**Enrollment Management Revisited Again: Post Pandemic**

2021-2022 Educational Policies Committee

Juan Arzola, College of the Sequoias (Chair)

Julie Clark, Merced College

Stephanie Curry, Reedley College

Christie Dam, Los Angeles Trade Tech

Maria Figueroa, MiraCosta College

Carlos Guerrero, Los Angeles City College

Chantal Lamourelle, Santa Ana College

Matais Pouncey, Vice President of Academic Affairs, Evergreen Valley College

With special thanks and acknowledgement of the authors of the 2009 Enrollment Management Paper. (Identified below in their 2009 roles)

2008-2009 Education Policies Committee

Jane Patton, Mission College (Chair)

Dolores Davison, Foothill College

Marilyn Eng, Citrus College

Karolyn Hanna, Santa Barbara City College

Michelle Grimes-Hillmen, Mount San Antonio College

Ian Walton, Mission College

Jannette Jackson, Vice President of Instruction, College of Alameda

Uriel Vasquez, Student, Orange Coast College

**Part I. Introduction**

In 2009, the Academic Senate for California Community Colleges (ASCCC) adopted a paper titled *Enrollment Management Revisited*, which sought to provide an updated, fresh perspective on enrollment management and to provide faculty with a detailed backdrop of the higher education landscape and empower faculty with “strategies to assist them as they participate in local enrollment management activities and policy development.”[[1]](#footnote-1)

It should go without saying that the current environment, post the 2020 Covid-19 Pandemic, that higher education finds itself operating in, both at national and state levels, reinforces the call to action made in the 2009 paper. So, while the basis of the 2009 paper remains relevant and useful for the ongoing and needed conversations on enrollment management and the role of faculty and academic senates in those discussions, there are important systemic and structural changes that directed faculty to pass a new resolution at the 2018 Fall Plenary Session.

F18 17.01 Guided Pathways, Strategic Enrollment Management, and Program Planning (Fall 2018)[[2]](#footnote-2)

Whereas, Previous resolutions and papers from the Academic Senate have encouraged faculty participation in curriculum development, program planning, enrollment management, and scheduling;

Whereas, California Community Colleges Guided Pathways is intended to create a sustainable framework for institutions to develop local implementations that serve the needs of all students in helping them identify and meet their educational goals;

Whereas, Availability of courses and programs in conjunction with the time and place they are offered represents key factors that directly impact the success of students; and

Whereas, Colleges have traditionally developed schedules by disciplines or departments in contrast to considerations across disciplines and across general education;

Resolved, That the Academic Senate for California Community Colleges urge local academic senates to review the faculty representation on enrollment management committees to ensure broad representation, program expertise, and general education expertise; and

Resolved, That the Academic Senate for California Community Colleges update the

paper Enrollment Management Revisited (2009) in light of the new Student-Centered Funding Formula, California Community Colleges Guided Pathways, and the implementation of AB 705 (Irwin, 2017) and bring the updated paper to the Spring 2020 Plenary Session for adoption.

This paper is a response to the fall 2018 resolution and aims to build on the still relevant information offered in the 2009 related to “strategies to assist them [faculty] as they participate in local enrollment management activities and policy development.” [[3]](#footnote-3) Hence, where appropriate, this paper version will identify sections from the 2009 paper that remain valid even in the current context.

Yet, the COVID-19 global pandemic led to significant changes in social life and the implications these changes have had on higher education demands a rethinking of enrollment management. In addition to the global pandemic crisis, the California community college system has undertaken important and needed systemic initiatives, such as Guided Pathways, Student-Centered Funding Formula, Vision for Success, College Promise, Expansion of Dual Enrollment, etc., that have resulted in structural changes that necessitate a strategic approach to enrollment management. Legislative priorities on equitable placement (AB 705 and AB 1705) and transfer (AB 928 and AB 1111) have current and future impact on enrollment management discussions. These systemic initiatives were already impacting enrollment and when combined with the unforeseen global pandemic, it became evident that conversations regarding enrollment management took on a much different tenor than that in 2009.

In 2009, the California community college system was beginning to feel the effects of the Great Recession. Much like 2009, our system is looking to navigate a challenging environment where recovery from loss of enrollment due to the global pandemic has been slow and painful. Yet, what has not changed is the charge leveled in the 2009 paper of “[w]hether in times of scarcity or abundance of student demand for courses, faculty must become involved in the development of enrollment management decisions that protect students’ access and nurture their success in the learning environment.”[[4]](#footnote-4) Again, this paper does not seek to supplant the 2009 paper; instead, this paper seeks to help build upon relevant information from that paper, but in the context of the second and third decades of the 21st century. It is with great hope that this paper will provide a source of knowledge and direction for local academic senates and those who participate in those enrollment management discussions on their campus.

**What is Enrollment Management in California’s Community Colleges?[[5]](#footnote-5)**

The historical discussions about enrollment management typically focuses on universities whose aim is to maximize or limit enrollment by selecting the “best” students in ways that seem foreign for California community colleges that remain as open-access institutions of higher education. When defining enrollment management for California’s community colleges, there are much broader educational factors that should guide faculty discussions with other constituent groups. The Role of Academic Senates in Enrollment Management (1999) quoted Michael G. Dolence as follows:

T*he term “Strategic Enrollment Management” (SEM) is a comprehensive process designed to help an institution achieve and maintain the optimum recruitment, retention, and graduation rates of students, where optimum is defined within the academic context of the institution. As such SEM is an institution-wide process that embraces virtually every aspect of an institution’s function and culture. (p. 4*)[[6]](#footnote-6)

It is important to note that this definition includes the words “within the academic context,” serving as a reminder that academic considerations (such as student access and success) are paramount in decisions. This definition also points out the goals of student retention and graduation rates. While those are appropriate goals, they are insufficient, for California’s community colleges fulfill multiple missions. An improved definition would make reference to students meeting all of their academic goals, whether they are certificates, degrees, career skills, transfer, basic skills, or enrichment.

The public universities in California have historically managed over- and under-enrollment by raising or lowering the academic standards for admission. Since community colleges are committed to open access, scheduling and course offerings have been used as the principal mechanisms for controlling or enhancing growth. It is clear that enrollment management increasingly is being utilized to address a broad range of college policy and processes including matriculation, onboarding, curriculum development, instructional delivery and style, and student support. All of these must be placed within the proper institutional context.

Local academic senates are in a position to frame and articulate the philosophical context of enrollment management from a faculty perspective. As such, the 1999 ASCCC paper defines the term as follows: *Enrollment management is a process by which students enrolled and class sections offered are coordinated to achieve maximum access and success for students. All enrollment management decisions must be made in the context of the local college mission and educational master plan in addition to fiscal and physical considerations* (emphasis added). (p. 3)[[7]](#footnote-7)

Several aspects of the 1999 statement above are worth highlighting here. First, the statement that “Local academic senates are in a position to frame and articulate the philosophical context of enrollment management from a faculty perspective” still serves as an important reminder to academic senates to ensure that the college’s enrollment policies are developed with faculty at the table and with their students foremost in mind as highlighted in the Guided Pathways framework. Academic senates should ask what their local enrollment management policies are and whether they reflect their academic senate’s philosophy. Does the local academic senate have such a philosophy? Does the college have an approved enrollment management policy? If the answer is “No” to either question, the academic senate should take the lead to accomplish these tasks.

Secondly, the 1999 definition continues to reflect a sound and still viable definition of what enrollment management should be in community colleges, with a focus both on access and student success. However, the interplay of these two factors poses a challenge: a college would not want a focus on access exclusively and encourage enrollment practices that hinder success and vice versa. For example, a program’s enrollment could increase and realize more “success” if there were no prerequisites required or success may increase if the college became more selective about whom it serves.

Enrollment management includes several components: 1) a philosophy, which informs 2) an enrollment management policy, 3) procedures and 4) the daily implementation practices. While the level of faculty participation in the procedures and implementation will vary across the state, academic senates should ensure they are at the front of the line in the development of a philosophy and policies for enrollment management.

A comprehensive enrollment management policy takes into account such things as the overall balance of the curricular offerings, department and program plans, the college’s mission and educational master plan, accreditation requirements, certificate and degree requirements, student needs and interests, the facilities (needs and availability), staffing, performance goals, program discontinuance and reduction policies, as well as new program development criteria. Enrollment management policies and practices need to take into account the multiple missions of the California community colleges while maintaining or increasing student access and student success. The underlying challenge, however, is how to make best use of resources without compromising effective educational practice.

As academic senates discuss enrollment management one of the first reviews should be about policies, does your college have a policy, does it need to be revised?. Below are several questions to ask as an academic senate.

Possible components to include in a policy discussions:

1. How does the enrollment management policy link to the college’s stated mission and the educational master plan? What is the relationship among other college committees and processes (e.g., budget and allocation committees, deans’ council, union) and the enrollment management processes? Does the college’s Program Discontinuance policy also have criteria for program reduction or should such criteria also be in a policy? Do policies also address program growth criteria?

2. What are the academic priorities for the college/district at this time and for the future (short term/ long term)? Do certain programs require additional resources and if so, for how long? What weight is given to factors such as past enrollment data versus courses needed for students to reach their many different goals?

3. In a multi-college district, does the enrollment management policy (as well as the processes or results) need to be the same at each campus/college? What local, district considerations or issues need to be considered and agreed upon? Can local decisions be made within some general guidelines? What does the bargained contract say?4. When new courses or programs are developed, should they automatically be given slots in the schedule? How do they fit into the overall offerings?

5. How can enrollment management committee members be encouraged to consider the overall needs of the students/college rather than only argue for their programs? How can we

prevent pitting faculty against faculty or departments against departments? Should committee members leave their department hats at the door and look at the big picture? If the faculty are not successful at that, does that decision contribute to administrators making enrollment management decisions without faculty present?What are the minimum class size policies? (This topic is also a union/collective bargaining issue). How is class size in Distance Education addressed? Would it be useful to consider something like the “The Break Even Calculator” which a union (CCA/CTE) developed to calculate the number of students needed in each class in order for the college to break even (in costs associated with teaching that class)? Another option is to provide flexibility within a department to offer small sections if others are larger and the overall numbers are sufficient.

6. If the college needs to increase or decrease enrollment, how will decisions be made? What is the process? What data will be used to make decisions? Is it acceptable to make across the board reductions (e.g., reduce all departments by 10%)? If not, how can appropriate (or necessary?) reductions be made? How might a policy prevent “cherry picking” programs to reduce?

7. How can the policy take into account the effect that will occur to student services when scheduling changes are made (e.g., weekend or off-site classes)?

8. How does the policy being created recognize the many variables that go into class section additions and subtractions? Can the guidelines address these variables and provide clear direction for both additions and subtractions?

9. How is a “balanced” schedule determined, with considerations to weekend/summer/night/weekday/ inter-session offerings as well as across programs and departments?

Academic senates will also want to have discussions about applied procedures related to established policies. Keep in mind the holistic support of students in these procedures, including taking into account the real life barriers students face.

Considerations for Enrollment Management Procedures (including scheduling)

1. What roles do the academic senate discipline faculty and faculty chairs play in the daily procedures of enrollment management?

2. If urgent decisions must be made about course offerings, how will they be made and by whom?

3. When classes are canceled, how are students immediately notified and by whom?

4. What are the criteria for opening additional sections when needed during the registration period? What is the waitlist procedure?

5. Whenever reductions are made, what criteria need to be considered (e.g., the impact on students’ meeting their goals, whether for basic skills, certificates, degrees etc) or eliminating the sections needed for a full-time load (which is also a union consideration)?

**Strategic Enrollment Management (SEM) in the California Community College System**

Over the past few years the California Community College system has evolved the idea of enrollment management to Strategic Enrollment Management (SEM)[[8]](#footnote-8). The SEM project was created in 2016 through the Institutional Effectiveness Partnership Initiative (IEPI) at the California Community College Chancellor's Office (CCCCO). Many of the California Community Colleges have been a part of the SEM program which includes multi-day academies and SEM coaches. The SEM project has also produced numerous guides and resources for colleges to reframe their enrollment management, which can be accessed through the CCCCO Vision Resource Center.[[9]](#footnote-9)

Resource document include guides on

● A Roadmap for Strategic Enrollment Management Planning

● Developing and Managing the Class Schedule

● High Impact Retention, Persistence and Success Practices for Strategic Enrollment Management

● Support Services for SEM

● Data Tools and Metrics for Strategic Enrollment Management

● Understanding and Calculating FTES and Efficiency

These documents show the need for holistic planning for strategic enrollment management that impacts all areas and roles of the college including all faculty instructional and non instructional. part-time or full- time, tenured or non-tenured. In the SEM framework identifies several Strategies and Practices that are essential.

1. Scheduling and Program Pathways- Clearly defining program pathways that lead to degree, certificate and or transfer aligned with student education planning

2. Support and Services- Proactive and integrated wrap around student academic and support services

3. Marketing and Communication- Marketing and communication strategies for targeted student groups and promote the educational value of the institution.

4. Outreach - Streamlined recruitment and admissions policies, process and practices

5. Success and Completion- Equitable focus on saleable strategies to improve student success and completion

6. Retention and Persistence-Focus on equitably improving course retention and persistence [[10]](#footnote-10)

One of the key elements of the SEM program is focus on enrollment management being aligned directly with the college's mission and other institutional planning processes and documents. [[11]](#footnote-11)This practice is aligned to Accrediting Commission for Community and Junior Colleges ACCJC accreditation’s mission centric policies and standards. SEM recommends that SEM planning is purposely aligned to the college decision making processes, that SEM goals are aligned to the mission and strategic planning goals and that it must be developed using a cross functional group, which includes the expertise of instruction and non-instructional faculty. “Since all areas of a college impact enrollment and outcomes, all constituent groups must be engaged and there must be good representation from staff in instructional and non-instructional units and departments”[[12]](#footnote-12) The SEM program recommends creating a cross functional planning group to support the operationalization of Strategic Enrollment Management.

*A Philosophy of Enrollment Management[[13]](#footnote-13)*

Policies and practices implementing enrollment management should be based on a clear philosophy of enrollment management, aligned to the college mission and created collegially.

There may be two broad ways to explain a philosophy of managing community college enrollment:

► Courses are selected and scheduled to meet students’ needs with an emphasis on the current students and ensuring their success and goal attainment, or

► Courses are offered to maximize apportionment, often with a focus on attracting new students.

While these two views are not mutually exclusive, they can compete with one another. The first philosophy echoes the theme in the 1999 enrollment management paper which is also a theme of this paper: putting students’ needs first, while the second perspective narrowly focuses on what is sometimes referred to as “chasing apportionment.” Faculty need to be ever vigilant to the motivations for enrollment management decisions, questioning whether maximizing apportionment should be the primary factor in enrollment management to the exclusion of other values.This focus supports the old adage that it is easier to keep students than to chase them.

Strategies for Local Discussions of Enrollment Management and Policy Development

The following suggestions can assist the academic senate and all faculty members who participate in enrollment management policies and procedures. There is not one “best practice” that would fit all colleges, because colleges are unique in their curricular offerings, student needs, committee structures and their local culture. These ideas presented are a smorgasbord from which to select the most appropriate for the local circumstances. These ideas also can be used to begin or advance any local conversation about enrollment management.

*Considerations for a Philosophy of Enrollment Management[[14]](#footnote-14)*

The academic senate might develop a statement of its philosophy about enrollment management, which could include such values as:

* A focus on student needs, access, success as well as the quality of programs and services;
* A recognition of the multiple missions of the college system and a commitment to the local balance of course offerings as determined through participatory governance;
* A commitment to using good qualitative and quantitative data to inform decisions;
* A recognition of fiscal and facilities realities;
* Compliance with regulations;
* A recognition that student retention, student persistence and student success are inherently linked and are key measures that can be used to evaluate effective enrollment management plans;
* A commitment to transparency, inclusiveness and collaboration

As colleges institutionalize a commitment to student success they may need to adjust what they offer, when and to whom. California’s community colleges take pride in their multiple missions, as well as enrichment and lifelong learning. These missions lay the foundation for determining the courses, programs and services provided. Yet if a college is not careful, one or more of its multiple missions may be compromised. For example, some people (both inside and outside the system) remain narrowly focused on the transfer mission—as if it were the only mission. Faculty need to be vigilant to behaviors that limit options for students and compromise fulfilling the locally-determined college mission.

An ASCCC Rostrum article reminded readers, “Just setting foot on campus changes the life of many of our most disadvantaged residents—whether they take a noncredit ESL class or a single class for their employment or a more structured program”[[15]](#footnote-15) The ASCCC is committed to multiple missions for California community colleges (Resolution 6.03 Fall 2004)[[16]](#footnote-16), and in order to preserve the multiple missions, colleges must provide a range of courses, although local colleges determine the balance of offerings that is appropriate for them and their community. And while periodically some people argue against the necessity of certain courses in the schedule, it is the local faculty who work directly with students that understand/recognize what the students need in order to complete their various goals: occupational preparation, skillsbuilding, general education, degree requirements, enrichment and transfer preparation.

Two of the recommendations in the 2001 paper Faculty Role in Planning and Budgeting not only speak to some fundamental principles for budget processes but also might be adapted to apply to enrollment management:

► The enrollment management philosophy, in an academic context, should be a bottom up process that trusts the expertise of faculty to determine what is needed to serve students most effectively.

► If the academic senate finds that existing enrollment management policy or processes are not providing students with an education of the highest possible quality, the academic senate should initiate appropriate changes to existing policy/processes.[[17]](#footnote-17)

These caveats can be used when academic senates (or committees) develop a local enrollment management philosophy statement, for the processes should be guided by a philosophy that the academic senate has developed either alone or in collaboration with other college constituents.

Title 5 §53200 establishes the academic senate’s roles, including responsibility for recommendations about academic and professional matters, curriculum, educational program development, standards and policies regarding student preparation and success as well as processes for planning and budget. It is the faculty who understand why students need a “general education;” they should determine the pedagogically appropriate class size, the course sequencing and the prerequisite courses. Even the task of preparing a class schedule requires the balance of principles and pragmatism and certainly needs faculty participation. Scheduling includes clarifying what students need, what they take, when they take the classes and which faculty members and facilities are available—all considered along with budgetary constraints and with meaningful faculty involvement.

**Part II. Enrollment Management: Data, Planning and Funding**

Enrollment management is a complex process that requires extensive data analysis, planning and dialog. This section of the paper will address data types and sources, alignment of enrollment management to college planning and priorities, and impact of the Student-Centered Funding Formula (SCFF). The Community College Chancellor's Office provides multiple data dashboards for colleges to track longitudinal data. The following graphs provide a picture of statewide community college enrollment trends that can be found through the Chancellor’s Office Data Mart. [[18]](#footnote-18)

Figure 1 Student enrollment 2017-2022 Headcount

Figure 2 Student enrollment 2017-2022 Credit FTE

Figure 3 Student enrollment 2017-202 Noncredit FET

Figure 4 Student ethnicity 2021-2022

Figure 4 Student age 2021-2022

Figure 1



The data on headcount shows a significant decrease in the number of individual students enrolling in California community colleges. There is a 19.99% decrease over 5 years. Many of these students were impacted by the Covid-19 pandemic which began in 2020 but data shows the decrease in enrollment was already beginning in 2018.

Figure 2



Similarly, there was a 18.37% decrease in credit Full Time Equivalent Students (FTES) over the past 5 years. Full-Time Equivalent Student (FTES) is defined as The equivalent of one student enrolled 15 hours per week for two 17.5 week semesters. This is how colleges measure enrollment and it is how system funding is determined and distributed. It assumes the student has 15 hours x 35 weeks = 525 hours of instruction in the academic year.[[19]](#footnote-19)

Figure 3



Noncredit enrollment was even more impacted due to the Covid-19 Pandemic, notably losing 48.75% of FTES over the past 5 years. with a significant 46.37% loss between 2019-2020 and 2020-2021. Since 2021 the number has started to inch higher.

Figure 4



This figure reports 2021-2022 California Community College student headcount disaggregated by race and ethnicity. in 2021-2022. Colleges can also look at longitudinal data on race and ethnicity to identify trends between/among race/ethnicities . Data in 2021 shows that Hispanic students are the largest student group in our system. It also shows that 4.15% of students identify as multiethnic.

Figure 5



This figure shows that most students in the California Community College system are under 25. Through Enrollment management colleges may want to identify opportunities to enroll older or non-traditional students.

These charts show some of the statewide enrollment trends in the five years, and illustrate a few of the variables that colleges should consider when planning their course offerings. Enrollment patterns are not static, and the students who enroll today do not share the same characteristics as those ten or twenty years ago. While the state level data are interesting, they alone are insufficient for local enrollment management decisions. Colleges/districts would benefit from looking at similar data about local student characteristics, including information about student course selections and enrollment patterns by academic programs, because if enrollment management policies do not take local student characteristics and trends into account, the planning is incomplete.

In addition to data on access it is important for enrollment management to look at data elements such as Retention, Success and Persistence.

Figure 6 is the California Community College (CCC) Student Success Rate for Fall 2022 disaggregated by Race.

Figure 7 is Fall 2022 California Community College Retention Rates by Ethnicity.

 Figure 6

Discussion on success data could center on the equity gaps seen in this data. Data shows that African American, Hispanic, Pacific islander and American Indian/Alaskan Native students have a lower class success rate. Those students may be more likely to not persist to the next semester.

Figure 7



This data illustrates a similar gap in retention rates for African American, American Indian/Alaskan Native, Hispanic and Pacific Islander Students.

Academic Senates should work with their institutional research colleagues to access and review these data points in the context of student success and strategic enrollment management.

*Importance of Data Disaggregation*

When reviewing data it is important to disaggregate data for a deeper dive. This supports colleges integration of Inclusion, Diversity, Equity. Anti-Racism and Accessibility (IDEAA) into enrollment plans. CCCCO and local data tools and dashboards provide opportunities to disaggregate data by multiple factors including by demographics, financial aid status and other impacts. This process encourages colleges to look at individual groups, identify specific needs and create targeted interventions. Disaggregated data can be used to identify Disproportionate Impact. The CCCCO has identified three approaches.

The 80% Rule: The 80% Rule helps answer the question, “Do any subgroup(s) achieve the desired outcome less than 80% of the time the highest achieving (reference) subgroup successfully achieves that outcome?”

The Proportionality Index (PI): The proportionality index helps answer the question, “If a subgroup of students represents 45% of the student body, does that same subgroup also represent at least 45% of the students who achieve the desired outcome?” Representation in the outcome group at a rate lower than their representation in the general student body may indicate disproportionate impact, depending on how large the observed difference is.

The Percentage Point Gap Index: The percentage point gap approach reflects the difference in percentage points between a given demographic group and the observed overall average (or mean) across all demographic groups (California Community Chancellor’s Office, 2015). The larger the difference, the more likely that such a difference is reflective of disproportionate impact. [[20]](#footnote-20)

 *Student Success Metrics and the Vision for Success*

### In addition to demographic data provided on Data Mart the CCCCO provides a dashboard of Student Success Metrics[[21]](#footnote-21) which focus on the students progression along their educational journey from access to completion. These data on retention and success are essential for conversations about enrollment management and keeping students enrolled at the college and completing their educational goals. These metrics align with the CCCCO Vision for Success goals.

 The Vision for Success goals include

1. Over 5 years, increase by at least 20% the number of California Community Colleges students annually who acquire associate degrees, credentials, certificates or specific skill sets that prepare them for an in-demand job
2. Over five years, increase by 35% the number of California Community College students transferring to a UC or CSU.
3. Over 5 years, decrease the average number of units accumulated by California Community College students earning associate degrees.
4. Over 5 years, increase the percent of exiting CTE students who report being employed in their field of study
5. Reduce equity gaps across all of the above measures through faster improvements among traditionally underrepresented student groups.
6. Over 5 years, reduce regional achievement gaps across all of the above measures through faster improvements among colleges located in regions with the lowest educational attainment of adults.[[22]](#footnote-22)

Per the CCCCO colleges were required to align their local goals with the Vision for Success

Sample enrollment management related Vision centric data includes metrics such as

* Applicants who enrolled in a California Community College
* Course Success Rate
* Completed Transfer-Level Math and English
* Persisted from Fall to Spring
* Earned 9+ Career Education Units
* Successfully Completed Semester Unit Thresholds in an Academic Year
* Transferred to a Four-Year Institution.

Data in the Student Success Metrics can be broken down by college, district and regions if colleges want to compare data. Data can also be disaggregated by Race/Ethnicity, Gender, Age, Financial Aid Status, Special Programs (DSPS, Veterans, Foster Youth), and First-Generation students.

*Program Review, Program Creation and Discontinuance*

A focus on systemic evaluation of this data can be incorporated into the colleges Program Review processes. A focus area of the 10+1, program review is a powerful tool for faculty to longitudinally review data, identify equity gaps, and propose new ideas. The ASCCC has resources including the 2009 paper *Program Review: Setting a Standard*[[23]](#footnote-23) that discusses the essential role of faculty in program review. Also aligned to the 10+1 are faculty driven processes in program creation and discontinuance[[24]](#footnote-24) should also include enrollment focused data. Due to the essential nature of this data to the work of the Academic Senate it is important that faculty and academic senates have easy access to live data. Academic Senates should work with local institutional research offices to set up access and support.

*Guided Pathways and Enrollment Management*

All of the California Community Colleges have adopted the Guided Pathways framework. While implementation of a scaled structural reform will look different ways at each college/district, there is one central goal for adopting the Guided Pathways framework: improving student success outcomes for all students and closing equity gaps for our racially minoritized students. The 2nd through 4th whereas of the adopted [fall 2018 resolution number 17.01](https://www.asccc.org/resolutions/guided-pathways-strategic-enrollment-management-and-program-planning)[[25]](#footnote-25) asserted the importance of faculty involvement and intentional strategic enrollment management approach:

Whereas, California Community Colleges Guided Pathways is intended to create a sustainable framework for institutions to develop local implementations that serve the needs of all students in helping them identify and meet their educational goals;

Whereas, Availability of courses and programs in conjunction with the time and place they are offered represents key factors that directly impact the success of students; and

Whereas, Colleges have traditionally developed schedules by disciplines or departments in contrast to considerations across disciplines and across general education;

The Guided Pathways framework is structured on four pillars: Clarify the Path, Enter the Path, Stay on the Path, and Ensure Students are Learning. At the heart of the structural reform is to redesign the student experience and close equity gaps to ensure all students are able to achieve their educational and career goals. For example, colleges are encouraged to break down silos, and coordinate across disciplines and programs. Within the Clarify the Path pillar, colleges have grouped programs of study and disciplines into similar career clusters or meta-majors to encourage interdisciplinary collaboration and community for both faculty and students.

Many colleges have developed some version of an Academic Map, which provides students a big picture view of their academic pathway, including general education and major program courses, milestones and other important information. If created with intentionality, these Academic Maps can serve not only the student, but the college’s enrollment management strategy. Courses are listed on the Academic Map term by term to indicate the preferred order of course taking, and hopefully the actual availability of required courses within each term. Course availability should not be a mystery to the student at any point in their journey at the institution, except in rare circumstances (e.g., sudden loss of the sole instructor that teaches a course). For that matter, course scheduling should not be a mystery for the counselors and other student service paraprofessionals that are helping students navigate educational planning and course scheduling. While Academic Maps are typically created between discipline faculty and counselors, tailored student education plans (SEPs) are created between students and counselors based on student goals and needs. Both of these instruments (academic maps and student education plans) are only as good as the availability, timing, and schedule of courses. Colleges should take the next steps to look at how students can achieve the goals of the map with current scheduling and offerings. Guided Pathways offers a systemic approach to enrollment management, one that requires structural reform that is coordinated and is student and equity focused.

Additionally, given that the emphasis of Guided Pathways is to eliminate racial equity gaps, understanding students’ needs is critical for success in scheduling. For example, a college may identify Latinx/Chicanx students as being disproportionately impacted in its STEM meta-major/pathway. Discipline faculty within the STEM meta-major/pathway may engage in collaborative program review, where data are reviewed and analyzed together. This type of collaboration may lead to both structural and also programmatic reform. The structural reform is where academic maps and scheduling patterns may reflect the needs of the Latinx/Chicanx student population, such as offering more evening courses or providing students with mentors. These types of changes would not only impact and improve outcomes for Latinx/Chicanx students, they would also be beneficial to others as well. Thus, scheduling becomes more dynamic and responsive to student’s actual needs: in this case, the needs of disproportionately impacted students within the STEM meta-major/pathway.

Non-traditional strategies geared to meet the needs of the diverse student populations at the college will need to be used in order to retain these student populations. The timing, modality, and the selection of courses need to be flexible. Online/hybrid course delivery, short-term courses, and stackable credentials that lead to careers, degrees, and transfer are essential to supporting student’s economic upward mobility. College Calendars and curriculum development processes need to be structurally responsive.

 *CCCCO Required College Specific Student Equity Plans*

Since the last ASCCC paper on Enrollment Management the CCCCO introduced a new Program called the Student Equity and Achievement Program (SEA)[[26]](#footnote-26). In 2018 this program was created by merging the funding for three previous initiatives: The Student Success and Support Program (SSSP), the Basic Skills Initiative (BSI) and Student Equity. Contingent to the funding of this initiative is the requirement for each college to have a Student Equity Plan. Colleges are required to review disaggregated data on success indicators including: Successful Enrollment, Completion of Transfer-Level Math and English, Persistence from Primary Term to Secondary Term, Completion and Transfer. Again these data align to the goals in the Vision for Success. . This disaggregated data is used to pinpoint disproportionately impacted student groups. The RP groups has created a resource on *Using Disproportionate Impact Methods to Identify Equity Gaps* (Revised 2022)[[27]](#footnote-27).

In the report they discuss the CCCCO definition of disproportionate impact.

 *According to the California Community Colleges Chancellor’s Office (CCCCO), disproportionate impact is a condition where some students’ access to key resources and supports and ultimately their academic success may be hampered by inequitable practices, policies and approaches to student support. Therefore, differences in educational outcomes between subgroups of students may suggest that one group has less access to support services, needs relatively greater support, and/or must address certain obstacles in order to attain those outcomes at rates comparable to their peers.”*

In multi-year Student Equity Plans colleges are required to review data and create action plans to address disproportionate impact. Work done in enrollment management should align and be informed by data and action planning in the college’s Student Equity Plans.

Environmental Scans

In addition to internal data analysis colleges should also use external environment scans to create a picture of enrollment trends. As stated before in this paper many factors impact enrollment. The economy causes shifts in enrollment, so does the number of students in the K-12 system. Potential External data elements could include

* Community Demographics (population size, projections, ethnicity, gender, age, education and income
* High School Pipeline ( graduation rates by county and school and number of those graduates who enroll in community college
* Economic Workforce Trends (labor market data, unemployment rates, job openings, projected growth)
* Competitive Landscape (competition of other public and private colleges)
* Technology (Innovations, new machinery, software or improved production processes)
* Community Views (advisory boards, community organizations or governments)[[28]](#footnote-28)

This data qualitative and quantitative should be reviewed as part of a comprehensive enrollment management process. Community College Funding and the Influence of Apportionment Methods on Enrollment Management.

*Enrollment Management and the Student-Centered Funding Formula (SCFF)*

Besides understanding how colleges receive apportionment, faculty involved in enrollment management would do well to consider how the economic health of the state affects funding for local districts. In the worst of times, the state reduces all funding to colleges, and sometimes funding is suddenly reduced in the middle of the academic year. There are many effects of funding reductions: colleges reduce their class offerings, part-time faculty are not re-hired, faculty may be pressured to increase class size beyond the agreed-upon and pedagogically-sound limits, students cannot get the classes they need (whether to complete certificates, degrees or transfer), the students with the most need for support (financial and personal) will not enroll or will drop out, colleges are denied growth funding and wind up providing classes and offering student services without remuneration/apportionment.

In difficult economic times, colleges sometimes have to hold a difficult dialog about what its core programs are, and which are more peripheral to the essential core of the college. Another consequence of state budget constraint is that during such periods, people suggest that the solution is to increase student fees, which in turn affects enrollment. The ASCCC has a long history that strongly opposes fee increases.

As California Community Colleges are primarily funded through FTES generation the links between enrollment management and funding is obvious. As colleges discuss changes in enrollment management the SCFF is the elephant in the room. It is important to acknowledge the current SCFF structure and its benefits and limitations when planning. Data from the SCFF areas of Base Allocation, Supplemental Allocation and Student Success Allocation should be part of discussion and planning.

The CCCCO defines these calculations

* base allocation, which largely reflects enrollment.
* A supplemental allocation based on the numbers of students receiving a College Promise Grant, students receiving a Pell Grant and students covered by AB 540.
* A student success allocation based on outcomes that include the number of students earning associate degrees and credit certificates, the number of students transferring to four-year colleges and universities, the number of students who complete transfer-level math and English within their first year, the number of students who complete nine or more career education units and the number of student who have attained the regional living wage.[[29]](#footnote-29)

These calculations do not take into account the real life experiences of students. Discussions of quantitative data points should be balanced out with a focus on student success and completion. Some courses may need to maximize enrollment while others can be lower enrolled to ensure student completion. Some courses may need to be scheduled at a specific time to meet student’s lives or in an online modality. This requires a holistic look at enrollment including input from faculty, staff, administrators and students.

SCFF calculations are also based on full-time students' equivalent. This does not take into account the reality of our students' lives. According to CCCCO Datamart in Fall 2022 only 26.63 of credit students are full time.[[30]](#footnote-30) Colleges should review their own data on full time to part time status to use for enrollment management. This coupled together with the increased focus on students' basic needs and its impact on students ability to attend college it is important to contextualize that data with the real lived experiences of students.

The three calculations of the SCFF have a significant effect on enrollment management. Data should be reviewed to maximize funding for colleges but within the framework of student equity, success and support. Scheduling or enrollment decisions should not be made solely to meet SCFF targets. Colleges should review data aligned to the SCFF in context to the mission equity data and qualitative data. Examples of SCFF funding factors include:

● FTES

● Number of students receiving a College Promise grant, Pell Grant or covered by AB 540.

● Number of students completing degrees and certificates

● Number of students transferring

● Number of students who complete transfer level math and English within their first year.

● Number of students who complete nine or more CTE units

● Number of students who have attained a regional living wage

Faculty can review data on these metrics through access to the CCCCO CalPassPlus Student Success Metrics webpage. Data can be reviewed by Statewide. Macroregion, Microregion, District or College. The webpage allows for longitudinal analysis over multi years and is able to be disaggregated by demographics, financial aid status and student programs, their offerings, and any increase in student fees or decrease in state allocations to colleges can have serious consequences for college programs and enrollment.

Given that some colleges have expanded their noncredit offerings recently, it is important to know that some noncredit enrollments are also funded via positive attendance, and many (not all) noncredit course sections are open-entry/open-exit. Colleges considering developing or expanding noncredit offerings or programs should think carefully about the students they wish to serve, the outcomes they hope to see those students achieve, and how the accounting method and scheduling approach employed might support or undermine the educational mission the college wishes to serve through noncredit offerings.

As faculty participate in the enrollment management, whether as academic senators, department chairs or in budget and planning committees, they will benefit from understanding how colleges are funded, because others who work on enrollment management will certainly have that awareness. Academic Senates might consider various professional learning opportunities on campus about apportionment methods along with administrators, so that all parties have the same information.

**Part III. The Roles of Constituent Groups in Enrollment Management**

While this paper and the previous one underscore the need for faculty participation, enrollment management should be a collaborative endeavor. Faculty members are partners with administrators whose job descriptions often include policy implementation and oversight of enrollment. In addition, the collective bargaining group will negotiate and be responsible for any policy changes that affect working conditions and compensation. The experience, perspectives and wisdom of all parties will ultimately result in the best decisions for students and the institution. This section is primarily the same as the 2009 paper as it reiterates the important role of faculty and the collaborative nature of enrollment management.

Enrollment management should be viewed as a college wide priority with leadership and support from all areas of the college. Often enrollment management is not well understood and plans and activities are relegated to a small segment of the institution. It is critical that all those involved in enrollment planning are knowledgeable and receive training through in-service activities. For example, a college might hold professional learning/development opportunities or workshops about apportionment for all constituents. Like a college’s master plan and strategic plan, an enrollment management plan with a mission, vision, and goals should be developed collaboratively, and its themes might include such values as inclusiveness, collaboration, and transparency.

While almost every constituent on campus is affected by factors of student enrollment, this section will summarize some of the primary players and their principal roles.

*Faculty Roles Through the Academic Senate and Elsewhere*

Faculty members can play an assortment of roles in enrollment management, certainly as academic senators, in their positions as department or division chairs, in their departments, when they write a program review self-study or work on educational master planning, as well as when they serve on college and district participatory governance committees or represent faculty interests through their union work. Because at some colleges, faculty have not had the opportunity to sufficiently participate in enrollment management policy-making and implementation, this section will frame the rationale for faculty involvement as they help shape the enrollment strategies that best suit their students.

The academic senate is the official voice of faculty in academic and professional matters , and as such, should take the faculty lead in enrollment management policy discussions. Title 5 and Education Code both codify a rationale for faculty participation vis `a vis the academic senate in identifying and prioritizing course offerings. At the core, the curriculum that is offered is an academic and professional matter, which falls to the academic senate. Education Code §70902 states “The Governing Board shall … ensure … the right of the Academic Senates to assume primary responsibility for making recommendations in the areas of curriculum and academic standards.” Determining which courses to offer, what the pedagogical requirements are and the best format for courses is certainly part of what is meant by the term “curriculum,” because curriculum must be more than a course outline.

Title 5 §53200 defines the local senate, “Academic Senate means an organization whose primary function is to make recommendations with respect to academic and professional matters.” A number of the so-called “10 + 1 areas of faculty responsibility” can be used to demonstrate the need for faculty involvement when determining curricular offerings, including: curriculum and prerequisites; processes for planning and budget; processes for program review; policies for student preparation and success; and the “Plus 1”—Other academic and professional matters as mutually agreed upon. Local policies should spell out any additional roles (the “plus 1”) for academic senates in all aspects of governance including enrollment management. Although the specific enrollment management responsibilities of deans, department chairs and faculty members in each department may vary from college to college, what is universal is the need for academic senates to review their policies and consider whether their rights, responsibilities, and roles are correctly clarified in policies and procedures. This paper provides an array of strategies and suggestions for the local deliberations.

While no one would dispute that curriculum is part of the “10+1” areas of academic senate responsibility under Title 5, some might not understand that this should mean more than writing course outlines. Faculty are the academic experts. The academic senate not only recommends curriculum (through their curriculum committees) but it also makes recommendations regarding degree and certificate requirements. Academic Senates, or faculty members in their departments, participate in developing and conducting program reviews; they set standards and policies for student preparation and student success, establish pre-requisites and they know the needs of the workplace for occupational programs and the needs of universities for students who transfer. Therefore, the faculty must be major participants in setting the academic directions for the college, including enrollment management and scheduling policies.

When developing an enrollment management philosophy statement or policy, senates should be certain to include diverse faculty, whose points of view will enrich and improve the decisions. The diversity of representation should include ethnic/language/cultural diversity as well as a mixture of disciplines from across campus. In addition, any policy that is developed or process that is implemented should recognize the important role played by faculty in student services, who can provide a unique perspective. For example, counselors meet with a variety of students with a myriad of needs on a daily basis, so they hear which courses were unavailable, which sections were closed or canceled, the prerequisites that were oversubscribed, the registration system that failed or the courses in the catalog that never make it to the schedule. Counselors are experts in understanding student characteristics and are sensitive to scheduling challenges faced by students with jobs or family care responsibilities. They tend to be more up to date on the graduation and transfer requirements, and they know where there are holes in the class schedule. As academic senates develop a philosophy statement or participate in developing a college policy for enrollment management, they should ensure there is full participation of faculty in student services areas.

**Administrative Roles**

College deans and vice presidents as well as other college and district administrators may have the task of managing enrollment in their job description. While job descriptions vary by position and district, it is typically part of their job to ensure that there is adequate oversight so the college’s resources are “spent” on academic offerings and student support services that advance the broader goals of student access and success. Simultaneously, administrators may experience pressure to increase productivity, and this pressure could be in opposition with academic senate values when setting enrollment goals.

The leadership function of administrators in enrollment management is most critical, for administrators are in a position to encourage and support constituent participation in planning as well as to ensure policies are implemented. Ideally, they work collaboratively with the academic senate and with other faculty who participate in day-to-day decisions (e.g., department/division chairs). The most effective administrators know that the participation of all constituents is not only wise but also best for the students and the institution. They are alert to prevent occasions that bypass or circumvent participatory governance processes and ensure full participation.

Administrators are in a different position from most faculty members. Because they are not attached to specific departments, administrators should be able to provide a wider lens view of the needs of multiple programs. However, it might be argued that a strong enrollment management committee that includes representatives from multiple groups with a broad range of interests including academic senate or union appointees with administrators is also able to have a wider perspective, provided there is a spirit of sharing information and collaborating. For example, members would remind others that there needs to be a balance (though it may not be 50/50) of day/evening; short length and full-term classes; DE and traditional classes as well as classes that meet at various times of day. A well-functioning committee working with administrators could develop the broad perspective needed while simultaneously presenting the real-world perspectives such as “that class cannot be scheduled in that room because it doesn’t have space for students to work in groups, which is a teaching strategy that program depends upon.”

An important function of administrators is to ensure that enrollment decisions are informed by robust data; they can ensure that the most current, relevant information is made available to all parties involved, for when all parties have the best and the same information, everyone learns and grows together and the best decisions can be made. When information is withheld or not widely distributed, not only are decisions compromised, but also the opportunity for making use of everyone’s best judgment is sacrificed.

At some colleges the class schedule is developed solely by administrators, while at others it is developed in concert with faculty or even by the faculty in their departments or divisions alone. Local academic senates and administrators, along with the collective bargaining unit will determine the structure and the role of faculty that fits local needs best, but should know that the way it is done at their colleges is not the only way it is done.

At some colleges, faculty who serve as department or division chairs have duties similar to those of deans elsewhere, and they carry some responsibility for managing the enrollment in their area or perhaps more broadly, across the college. Both deans and faculty chairs should work with the department faculty to meet institutional goals, not just meet the needs of the departments they represent. In these cases, an ideal model would be one where there are shared values such as: inclusiveness, openness, sharing information, a focus on the needs of the many as well as the few, a climate of trust and the commitment to do the best for the students as well as the institution.

Administrators and academic senates should ensure the college has established guidelines for decision-making. If not codified by collective bargaining unit agreements, local policies should clarify the processes for when a course should be canceled, what minimum enrollment levels are for new courses or first offerings, how courses in a sequence are handled, especially if they have been traditionally low-enrolled; what the dates are for notifying faculty of their assignments, and what the process is for the reduction or discontinuance of courses/programs. Although the role of faculty in curriculum matters is established in Title 5, enrollment management issues such as those identified above become problematic if there have been no prior discussions and agreement between faculty and administration.

**Collective Bargaining Unit’s Role**

Academic Senates and collective bargaining units have an important role to play in enrollment management, especially in areas such as class size, staffing, academic calendar, teaching schedules, compensation and other workload issues. In addition, when there are increasing demands for “productivity” (and when it translates to increased class size), this translates into more work for the same pay, which is clearly a union issue. Whenever discussions include working conditions and compensation (including teaching load), they become issues for the union. Title 5§53204 says, “Decision-making policies and implementation cannot detract from negotiated agreements on wages and working conditions. “ The 1999 paper pointed out, “Enrollment management plans should include the input of the two faculty entities that best represent the interests of all faculty-the local academic senate and the local collective bargaining agent” (p.8)[[31]](#footnote-31) Because that paper effectively enumerated the areas where colleges should be sure to involve the collective bargaining agent, they are not repeated here. Academic senates can set a tone of collaboration particularly in areas where there is an overlap of senate and union interests. Please see the ASCCC 1996 paper, Developing a Model for Effective Senate-Union Relations.[[32]](#footnote-32)

If enrollment management decisions reduce a program to such a degree that a full-time faculty member’s full load is affected, the collective bargaining unit will be involved. As indicated previously, colleges should have a program discontinuance policy. The Academic Senate’s 1998 paper Program Discontinuance: A Faculty Perspective provides the background. In addition, senates working with unions should ensure that there is a policy that guides program reduction criteria.

*College and District Enrollment Management Committees*

Some colleges and districts have special committees that focus on enrollment management while elsewhere, decisions are made in other standing committees. In a worst-case scenario, decisions are made by a few individuals in isolation. At the end of this paper are suggestions that can serve as conversation-starters for enrollment management committees. The Academic Senate’s 2001 paper, The Faculty Role in Planning and Budgeting[[33]](#footnote-33) provides suggestions that can be useful to enrollment management committees. In addition, there is another document that was developed jointly by the ASCCC and the Community College League of California (CCLC) called Participating Effectively in District and College Governance[[34]](#footnote-34), which poses questions and suggests answers to some of the challenges of participatory governance. Both resources are on the ASCCC website.

When there is not a dedicated committee, colleges might consider if they should institute one or whether another standing committee can be modified to ensure appropriate constituent participation and transparency. As is the case with other participatory governance committees, whenever academic and professional matters are determined in an enrollment management committee, (e.g., class size as it relates to pedagogy or the effect of how many hours a class meets in a day on student learning) the academic senate has primacy. If the committee membership includes many constituent groups, then academic and professional decisions should not fall to majority rule, but rather fall to the academic senate and its representatives. When there is an overlap in roles, the two groups should collaborate (see Developing A Model for Effective Senate/Union Relations).

Developing sound enrollment management policies and collaborative processes in a multi-college district can be especially challenging. Do policies allow each college to attempt to maximize efficiency and potentially distort the development of sound enrollment management principles at one college in order to remain “competitive” with others in the district? Does the district exert authority over the scheduling of online sections, which potentially attract students from throughout the district (and beyond) and which have the potential to harm enrollment in face to face sections at neighboring colleges? How might the enrollment management philosophy at one college skew funding in a multi-college district? If one college chooses to develop a number of expensive programs, are other colleges in the district held to pedagogically unsound enrollment management goals in order to fund a sibling campus? This is especially dangerous if the district has not developed a clear resource allocation model. If enrollment management is a challenge for single college districts, it is even more so for multi-college districts, and especially those where constituents do not have effective methods for collaborating across college boundaries.

*The Roles of Students and Staff*

Many college governance committees have seats for staff members and students to ensure that their concerns and ideas inform the group recommendations. In the case of enrollment management, the effects on students and staff can be great, for example, when scheduling the hours that staff members work in labs, or when class cancellation criteria are established.

Title 5 §51023.5 says that colleges must “Provide staff opportunity to participate effectively in district and college governance,” especially those “that have or will have a significant effect on staff,” such as changing the academic calendar. For example, the staff in areas such as the Admissions and Records department clearly are affected by enrollment management decisions.

Title 5 §51023.7 lays out the ten areas that pertain to students’ roles in participatory governance. While they do not have the same recommending authority reserved for academic senates, the colleges (and especially the academic senate) should ensure they provide opportunity for student participation. Title 5 says, the “Governing board [should] adopt policies and procedures that provide students opportunity to participate effectively in district and college governance, formulation and development policies and procedures and processes for jointly developing recommendations that have or will have a significant effect on students.” It also indicates that the “Board shall not take action on a matter having a significant effect on students until recommendations and positions by students are given every reasonable consideration” (Title 5 §51023.7).

Title 5 lists the areas that can have “significant effect” on students. Those that are relevant to enrollment management policies might include the following: courses or programs which should be initiated or discontinued; student services planning and development; and any other district and college policy, procedure or related matter that the district governing board determines will have a significant effect on students (Title 5 §51023.7).

When an academic senate develops a philosophy statement or participates in a college’s enrollment management policy development, they should ensure that students and staff have an opportunity to offer their perspectives and concerns.

*The Role of the “Silent Constituents”*

In addition to the obvious constituent groups involved in enrollment management, there are other factors in our colleges that can have an effect on which courses are offered or which sections are most/least subscribed; however, instead of being people, they are things. These other factors act as a kind of “silent constituent”, exerting influence over enrollment practices. The following are some examples of “silent constituents.”

The software applications that a college employs, such as Colleague, Banner or People Soft, can influence class enrollment patterns and procedures such as prerequisite enforcement, registration procedures, and maintaining wait-lists. Sometimes it may feel that technology inappropriately drives academic decisions, some have likened software applications to the “character,” HAL in the film 2001: A Space Odyssey—the computer that takes over the humans’ control of the spaceship. College processes and student needs should drive software not software limitations driving college processes. The primary concern that faculty raise is that some “off the shelf ” programs with cookie cutter approaches are often not ready to do what the local college needs and the cost to modify the programming is often out of reach. As a result, the choices that faculty, administrators and staff make about enrollment procedures may never be implemented. For example, at some colleges, when registration is only available online, it can affect who registers and selectively reduces access.

On the positive side, some of the benefits of such computer programs are that registration may be more transparent to the users: faculty and staff can quickly view real-time enrollment data such as class size to enroll students efficiently and make changes as needed. As is the case with the relationship between budget and planning (and which should drive which), enrollment planning, scheduling, and registration should be driven by academic priorities rather than exclusively the limitations of technology.

There are other “silent constituents” which may affect enrollment management. The course requirements of transfer institutions have a powerful influence over college offerings, and the end of term dates of local high schools can influence the college calendar. Such things as early printing deadlines for schedules and catalogs can limit some flexibility to be responsive in offerings and in the college’s ability to deliver curriculum needed by the community/workplace. Some courses require specialized facilities, complicating the scheduling process. Sometimes, faculty complain that they receive local, regional or statewide data which are inaccurate or incomplete. This can occur because the college has no researcher or the workload is too big for one person. While they do not blame the researchers, faculty do indicate that the inability to access the information they require hinders making the best academic decisions. All of these factors can be seen as a sort of “silent constituent,” influencing enrollment management. The most effective policies and procedures will consider the human and non-human constituents that determine course offerings.

*Developing SEM Purpose/Guiding Principles and Plan*

As noted above enrollment management discussions should include multiple constituencies. Recommended work of this cross-constituent dialog is to create Enrollment Management Purpose/Guiding Principles. Creating a common understanding and purpose for an effort like enrollment management is important for systemic change. The SEM project offers as a best practice the idea of a purpose/guiding principles statement for the project. [1] Starting with the purpose will help facilitate the planning process, center the committee on shared understanding and help prioritize goals and recommendations. Discussions in the committee may become personal and impact members areas or departments. Having an established shared goal and purpose may help in navigating these difficult conversations. The college's purpose/guiding principles enrollment management statement should be shared across the campus and used to support professional learning. These purpose/guiding principles should also be aligned with already established college missions or goals.

Once the committee/group has established and shared its purpose/guiding principles colleges may choose to create a Strategic Enrollment Plan. This plan should be integrated with all other college planning documents and review cycles.

Areas of the plan may include

* Defined enrollment goals and objectives (aligned to broader mission,strategic goals and plans for budget fluctuations)
* Identified data elements including internal and external scans (quantitative and qualitative data)
* Action Plan with identified roles and timelines
* Method and defined cycle of plan assessment

Once developed this plan should be shared widely and approved through locally defined participatory governance processes, including review and approval of the local academic senate. This planning document aligns with #10 in the ASCCC 10+1- Processes for institutional planning and budget development.

**Part IV. Putting the 10+1 into Action through Strategic Enrollment Management**

Academic Senates play a key role in curricular areas that align with enrollment management. Still relevant to today's discussions, this section is an updated repeat of the 2009 paper.

*Curriculum, Scheduling and Course Sequencing*

California’s community colleges face tremendous challenges, even in the best of times. Consider these realities: colleges have multiple missions, a widely diverse student population with a huge variance of needs and goals; the funding is a fraction of that of the universities; colleges do not know what the funding will be from year to year; the communities and the workplace have ever-changing needs to which educators strive to adapt, and all the while the colleges remain open access. The balancing act that colleges must do several times a year in creating a class schedule is daunting. (And with the trend towards “year-round” colleges, this will continue to be a challenge). Deciding how many sections of a given course should be offered in the next term as weighed against all the other courses in the college requires a well- informed and very collaborative team.

Within the structure of every community college there are different but related ongoing activities that contribute to course planning and ultimately the enrollment management decisions: the educational master plan, program review, department/division/unit plans, the budget allocation policy, a strategic plan, college mission statement, and accreditation requirements/plans. Yet finding a way to weave all of these documents/ plans/activities together within the college processes and committee structures should benefit all. Of course, the most expedient method to conduct enrollment management is autocratic or a top-down approach. The fewer the people involved in the decisions, the simpler! But given that curriculum is the most important function of a college and given that the curriculum is an area of faculty purview, all policies for determining which courses are offered must be made with the faculty front and center.

A committee that is considering its balance of curriculum might start with a pie chart to represent the college’s overall curriculum offerings. If the pie represents all the course/section offerings in a given term, and the pieces show the percentage of courses offered in each department, division or program, how the pie is divided each academic term represents the implementation of the current enrollment management policy. In the absence of an overarching academic philosophy for enrollment management and guidelines for determining where sections should be added or deleted, enrollment management occurs haphazardly. If a college wants to successfully define what a “balance” is and then find appropriate strategies to create the balance, it requires the participation of many groups and may call for a break with the status quo practices. Colleges will make the best decisions with current data.

*Course Delivery Modes, Compressed Calendars and Alternate Scheduling*

The way some instruction is delivered and the length of the academic terms have evolved since 1999 and the changes affect enrollment management decisions. Today, many more college classes are taught via distance education (DE). According to the Chancellor’s Office, in 2007-08 there were nearly 200,000 more full time equivalent students (FTES) in DE than in 1998-99.1

DE has moved beyond correspondence and television courses to various formats where instruction may be fully online, or delivered in hybrid forms where students must attend in-person class meetings and complete work online. The trend towards offering more DE classes may ameliorate demands for classroom space, but requires alternative institutional resources in the form of faculty training and support for both faculty and students. Space constraints may lead to pressures to offer more courses via DE in the absence of adequate resources. Per Title 5, courses must only be taught via DE after appropriate curriculum approval processes are followed, and all institutional policies related to DE should ensure that the needed resources, including faculty training, are in place. Only discipline faculty (working through their curriculum committee processes) should determine whether or not a course should be offered via DE.

Once discipline faculty decide a course is suitable for DE and it has received the necessary approvals in the curriculum committee, the question of how many sections to offer arises. Such decisions should be informed by the enrollment management philosophy, perceived student demand, historical enrollment data, and the availability of qualified faculty not only prepared with the minimum qualifications but also prepared to teach in the DE mode. Such decisions should not be solely driven by faculty load considerations or the need for classroom space. It is unfortunate that in some cases staffing and scheduling decisions are made without the appropriate considerations and not always for the best pedagogical reasons.

Faculty need to conduct serious discussions to optimize the effectiveness of DE offerings. They should ask such questions as: Is it appropriate to offer basic skills sections online? Is the goal simply filling class slots rather than being concerned about success or persistence to the next term or next course in the discipline? Are first-time students prepared for distance education studies? Do large sections of DE courses ensure the same effectiveness as traditional class sizes or delivery methods? In the case of class size, Title 5 §55208 says,

The number of students assigned to any one course section offered by distance education shall be determined by and be consistent with other district procedures related to faculty assignment. Procedures for determining the number of students assigned to a course section offered in whole or in part by distance education may include a review by the curriculum committee established pursuant to §55002(a)(1).

ASCCC resources (e.g., resolutions, papers and Rostrum articles) can inform faculty about the factors that should influence decisions about DE course offerings; we recommend faculty share those resources with their department colleagues and deans. For example, see the February 2006 Rostrum article, “An Ounce of Prevention is Worth a Pound of Cure: Getting Ahead of the Enrollment Chase in Distance Education.”[[35]](#footnote-35) Additionally, colleges can research the retention and success rates of students enrolled in DE by going to the Data Mart on the Chancellor’s Office website.[[36]](#footnote-36)

Another change in instructional delivery mode is the increase in offering courses within learning communities, which are defined as follows: *In higher education, curricular learning communities are classes that are linked or clustered during an academic term, often around an interdisciplinary theme, and enroll a common cohort of students[[37]](#footnote-37).* A variety of approaches are used to build these learning communities, with all intended to restructure the students’ time, credit, and learning experiences to build community among students, between students and their teachers, and among faculty members and disciplines.… The three general types 1) student Cohorts/ Integrative Seminar, 2) Linked Courses/Course Clusters 3) Coordinated Study. [[38]](#footnote-38)

Scheduling learning communities requires special consideration. Factors such as whether students are required to enroll in multiple courses (co-requisites), which classrooms will be used, and whether the faculty plans to attend their colleague’s class meetings will need to be considered in the scheduling and room allocation process. While learning communities require resources and logistical considerations, if the college is committed to providing them, the challenges can be overcome. Given that learning communities are a recommended method for working with basic skills learners, and given that research suggests they lead to better retention, success and persistence, more colleges are deciding to schedule them. However, in times of budgetary challenges, there may be pressure to eliminate learning communities, particularly if there are any added costs. Once again, the faculty must advocate that academic considerations be a driver of policies.

*Academic Calendars and Course Length*

In addition to an increase in distance education offerings, many more colleges today are operating under a compressed calendar, so the semester that once was 18 weeks is now 15 or 16 weeks long. As local academic senates have deliberated about whether or not to compress their terms, the most important factors they discussed were the effects on learning, student success and support services. Academic Senates in consultation with collective bargaining units have contemplated such questions as these:

► Would learning, retention, success and persistence be enhanced or harmed? (See Bangasser’s Rostrum article, What Can We Say about the Impact of Compressed Calendars and Courses on Student Success). Ideally, a college would try to track or evaluate effects of any implemented calendar change, if possible.

► Would students learn certain course material as well in programs such as foreign language, mathematics or nursing if the classes met for fewer days per week and per term and for more minutes in each session or fewer overall minutes? Would students learn some coursework better in a shortened term? Is there sufficient time for completing homework?

► How can the effects on learning be determined—whether they are positive or negative?

► Is local research being considered that supports the efficacy of alternative models?

► How does the calendar under consideration compare with other local educational calendars (schools, colleges and universities) and will enrollment be affected (in either direction)?

Colleges on compressed or alternate calendars have also had to determine whether to hold an inter-session. If so, how long should the term be? Which courses would or would not be suitable, and which students are best suited to accelerated curriculum? For example, can the typical community college student master the lessons in a 3-, 4-, or 5- unit course that is compressed into three or four weeks? If the goal of having an inter- session is to increase annual enrollment, does an inter-session actually increase the numbers or merely shift them from a regular term to the inter-session? (The same question is often asked about summer sessions). Who decides which courses can be “accelerated” without sacrificing quality and quantity of material covered and learned? Academic senates, guided by discipline faculty, must first address questions such as these, and their conclusions can then be used to inform the collective bargaining related to academic calendars.

Today, because of these alternate calendars at many colleges, decisions about which courses to offer, how many sections, and how to schedule classes now must be considered in that new light, making the class schedule determinations much more complex than in the past.

Besides the fact that many colleges have moved to a compressed calendar, the last decade has also seen more variety in the scheduling of classes. For example, many classes that used to meet MWF for an hour now meet twice a week; more classes meet on weekends or one night a week, and more sections are offered in condensed time frames. The length of a term for individual sections is another important variable that affects enrollment management determinations, and many colleges are scheduling “fast track” or accelerated classes.

The ASCCC has more than a dozen resolutions with cautions about compressed academic calendars or individual classes offered in a short timeline; a few of the positions taken in resolutions are excerpted below:

► 13.04 F01[[39]](#footnote-39): “Resolved the Academic Senate for California Community Colleges urge local senates to take a leading role in any decision to adopt compressed and/or alternative calendars since the decision will impact the student learning experience.”

► 9.02 S02[[40]](#footnote-40): Resolved, That the Academic Senate reaffirm the role of faculty, through its curriculum committees, in developing and modifying all courses;

Resolved, That the Academic Senate urge local curriculum committees to exercise their Title 5-mandated responsibilities and to be especially diligent when making decisions regarding format, method of delivery, and related matters (e.g., compressed formats and distance education)…

► 20.03 S06[[41]](#footnote-41): “Resolved, That the Academic Senate for California Community Colleges strongly urge local academic senates to communicate with vocational faculty to understand their unique needs under a compressed calendar and to advocate for their interests.”

► 9.01 F06[[42]](#footnote-42): “Resolved, That the Academic Senate for California Community Colleges recommend that when a course of three or more semester or equivalent quarter units is to be offered in a time frame of fewer than six weeks, the local curriculum committee, as part of the curriculum approval process, engage the discipline faculty in a separate review of the course for the following: academic integrity and rigor, the method for meeting Carnegie units, the ability for students to complete and for faculty to evaluate assignments, including those done outside of class, and the appropriateness of the method of delivery, to determine whether the course should be offered in a specific shortened time frame.”

► 9.09 S06[[43]](#footnote-43): Whereas, The move to compressed calendars and economic pressures has resulted in the creation of three- and four-week inter-sessions… ;

Resolved, That the Academic Senate for California Community Colleges insist that when a course of three or more units is offered in a format of less than six (6) weeks, the course must be reviewed by the local curriculum committee prior to it being scheduled; and

Resolved, That the Academic Senate for California Community Colleges recommend that the local curriculum committee review include the following: academic integrity and rigor, the method for meeting Carnegie units, the appropriateness of the method of delivery, and the class size.”

As is evident from this sampling of positions, the ASCCC has expressed concerns about ensuring the curricular integrity when scheduling courses in reduced timeframes. In summary, many local discussions about enrollment management today also include consideration of the mode of delivery and the length of courses. The overarching questions faculty should ask when considering delivery mode and length include the following:

► Who is making the decisions about delivery mode, length and meeting schedule of the courses? (The academic senate with discipline faculty should have primacy.) Why are courses offered in various modes and time frames?

► Where and when are such decisions made—-in silos that do not communicate with one another, such as in administrator meetings and faculty department meetings separately? Or are decisions made in a concerted, thoughtful, policy-driven manner?

► What format produces the most success for students? Because that answer can vary for different populations of students and for different courses, only faculty should make the pedagogical determination. Local senates can make the case that because these questions are “academic and professional” in nature, they should fall to the faculty per Title 5 regulations.

► What effect on learning and student success might occur in any given situation?

*Growth, Accounting and Caps*

Enrollment is also influenced by the state establishment of an enrollment cap and the funding mechanisms affected by the cap. An annual cap for community college growth is set during the state budget development process. When enrollment caps limit funded enrollment, enrollment management is practiced whether or not an enrollment management policy is in place.

Each college locally sets a growth target, or FTES goal, usually on an annual basis. This target (and actual local growth from previous years) is often used in multi-college districts to allocate annual funds from the district to each college. Within the college, the desired FTES for a given year will form the backdrop or parameter for expected course and section offerings. While faculty have generally not participated in discussions of growth or FTES goals, these goals are critical to the level of access at the college. These agreed upon goals are integral to curriculum and program planning, as well as tied to budget decisions. As such, local academic senates should work with local administrations to establish the process and criteria by which these larger parameters for enrollment management are set. This can occur both at the district and the college level.

In addition to enrollment caps faculty should also discuss curricular/pedagogical caps that focus on optimizing student learning. These caps are based on student learning and effective teaching environments rather than the capacity of a classroom. The ASCCC has an established paper on Setting Course Enrollment Maximums: Process, Roles and Principles[[44]](#footnote-44) from 2012 that discusses pedagogical factors for enrollment management. This paper supports the faculty role in discussions of caps.

Not only is it essential to have an enrollment management policy in place; the procedures for scheduling also should be clarified.

Because academic senates promote enrollment management strategies that are driven by the goals of institutional mission and student success, they should be aware that apportionment regulations can inappropriately affect the schedule of classes. Some courses are subject to full-term length “census” accounting, in which colleges are funded for the enrollment in a class on the “census date,” which is often the third Monday in the semester. . No funding adjustment is made for sections, which have unusually high or low retention or success rates. Other courses are funded on the basis of “positive attendance,” which requires that the instructor maintain accurate attendance records for every class meeting. For these classes, unlike term census courses, colleges are funded only for actual student attendance. Because state accounting methods have the potential to encourage decisions based more on apportionment than on academic goals, policies should explain how the competing goals will be addressed.

*Curriculum Balance*

One college convened an ad hoc committee which they called the “Balance of Curriculum” committee, chaired by the academic senate president and populated mostly by faculty from each of the areas of the college (occupational programs, student services, basic skills and transfer) and representatives from administration, staff (including the researcher) and students. The purpose of the committee was to provide a coordinated plan for college decisions in determining the direction of curriculum, programs, and services and allocation of resources to support targeted goals. The committee determined its core values and considered its niche as compared to neighboring colleges, including the primary targeted student population and specialized programs/courses. The committee’s deliberations eventually informed the development of the college’s budget allocation model (with academic concerns driving budget decisions), the enrollment management policies, the college’s educational and facilities master plan, and even the faculty hiring policy (which says the academic senate working with the faculty division chairs make the recommendations for which faculty positions should be filled the next year directly to the president)

Faculty might consider organizing something like a “balance of curriculum” committee to develop its own philosophy to guide enrollment management policies and practices. Alternatively, the academic senate and administrators could convene an enrollment management summit to develop or revise the college’s policy.

**Part V: Enrollment Trends**

In addition to the rapid expansion of online programs due to the COVID-19 Pandemic efforts to expand education to non-traditional (matriculating from High School) students has expanded enrollment opportunities. As programs are developed, modified or expanded academic senates should play a key role through collegial consultations. The expansion of these opportunities should be focused on student need and success and not purely on enrollment goals.

*Increases and Changes in Noncredit Programs*

Over the past several years, there has been a much greater recognition and understanding of the role that noncredit instruction plays in the colleges. The Academic Senate has written papers on the topic, the Chancellor’s Office sponsored the Noncredit Alignment project, and SB 361 was passed in 2006, which among other things increased the funding for certain noncredit classes. The increased funding is now an incentive for colleges to expand their noncredit offerings. Enrollment management policies and practices may need to be modified in light of changes in noncredit programs, especially if the college has decided to expand the number of noncredit classes. In addition, all those involved in enrollment management would benefit from reviewing the resources from the Chancellor’s Office and the Academic Senate’s website about noncredit instruction, because any significant change in the kinds of classes offered means the college may need to re-think its priorities.

*Noncredit Career Development and College Preparation (CDCP)*

One discussion around noncredit and enrollment management is the equitized funding for noncredit classes classified as Career Development and College Preparation (CDCP) . These noncredit courses are per Title 5 Section 84151 a sequence of noncredit courses that lead to noncredit certificates and Adult High School Diplomas. in four specific noncredit categories: elementary and secondary basic skills, workforce preparation, short term vocational with high employment potential and English as a Second Language. Only courses designated for CDCP are eligible for enhanced funding. Noncredit courses not under the CDCP level are funded at a significantly lower rate.

*Early College and Dual Enrollment*

Another area of significant FTES growth has been in Early College. Early College programs cover Dual Enrollment, High School Enrichment and Middle/Early College Programs. Dual enrollment programs provide High School students opportunities to take college courses while still enrolled in High School achieving High School and College credit. According to a study from the UC Davis Wheelhouse: the Center for Community College Leadership and Research, A Leg Up on College (2020) that 12.6% of California High School seniors are enrolled in a community college course at some point while in high school. [[45]](#footnote-45)Since 2017 the number of students enrolled in dual enrollment continues to increase. Enrollment planning should include discussion of dual enrollment courses and how they impact student enrollment. Research has shown significant benefits for students participating in dual enrollment. Students who take college courses in high school are more likely to graduate from high school, continue on to college and earn a bachelor's degree in a shorter time. That being said, there must be a balance in discussion of enrollment management between traditional college program needs and the expansion of dual enrollment opportunities, including local enrollment patterns and trends. The significant role of faculty and academic senates in dual enrollment discussions is highlighted in resolution 09.02F16 Faculty Involvement in the Creation of Dual Enrollment Programs. This resolution includes the Resolved *“That the Academic Senate for California Community Colleges urge local senates to engage in discussions with their administrations to ensure that the development and implementation of dual enrollment programs occur with endorsement through collegial consultation with the academic senate*”[[46]](#footnote-46)

Restorative Justice Programs

Another area of instruction with large growth has been in restorative justice programs which focus on supporting incarcerated or formerly incarcerated students. The CCCCO has a program called the Rising Scholars Network whose goal is to “is to expand the number of justice-involved students participating and succeeding in the community colleges”[[47]](#footnote-47) In Fall 2022 there were 15,393 incarcerated or formerly incarcerated students in the California Community College System and increase of 30% over the past 5 years[[48]](#footnote-48). Colleges with restorative justice programs or developing programs should include these students and programs in enrollment management and planning discussions.

Legislative Impacts on Enrollment

Recent legislation has also significantly impacted enrollment. Bills such as AB 705 (Irwin, 2017) and AB 1705 (Irwin, 2022) focused on equitable placement created large shifts in enrollment. The bills effectively eliminated Reading courses and programs across the state. The bill decimated basic skills offerings in Math and English shifting enrollment to transfer level courses. In an effort to support students, colleges created co-requisite courses to support students in transfer level courses. It was essential for local academic senates to be part of these discussions on the impact of these bills.

Recent legislative mandates including AB 1460 (Weber, 2020) which created a Ethnic Studies general education requirement for the CSUs and the recent Title 5 (Section 55063) regulations on an Ethnic Studies Requirement for California Community College Associate Degrees has created a surge in the need for Ethnic Studies courses. Colleges, many of whom did not have established Ethnic Studies Programs, have scrambled to write courses, hire faculty and schedule enough classes to meet student needs. Discussion of how many sections and planning for the 2024 graduation requirement should be a focus of enrollment management planning.

Another forthcoming impact on enrollment management comes from AB 928 (Berman 2021) which requires a single General Education Pattern for CSU and UC transfer. The 2025 implementation of this requirement will have impacts on what courses are scheduled and the number of sections. This will be particularly impactful for programs in the CSU lifelong learning general education area that will not be included in the new California General Education Transfer Curriculum (CalGETC) pattern. This should be another proactive discussion area for college enrollment management groups focusing on supporting students and programs through the changes.

**Part VI. Conclusion and Recommendations**

In 2020 when the COVID 19 Pandemic hit California Community College enrollment went into freefall. Colleges moved all courses online and enrollment across the system went down almost 20%. While this global event was a huge catalyst for enrollment discussions, many colleges across the state had been facing enrollment declines for multiple years before the crisis. The need for enrollment management and recovery is crucial to the success of our colleges and students. This paper has highlighted the essential and critical role that faculty have in supporting enrollment management.

The work of enrollment management also aligned with Governor Newsom's *Recovery with Equity* (2021) plan that defines strategies, policies, and practices to help colleges emerge from the Pandemic and Racial Reckoning by focusing on student and institutional facing recommendations. [[49]](#footnote-49) Several of the taskforce recommendations align directly with strategic enrollment management

* Retain Students through inclusive supports
* Provide High Tech, High Touch Advising
* Support College Preparation and Early Credit [[50]](#footnote-50)

Faculty through their local academic senates have a role in creating policies, practices and philosophies of Enrollment Management that will meet local and statewide needs . Faculty need to work together with all partners, Students, Classified Professionals and Administrators to support enrollment strategies, student onboarding, scheduling, student education plans, persistence and retention support and more to help increase enrollment and retain current students. Enrollment efforts should intentionally focus on racial equity and center on discussions of Inclusion, Diversity, Equity, Antiracism and Accessibility (IDEAA). The Guided Pathways framework believes that everyone on campus should work together to Get Students on the Path and Help them Stay on the Path.

Several of the recommendations from previous papers are still relevant today and should be revisited as colleges attempt to recover from enrollment decline.

Continuing Recommendations for Local Academic Senates from Previous Papers

1. The academic senate should create a forum to review or create the policies and procedures for enrollment management at the college/district.

2. Academic senates should make the case for why faculty should participate both in enrollment management policy development and decision-making. Title 5 §53200 says that the academic senate’s roles include responsibility for recommendations about academic and professional matters, curriculum, educational program development, standards and policies regarding student preparation and success as well as processes for planning and budget.

3. The academic senate should clarify with including Administrators and Collective Bargaining Units which decisions should be primarily the purview of the academic senate versus those that an enrollment management committee (with academic senate representation) should decide.

There are also additional recommendations for local academic senates that have come about since the last paper that reflect the new environment of California Community Colleges.

New recommendations for 2023 Paper

1. Local Academic Senates should support Professional Development related to Enrollment Management for faculty including creating space for cross functional conversations with faculty, classified, and administrative partners.

2. Local Academic Senates should review current enrollment management policies and procedures to ensure data used in decision making is disaggregated to review for racial equity.

3. Local Academic Senates should work with Administrators to create emergency plans and processes should there be future academic interruptions (pandemics, fires, earthquakes) to students

4. Local Academic Senates should work with Administrators to strategize how to support funding in the Student Success Funding Formula through supporting student success and racial equity and increase faculty professional development support on SCFF and its impact. .

5. Local Academic Senates should have access to real time data on student enrollment, access, success, persistence and retention that can be disaggregated.

6. Local Academic Senates should be consulted collegially in discussions on creation and expansion of programs in Distance Education, Dual Enrollment, Early College, Noncredit and other enrollment strategies.

7.Local Academic Senates should keep up to date with legislative mandates and proposed bills that impact enrollment management and establish processes to address requirements and potential unintended consequences for students and programs.

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