, interview by María Morales and Irma Castañeda, In-person, January 30, 2020.

¹¹⁸ California College Promise Survey - Option 1, SurveyGizmo, January 20, 2020, <https://www.surveymzmo.com/s3/5365855/California-College-Promise-Survey-Option-1>.

¹¹⁹ NC3_AI.

¹²⁰ “Federal Work-Study (FWS) Program,” U.S. Department of Education, April 17, 2014, <https://www2.ed.gov/programs/fws/index.html>.

¹²¹ “Site Coordinator Corner,” Internal Revenue Service, accessed February 15, 2020, <https://www.irs.gov/individuals/site-coordinator-corner>.

¹²² “Financial Aid Programs,” California Community Colleges Chancellor’s Office, accessed February 26, 2020, <https://www.cccco.edu/About-Us/Chancellors-Office/Divisions/Educational-Services-and-Support/Special-Populations/What-we-do/Student-Financial-Assistance-Programs/Financial-Aid-Programs>.

¹²³ Holden and Olsen, Public schools: College and Career Access Pathways partnerships.

¹²⁴ College knowledge includes the information necessary to navigate the path to college, and

A “college-going culture” is one in which “students find encouragement and help from multiple sources to prepare them with knowledge needed for college success.” Mary E. M. McKillip, Kelly E. Godfrey, and Anita Rawls, “Rules of Engagement: Building a College-Going Culture in an Urban School,” *Urban Education* 48, no. 4 (Ju): 529–56, <https://doi.org/10.1177/0042085912457163>.

¹²⁵ See the ‘College Promise’ section for the basis of these calculations.

¹²⁶ Benjamin L. Castleman and Lindsay C. Page, “Summer Nudging: Can Personalized Text Messages and Peer Mentor Outreach Increase College Going among Low-Income High School Graduates?,” *Journal of Economic Behavior & Organization* 115 (July 2015): 144–60, <https://doi.org/10.1016/j.jebo.2014.12.008>.

¹²⁷ Casey George-Jackson and Melanie Jones Gast, “Addressing Information Gaps: Disparities in Financial Awareness and Preparedness on the Road to College,” *Journal of Student Financial Aid* 44, no. 3 (January 30, 2015), <https://ir.library.louisville.edu/jsfa/vol44/iss3/3>.

¹²⁸ Eric P. Bettinger and Brent J. Evans, “College Guidance for All: A Randomized Experiment in Pre-College Advising,” *Journal of Policy Analysis and Management* 38, no. 3 (March 26, 2019): 579–99, <https://doi.org/10.1002/pam.22133>.

- ¹²⁹ Ratledge et al., “A Path from Access to Success.”
- ¹³⁰ Doug Shapiro et al., “Completing College: A National View of Student Completion Rates-Fall 2012 Cohort (Signature Report 16)” (National Student Clearinghouse Research Center, December 2018), <https://nscresearchcenter.org/wp-content/uploads/SignatureReport16.pdf>.
- ¹³¹ Steven W. Hemelt, Nathaniel L. Schwartz, and Susan M. Dynarski, “Dual-Credit Courses and the Road to College: Experimental Evidence from Tennessee,” *Journal of Policy Analysis and Management*, December 2019, pam.22180, <https://doi.org/10.1002/pam.22180>.
- ¹³² Brian P. An, “The Impact of Dual Enrollment on College Degree Attainment: Do Low-SES Students Benefit?,” *Educational Evaluation and Policy Analysis* 35, no. 1 (March 2013): 57–75, <https://doi.org/10.3102/0162373712461933>; Rachel Renbarger and Kody Long, “Interventions for Postsecondary Success for Low-Income and High-Potential Students: A Systematic Review,” *Journal of Advanced Academics* 30, no. 2 (May 2019): 178–202, <https://doi.org/10.1177/1932202X19828744>.
- ¹³³ Holden and Olsen, Public schools: College and Career Access Pathways partnerships.
- ¹³⁴ Linking High School and College: What’s next for Dual Enrollment in California? (EdSource, 2020), <https://edsources.org/broadcasts/linking-high-school-and-college-whats-next-for-dual-enrollment-in-california>; CC3_AI.
- ¹³⁵ It is important to note that while we evaluated small-scale and large-scale options together, two Tier 1 and two Tier 2 recommendations emerged, each tier with a small- and large-scale option.
- ¹³⁶ In terms of how the CCCCCO can better support CCCs with their College Promise programs, we have additional recommendations in Appendix K.
- ¹³⁷ Santiago, Chiu, and McCarty, Community colleges: California College Promise.
- ¹³⁸ Completion of 30 semester, or 45 quarter units per academic year, and 60 semester units or 90 quarter units in two years is the necessary number of units required to complete an associate’s degree or transfer to a four-year institution.
- ¹³⁹ Connie M. Leyva, “Postsecondary Education: California Community College Student Financial Aid Program,” Pub. L. No. SB 291, § Chapter 4, Education Code 70200 (2019), https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB291.
- ¹⁴⁰ Asian-Pacific Islander includes Hmong, Pakistan, China, Philippines, Palestine and Persia. Mixed-Race includes Hispanic/African-American, Hispanic/German, and Filipino/Spanish.
- ¹⁴¹ Second-generation refers to students whose parents attended a college or university and earned at least one bachelor's degree.
- ¹⁴² This question is meant to be indicative of students’ socioeconomic status and potentially CCPG eligibility. If answered “Yes,” the student is considered to be of low socioeconomic status. “School Meal Eligibility and Reimbursements,” Food Research & Action Center, accessed February 27, 2020, <https://frac.org/school-meal-eligibility-reimbursements>.
- ¹⁴³ Laura W. Perna and Elaine W. Leigh, “Understanding the Promise: A Typology of State and Local College Promise Programs,” *Educational Researcher* 47, no. 3 (April 2018): 155–80, <https://doi.org/10.3102/0013189X17742653>.
- ¹⁴⁴ Meredith Savary Billings, “Free College for All: The Impact of Promise Programs on College Access and Success” (Michigan, University of Michigan, 2018), https://deepblue.lib.umich.edu/bitstream/handle/2027.42/144101/msbill_1.pdf?sequence=1&is-Allowed=y; “College Promise Programs,” Penn Graduate School of Education, 2020, <https://www.ahead-penn.org/creating-knowledge/college-promise>.

¹⁴⁵ “10 Things You Need to Know,” The Kalamazoo Promise, accessed March 10, 2020, <https://www.kalamazoopromise.com/10things/10ThingsYouNeedtoKnow>.

¹⁴⁶ Billings considered the programmatic decisions of the College Promise programs and how they affected the students’ overall cost of college and their decision to enroll or stay in college. Billings incorporated four criteria to determine whether the scholarship benefits were “comprehensive” or “limited” in scope: 1) the type, number, and location of eligible postsecondary institutions, 2) whether the scholarship was either a first-dollar or last-collar design, 3) what expenses the scholarship could pay for; and 4) whether the maximum scholarship amount was indexed to tuition. Billings assigned each of the four criteria positive values representing “comprehensiveness” and negative values representing “limitedness.” “Promise programs with more ‘comprehensive’ benefits allowed students to use the promise scholarship at multiple institutions, couple the scholarship with federal and state grant aid to receive more money, and apply the scholarship dollars to the cost of attendance.” On the other hand, “Promise programs with ‘limited’ benefits allowed students to use the scholarship to pay for a portion of tuition at the local community college if the students were not eligible for federal or state grant aid.” Billings, “Free College for All: The Impact of Promise Programs on College Access and Success.”

¹⁴⁷ “Summer Bridge Programs,” What Works Clearinghouse, accessed February 17, 2020, <https://ies.ed.gov/ncee/wwc/Intervention/824>.

¹⁴⁸ “Dual Enrollment Programs,” What Works Clearinghouse, accessed February 17, 2020, <https://ies.ed.gov/ncee/wwc/Intervention/1043>.

¹⁴⁹ Mary E. M. McKillip, Kelly E. Godfrey, and Anita Rawls, “Rules of Engagement: Building a College-Going Culture in an Urban School,” *Urban Education* 48, no. 4 (Ju): 529–56, <https://doi.org/10.1177/0042085912457163>.

¹⁵⁰ Melissa Fries, “Financial Literacy Can Hold Key to College Success,” EdSource, April 10, 2018, <https://edsources.org/2018/financial-literacy-can-hold-key-to-college-success/594361>.

¹⁵¹ Bettinger and Evans, “College Guidance for All.”

¹⁵² Jennifer Lee Schultz and Dan Mueller, “Effectiveness of Programs to Improve Postsecondary Education Enrollment and Success of Underrepresented Youth: A Literature Review,” Literature review (Saint Paul, MN: Wilder Research, November 2006), https://www.wilder.org/sites/default/files/imports/NorthstarLitReviewWithoutRICF_11-06.pdf.

¹⁵³ Jim Jump, “Ethical College Admissions: Counseling vs. Coaching,” Inside Higher Ed, November 11, 2019, <https://www.insidehighered.com/admissions/views/2019/11/11/difference-between-college-counseling-and-college-coaching-increasingly>.

¹⁵⁴ Statewide average salaries are from: California Community Colleges Chancellor’s Office. “Report on Staffing for Fall 2018: Employee Category Salary Distribution by District.” Accessed February 26, 2020. http://employeedata.cccco.edu/avg_salary_18.pdf.

¹⁵⁵ “Federal Work-Study (FWS) Program.”

¹⁵⁶ Our CCAP policy option cost estimates are structured to include types of costs that the Santa Monica College CCAP agreement included (teacher, textbooks and instructional materials, program administration).

“College and Career Access Pathways: A Dual Enrollment Partnership Agreement 2016-2019” (Santa Monica College, n.d.), <https://www.smc.edu/ACG/Documents/Board%20of%20Trustees%20Meetings/CCAP%20Agreements.pdf>.

¹⁵⁷ Scott Carrell and Bruce Sacerdote, “Why Do College-Going Interventions Work?,” *American Economic Journal: Applied Economics* 9, no. 3 (July 2017): 124–51, <https://doi.org/10.1257/app.20150530>.

- ¹⁵⁸ Southern California Community College 2: College Promise Focus Group, interview by Yuri Han, In-person, February 28, 2020.
- ¹⁵⁹ Eric P. Bettinger et al., “The Role of Application Assistance and Information in College Decisions: Results from the H&R Block Fafsa Experiment*,” *The Quarterly Journal of Economics* 127, no. 3 (August 1, 2012): 1205–42, <https://doi.org/10.1093/qje/qjs017>.
- ¹⁶⁰ Ratledge et al., “A Path from Access to Success.”
- ¹⁶¹ Bettinger et al., “The Role of Application Assistance and Information in College Decisions.”
- ¹⁶² Philip Oreopoulos and Ryan Dunn, “Information and College Access: Evidence from a Randomized Field Experiment,” *The Scandinavian Journal of Economics* 115, no. 1 (2013): 3–26.
- ¹⁶³ SC6_AI.
- ¹⁶⁴ CC1_AI.
- ¹⁶⁵ CC1_AI.
- ¹⁶⁶ An, “The Impact of Dual Enrollment on College Degree Attainment.”
- ¹⁶⁷ SC4_AI.
- ¹⁶⁸ Laura W. Perna, “Delivering on the Promise: Structuring College Promise Programs to Promote Higher Education Attainment for Students from Underserved Groups” (Alliance for Higher Education and Democracy, University of Pennsylvania, October 2016).
- ¹⁶⁹ SC2_AI.
- ¹⁷⁰ Lizbeth Marquez, “Central Valley Promise: Creating a K-16 College and Career Pipeline for Central Valley Students” (Ed.D., California, California State University, 2019), <https://search.proquest.com/docview/2201915442/abstract/FE753608838E49F-0PQ/1>.
- ¹⁷¹ NC3_AI.
- ¹⁷² NC3_AI.
- ¹⁷³ These two conceptual models were included to serve as examples of Policy Option 7: Developing a College Pipeline by Integrating Promise and Existing Services; Los Angeles College Promise. “Los Angeles College Promise Conceptual Model,” September 15, 2016. <http://lacollegepromise.org/doc/091516-LACP-Conceptual-Model-v3a.pdf>.
- ¹⁷⁴ The reason for allowing the cost of a large scale program to be more than the average AB 19 funding allocation is that a more well-resourced college may have more resources to fund the policy option in addition to Promise AB 19 funding, such as foundational support and other institutional funding sources.
- ¹⁷⁵ “Guided Pathways.”
- ¹⁷⁶ Tuition/Fee Waiver Only refers to CCCs that only cover enrollment fees and/or campus-based fees.
- ¹⁷⁷ Tuition/Fee Waiver Plus refers to CCCs covering tuition and/or campus-based fees and providing additional benefits or services (e.g. school supplies, basic needs, outreach services).
- ¹⁷⁸ Tuition/Fees are not covered for non-California College Promise Grant (CCPG) students (i.e. higher income students), and instead the CCCs are using their funds for basic needs (e.g. food, transportation, etc.), school supplies (e.g. textbooks, laptops, etc.), outreach (e.g. college fairs or application workshops at local educational agencies), or student support services (e.g. counseling, financial aid assistance, etc.).



