

BUILDING CAPACITY FOR EQUITY AND SERVINGNESS ACROSS CALIFORNIA'S HISPANIC-SERVING COMMUNITY COLLEGES

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USC Race and Equity Center



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A Message From Chancellor Francisco C. Rodriguez

Our nation’s strength, economic health and prosperity, and democracy depend on the inclusion and success of all its participants. Unfortunately, inconsistent leadership and a lack of consensus on issues of diversity, equity, inclusion and anti-racism has impacted the performance and outcomes of underprepared and under-resourced students, many of whom are enrolled at Hispanic-Serving Institutions (HSIs) throughout the country. The opportunity to lead our institutions and the time to change that narrative is now.

As educators, it is both our collective responsibility to purposefully serve our higher education community and, at the same time, to challenge it. We *must* reshape and reimagine education—our curriculum, our delivery methods, our expectations—to better understand and serve 21st century learners, especially in light of the demographic shifts in P-12 nationally. Without this reimagination, our profession runs the risk of further bifurcation and passive perpetuation of racial and educational inequality, and inequitable outcomes for our most academically vulnerable students.

Through extensive research, the authors, Cuellar, Garcia, Nuñez Martinez, and Bencomo Garcia introduce the HSI servingness framework that moves well beyond the demographic designation of HSIs to a more holistic, multidimensional approach to fuel “structures for serving” students that include curriculum, student support services, hiring practices, decision making, policies and strategic plans that center on the success of Latine/x students. The authors challenge us to expand our capacity and effectiveness through race-conscious interventions and culturally relevant practices. The practical advice and compelling recommendations offered for Hispanic-Serving California Community Colleges (HSCCCs) both inspire and inform transformational efforts that are more intentional and that can benefit and improve the success of all students on our campuses.

As convincingly illustrated in this HSI report, and when leveraged with and fueled by other systemwide initiatives, equity-oriented policies and other legislatively mandated educational reforms, our current and emerging HSCCCs are empowered and better positioned to get closer to reducing and ultimately eliminating the equity gaps for all minoritized students.

Francisco C. Rodriguez, Ph.D.

Chancellor

Los Angeles Community College District

Executive Summary

California’s Community Colleges (CCCs) are and have always been the primary gateway to a postsecondary education for the majority of the state’s Latine/x population. From the moment the federal government officially recognized Hispanic-Serving Institutions (HSIs) in 1992, CCCs have been well represented among these institutions. Today, 92% of CCCs are considered HSIs, defined as accredited non-profit institutions enrolling at least 25% Latine/x undergraduates, which makes these institutions eligible for competitive federal grants to enhance educational opportunities for Latine/x students. The remaining campuses are likely to reach the HSI eligibility enrollment threshold in the near future, making the system a HSI system. Through competitive funding opportunities for capacity-building, Hispanic Serving Community Colleges (HSCCs) can further enhance college access and success for Latine/x undergraduates, which is increasingly important to meeting the state’s economic needs and systemwide goals to reduce educational and economic inequities.

Our report explores what it means for individual CCCs to become HSIs, or HSCCs, which we believe are distinct HSIs given their multiple missions. Guided by the servingness framework, which provides HSIs with tangible ways to embrace and enact an HSI identity and mission both in practice and research, we provide recommendations on how HSCCs can intentionally serve Latine/x community college students and advance equity.

We begin with a historical overview on the development of this HSCC system. We also review several CCC policies and mandates and show the strong alignment between servingness and these systemic institutional priorities. We further examine equity indices for several HSCC academic outcomes uncovering several areas of strong performance, including labor market outcomes and associate’s degree completion, as well as areas for continued improvement towards equity, such as Entry Level English and Math completion.

Finally, we review the proposed activities of HSI Title V and Title III grants over the past 15 years awarded to CCCs to consider the extent to which servingness is embedded. Abstracts of funded HSI grants show innovative approaches to enhance student outcomes and modify practices in ways that are more responsive to Latine/x students and minoritized students. A significant proportion of funded projects focus on faculty development and improving student support services. Yet, many projects do not center Latine/x students or concretely describe culturally relevant approaches. Such race-evasive approaches will not foster the necessary transformational change to advance equity and meet systemwide goals. Thus, we urge HSCCs to embrace bolder servingness goals in their HSIs efforts.



Introduction

The California Community Colleges (CCCs) enroll a large share of racially minoritized and historically underserved student populations, including first-generation college goers, student parents, and system-impacted individuals. Over the past 20 years, Latine/x students have increasingly comprised a significant proportion of CCC enrollments. This growing representation of Latine/x students has led to the steady increase of HSCCs across the CCC system. The federal government officially recognized HSIs in the 1992 Higher Education Act (HEA) after several decades of Latine/x leaders advocating for increased support for financially under-resourced institutions educating a significant proportion of Latine/x students.¹ The HSI designation thus provides competitive federal funding opportunities for capacity-building activities to enhance college access and success for Latine/x undergraduates.

The overwhelming majority of CCCs are now recognized as HSIs based on eligibility criteria. Over the past 15 years, 82 of these HSI-eligible CCCs have obtained at least one Department of Education HSI grant through Title V and Title III. Yet, Latine/x community college persistence and degree completion rates remained fairly stagnant for much of the last 20 years.² The representation of Latine/x faculty and administrators has also been woefully disproportionate to Latine/x student representation.³ These stubborn trends raise questions on how CCCs that are HSIs can more intentionally serve these student populations and meet the educational needs of the state.

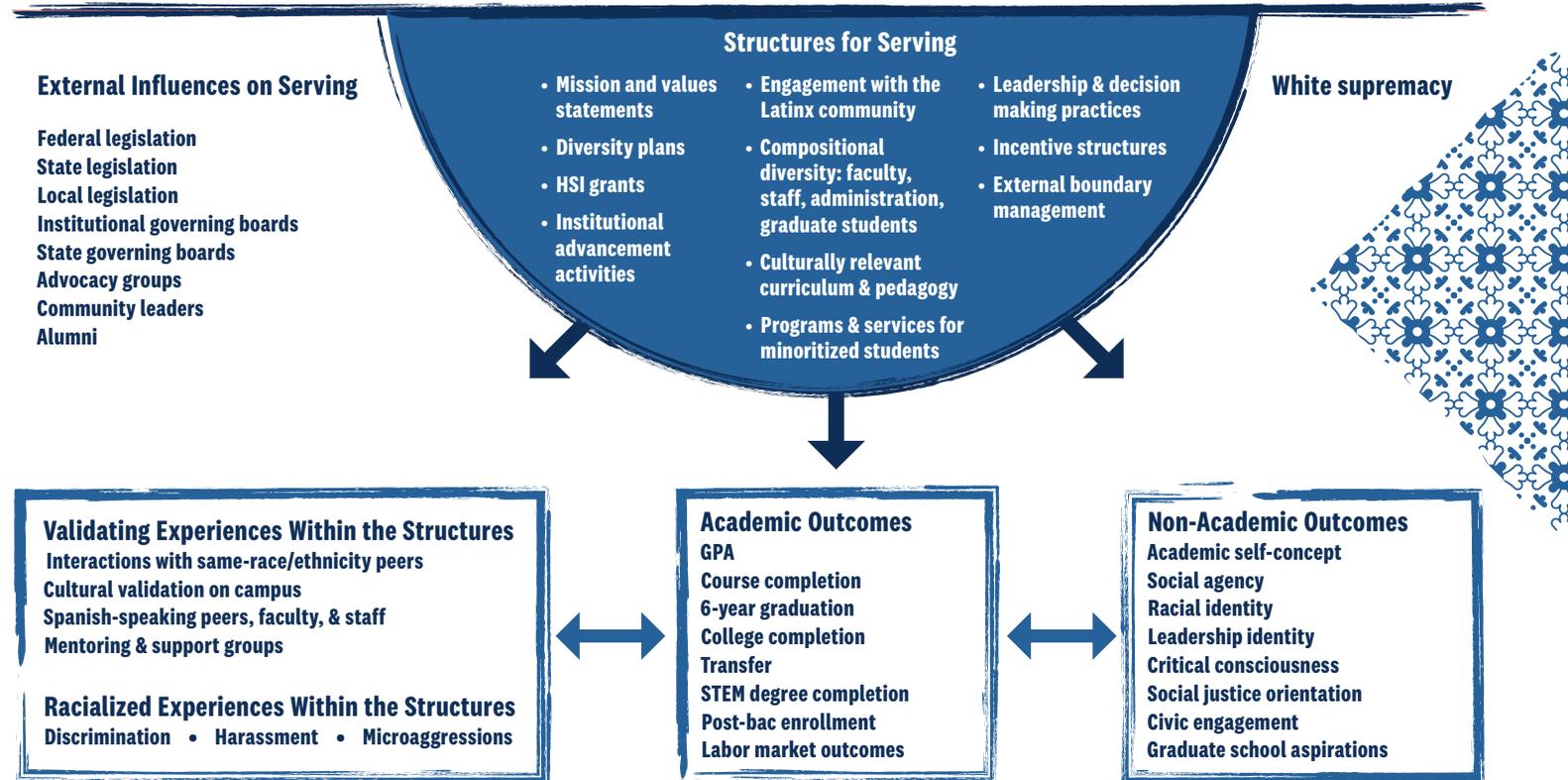
HSCCs align most closely with the historical definition of HSIs as broad access institutions with high enrollment of students of color and low-income students. The HSI designation in many ways complements the multiple missions of community colleges and initiatives aimed at reducing educational inequities. In fact, enhancing educational opportunities for Latine/x students can elevate the impact of these institutions on all the students and communities they serve.⁴ Like practitioners at four-year institutions,^{5,6} we urge the CCCs to embrace a goal of becoming racially just HSIs, rather than seeing the HSI designation as exclusionary (in other words, “HSI” does not mean “Hispanic-only”). In this review of California HSCCs, we consider how the HSI designation can guide transformational efforts and advance other statewide and systemwide mandates and initiatives in order to close equity gaps for all minoritized students.

The HSI designation in many ways complements the multiple missions of the community colleges and initiatives aimed at reducing educational inequities.

WHAT IS SERVINGNESS?

We used Gina A. Garcia, Anne-Marie Núñez, and Vanessa A. Sansone's servingness framework as a guide for making sense of becoming intentional HSIs.⁷ The servingness framework is a multidimensional approach that provides HSIs with a tangible way to embrace and enact an HSI identity and mission both in practice and research. Garcia et al. argue that there are "structures for serving" such as curriculum, student support services, hiring practices, decision making, policies, and strategic plans that should center Latine/x students. There are also "indicators of serving," which are measurable ways to determine the extent to which the structures are adequately serving Latine/x students, with a specific call for racial equity in these indicators.

SERVINGNESS FRAMEWORK



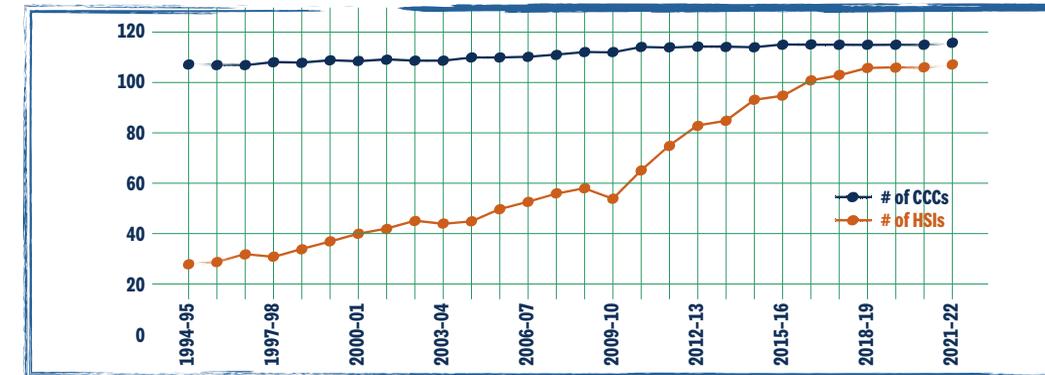
Our hope is that CCCs will build on innovative systemwide efforts such as the Vision for Success⁸ in conjunction with the transformational potential of HSIs and further expand their capacity to advance Latine/x success. Ultimately, we believe that the CCCs can serve as models for other public systems in the state and across the nation that want to embrace what it means to be an HSI system.

Historical Overview of CCCs Becoming HSCCs

From the moment the federal government officially recognized HSIs in 1992, California's community colleges have been well represented among these institutions. In 1994, 28 of the 107 CCCs met the HSI enrollment eligibility criteria, comprising 26.2% of the system's colleges. Most years, one to three additional colleges met the 25% full-time equivalent (FTE) Latine/x undergraduate enrollment threshold (see figure 1). In 2008-09, for the first time, there was a slight decline in the number of HSIs in the system, coinciding with the Great Recession. These numbers, however, immediately rebounded and significantly increased. Between 2009-2013, 29 more campuses met the enrollment criteria for HSI eligibility.

We base this historical record on Excelencia in Education's lists of HSIs, which identify institutions that meet basic eligibility criteria for analysis and not intended to designate federal eligibility.⁹ The most recent list identifies 107 CCCs in 2021-2022.¹⁰ With over 92.2% of its colleges now being eligible, the CCC system is a HSI system.¹¹

FIGURE 1. NUMBER OF HSI ELIGIBLE INSTITUTIONS ACROSS CCC (1994-2022)



Sources: CCC Chancellor's Office DataMart; Excelencia in Education's lists of HSIs (1994-2022)

The remaining campuses (n = 8) are on Excelencia in Education's most recent list of Emerging HSIs,¹² meaning they currently enroll between 15-24% Latine/x undergraduates and will likely meet HSI eligibility in the next few years. Table 1 lists emerging HSCCs in the system and 2021-22 FTE Latine/x undergraduate enrollments. Four colleges are just below the 25% enrollment threshold and five are located in the North/Far North regions of California.

WHAT CAN EMERGING HSCCs DO TO PLAN AHEAD?

Emerging HSCCs can proactively develop a plan for HSI efforts and possible initiatives to undertake once they officially attain the designation in order to support Latine/x students more effectively. This should include learning more about HSIs through national organizations, such as the Hispanic Association of Colleges and Universities (HACU), Association for HSI Educators (AHSIE), and Excelencia in Education as well as other HSIs. Some additional planning efforts can include convening a HSI task force or work group and engaging Latine/x student and community perspectives to inform possible initiatives.

TABLE 1. EMERGING HSI IN THE CCC (2021-22)

College	Macro region	Total FTE	Latine/x FTE	% Latine/x
College of the Redwoods	North/Far North	1,883	434	23.1%
College of the Siskiyous	North/Far North	794	157	19.8%
Columbia College	Central/Mother Lode	1,031	218	21.1%
Folsom Lake College	North/Far North	4,206	909	21.6%
Irvine Valley College	Orange County	6,241	1,527	24.5%
Ohlone College	Bay Area	4,674	1,121	24.0%
Shasta College	North/Far North	4,358	794	18.2%
Sierra College	North/Far North	8,984	2,192	24.4%

Source: Excelencia's list of Emerging HSIs (2021-22)

Despite these stark drops in enrollment during the pandemic, the number of HSCCs remained fairly consistent because eligibility is calculated by FTE. On the whole, changes in Latine/x FTE appeared less severe. Only one HSCC maintained its 2019-20 Latine/x FTE through 2021-22 while 31 showed a consistent increase in Latine/x FTE (ranging from +0.5 to +7.9 percentage points) and 18 experienced a consistent decline (-0.4 to -6.7 percentage points). One college fell below the 25% enrollment threshold and was no longer on Excelencia's list of HSIs by 2021-22 while two were added. All other HSCCs experienced a combination of increases and declines in Latine/x FTE. By 2021-22, 65 HSCCs netted a higher Latine/x FTE and 39 had a lower one compared to pre-pandemic enrollments.

ENROLLMENT CHALLENGES AND OPPORTUNITIES ON THE HORIZON

Continued enrollment declines are likely to continue in coming years. In a recent survey of graduating seniors from the class of 2023, while many students aspired to pursue a college education, a growing number compared to previous years indicated that they did not expect to enroll.¹⁵ This aspiration-expectation gap was particularly pronounced among graduating high school men and Black and Latine/x students. As such, several CCCs will need to work harder to maintain their enrollment of Latine/x students and remain eligible HSCCs. Intentional outreach and recruitment efforts targeting prospective Latine/x students, including high school students and adult learners, can help community colleges expand access and opportunities for these communities across the state.¹⁶ Such approaches may be particularly pressing for those on the cusp of HSI eligibility in order to maintain or regain momentum with HSCC efforts.

CCC Policies as Levers of Change Towards Servingness

STEADY HSCC PRESENCE DESPITE RECENT ENROLLMENT DECLINES

As HSI eligibility is contingent on Latine/x enrollment, servingness in many ways begins with these critical figures. The detrimental impacts of COVID-19 on CCC enrollments are well documented.^{13,14} According to student headcount summary reports, CCC headcounts from 2021-22 compared to 2019-20 (pre-pandemic) decreased by 368,020 students. This included 165,781 Latine/x students, accounting for 45% of these declines in headcount. Latine/x enrollments by headcount were consistently lower in the majority of HSCCs during this time with the exception of seven colleges.

The servingness framework suggests that external influences such as state governments influence servingness. The CCCs are a prime example of how this interplay between federal policy (HEA) and statewide policies can advance servingness. Each CCC campus has the opportunity to adopt statewide policies, which often come in the form of mandates with tangible consequences if not fulfilled, through the lens of servingness. In particular, campuses should utilize the Department of Education's competitive HSI funding for capacity building in conjunction with the implementation of mandates. Rather than seeing them as distinct entities, savvy leaders can use different policy instruments to advance both racial equity and servingness for Latine/x students. There are numerous mandates that the state of California has passed in recent years that can be considered positive influences on servingness and that may work in tandem with HSI capacity building efforts.

Education Code 66023.5 (Basic Needs Coordinator and Basic Needs Center) requires that all CCC campuses designate a coordinator and space on campus to provide support for students' basic needs, which include food, housing, clothing, transportation, personal hygiene, baby products, childcare, technology, and mental health services. The coordinator should serve as a broker for relationships between on- and off-campus resources and students, while the center should be a one-stop shop where students can access resources and information about how to ensure their basic needs are met. The Budget Act of 2021 allocated \$30 million annually to support these

requirements. Moreover, the CCC Chancellor's Office (CCCCO) established a data reporting system to capture student level usage with the goal of eventually correlating usage with persistence and transfer rates.¹⁷ In the first year (2022-2023), 48% of students who utilized these services were Hispanic/Latino,¹⁸ suggesting that this policy aligns with campus efforts to serve Latine/x students. From a servingness perspective, basic needs could be considered a "non-academic indicator of serving" students in HSIs that could ultimately correlate with academic outcomes.

In 2017, the state of California made a one-time \$150 million investment in Guided Pathways after some initial success at three pilot CCCs.¹⁹ The Guided Pathways framework is a way to design courses and programs to better support community college students on their intended pathway. The goals of the Guided Pathways framework are to create clear paths towards transfer, certificate completion, and careers for students and to eventually advance social and economic mobility. Since its inception, Guided Pathways has evolved into a holistic framework that advances equity, transforms institutions, and redefines readiness and support to meet students holistic academic and non-academic needs.²⁰ Essentially, this mandate has become common practice across the system with regional coordinators, scaled learning opportunities, and the development of a Vision Resource Center inclusive of tools and resources. The Guided Pathways framework aligns closely with the servingness framework, calling for structural change and a transformative

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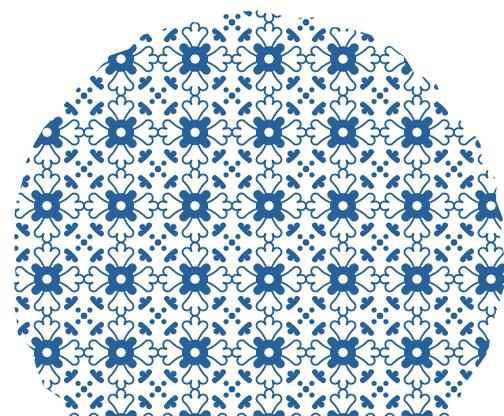
approach to education. The success of this type of approach cannot be measured at one time point, with change being gradual, as suggested in the CCCCO's 2022 State of the System Report,²¹ aligning more closely with a capacity-building approach.

The Student Equity Policy (SEP), passed in 2014 (SB86o) required all CCCs to develop a plan to address inequities in student outcomes by January 1, 2015.²² The policy mandated that each campus conduct an assessment to identify equity gaps and to disaggregate data by various categories including race/ethnicity, gender, disability, and income, as well as students' status as veterans, former foster youth, and people who are unhoused. The data for each campus must be reported to the Chancellor's office with specific goals for meeting outcomes such as access, persistence, retention, degree and certificate completion, transfer, and English language and basic skills acquisition. An equity plan describing the mechanisms for addressing inequities was required in order to receive state funding for student success and support. Between 2014-2019, the state allocated \$785 million to campus's SEP development and implementation making this policy relevant across the system.²³ Yet scholars have found that while the planning process has allowed for a race-conscious focus on outcomes, the implementation stage has been met with many challenges.^{24,25} From a servingness perspective, the equity plans closely align with the proposed framework for enacting an HSI mission and identity, including an alignment in desired academic outcomes and a call for an assessment of the educational structures for serving students.

California Assembly Bill 705 (AB 705) passed in 2017 gave students the right to enroll in transfer-level English and mathematics courses without taking developmental education courses first. The bill was intended to decrease the time to transfer or degree completion. The Bill dramatically changed the number of students immediately enrolling in transfer-level courses, with Cuellar Mejia et al. (2022) noting that access is now almost universal and racial/ethnic gaps nearly disappeared.²⁶ Moreover, the CCCCO's 2022 State of the System Report shows that completion of these courses dramatically increased from 2015 to 2019. Yet completion rates

within these courses are still inequitable for Black and Latine/x students.²⁷ Moore and Armstrong (2022) suggest that the issue is much deeper than access, arguing that although there were recommendations to redesign curriculum and instruction within these transfer-level courses, the policy did not mandate change let alone provide guidance, direction, or incentives for doing so.²⁸ As such, these courses remained intact as gatekeeping forces and some faculty continued to deliver them without any consideration of their pedagogical approach. Through a servingness lens, their argument is that the structures for serving, mainly curriculum and pedagogy, need to change in order to achieve equity in outcomes and experiences. Trinidad (2022) similarly stressed that equity-minded faculty are necessary for AB705 to become a transformative policy.²⁹

These few examples show how statewide mandates align strategically with the servingness framework and can effectively advance HSI efforts. As noted, several of these policies call for an intentional redesign of the structures for serving students, similar to the servingness framework. And in many cases, these policies require campuses to submit annual reports that include a reporting mechanism for the outcomes most directly connected to the policy mandate, similar to the indicators of serving. In this way, these policies directly align with the servingness framework, suggesting the federal policies and capacity-building efforts can work in tandem with state-level policies and mandates.



The Guided Pathways framework aligns closely with the servingness framework, calling for structural change to education. The success of this type of approach cannot be measured at one time point, with change being gradual, as suggested in the CCCCO's 2022 State of the System Report, aligning more closely with a capacity-building approach.

Examining the State of Equity in Community College Outcomes for Latine/x Students

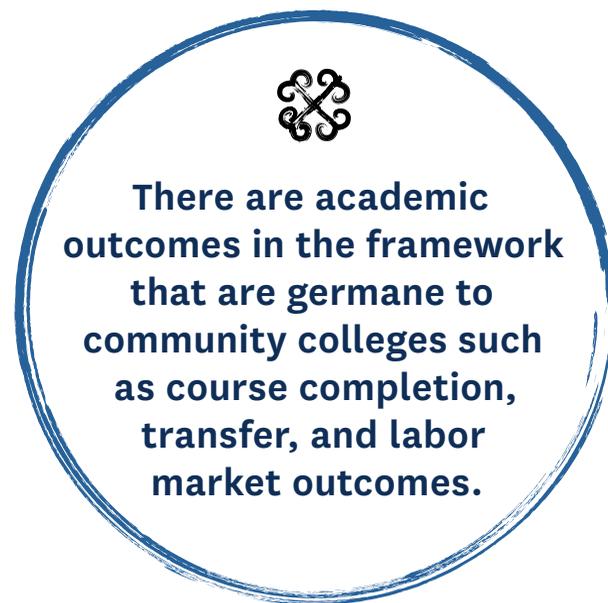
The servingness framework is intended to be useful for both 4-year and 2-year institutions. As such, there are academic outcomes in the framework that are germane to community colleges such as course completion, transfer, and labor market outcomes. In this report, we use descriptive analyses to examine the state of equity in academic outcomes for Latine/x students attending HSCCs to contextualize potential implications of various equity-oriented policies and mandates adopted by the CCC system.

Specifically, we explore transfer-level math and English completion, transfer to a 4-year institution, certificate and degree completion, and labor market metrics based on the most recent data on each outcome³⁰. We calculated an Equity Index and performance categories to examine whether the share of Latine/x students achieving each outcome is proportional to the number of FTE Latine/x students enrolled at each HSCC.^{31,32,33} We present the performance levels of HSCCs according to these analyses. These performance levels and their corresponding equity indices are defined in Table 2. Overall, our analyses show some variability on these student outcomes across HSCCs, highlighting areas of growth for achieving equity for Latine/x students.

TABLE 2. PERFORMANCE LEVELS AS INDICATED BY THE EQUITY INDEX

Performance Level	Equity Index Value	Description
High Performance	Greater than or equal to 1	At or above equity
Medium-High Performance	0.85 ≤ Equity Index ≤ 0.99	Almost at equity
Medium-Low Performance	0.70 ≤ Equity Index < 0.85	Below equity
Low Performance	Equity Index < 0.70	Far below equity

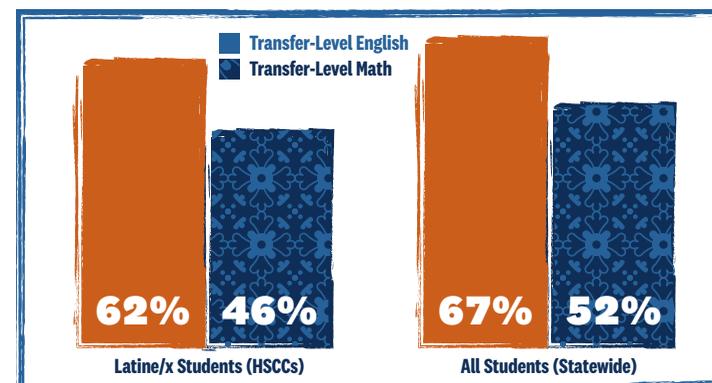
Source: Adapted from Malcom-Piqueux et al. (2012); Bensimon et al. (2006); Hao (2002)



EQUITY IN TRANSFER-LEVEL MATH AND ENGLISH COMPLETION

AB 705 was implemented with the goal of closing equity gaps and increasing the completion of transfer-level coursework in English and math within one year. Yet, Latine/x students tend to have lower completion rates given their disproportionate placement in development courses and enrollment in colleges that have a large offering of math development courses.³⁴ Across HSCCs in 2019-20, approximately 62% of Latine/x students completed transfer-level English while 46% completed transfer-level math, which were lower than the state's average completion rates for that year for all students — 67% for transfer-level English and 52% for transfer-level math (Figure 2).³⁵ While these completion rates are higher than previous years, almost 4 out of 10 Latine/x students who enrolled in one or more credit English course did not successfully complete transfer-level English in a one-year timeframe, while more than half of Latine/x students enrolled in one or more credit math courses did not successfully complete it in a one-year timeframe.

FIGURE 2. TRANSFER-LEVEL ENGLISH AND MATH COMPLETION RATES (2019-20)

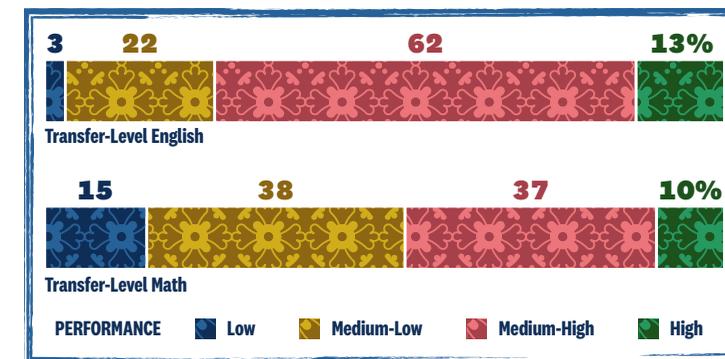


Source: Data was obtained from the Transfer-Level Gateway Completion Dashboard provided by the California Community Colleges Chancellor's Office.

Note: The percentages for Latine/x students at HSCCs were calculated by taking the average of English and Math completion across all HSCCs for Latine/x students. All percentages reflect 1-year timeframe to completion, starting at all course levels, and where the first attempt term is all terms.

The state of equity for Latine/x transfer-level math and English completion varied across the 106 HSCCs in 2019-20. Figure 3 shows 13% of HSCCs were “high-performing” on transfer-level English while 10% were “high-performing” on transfer-level math completion. Some of the HSCCs that were above equity on both outcomes and had more than 50% Latine/x FTE enrollments include Hartnell College, Santa Ana College, and Antelope Valley College. Across both outcomes, however, few HSCCs were “high performance,” which highlights a need for institutions to examine ways to provide more equitable access to and completion of transfer-level math and English for their Latine/x students.

FIGURE 3. HSCC EQUITY INDEX PERFORMANCE LEVELS FOR TRANSFER LEVEL MATH AND ENGLISH COMPLETION (2019-20)

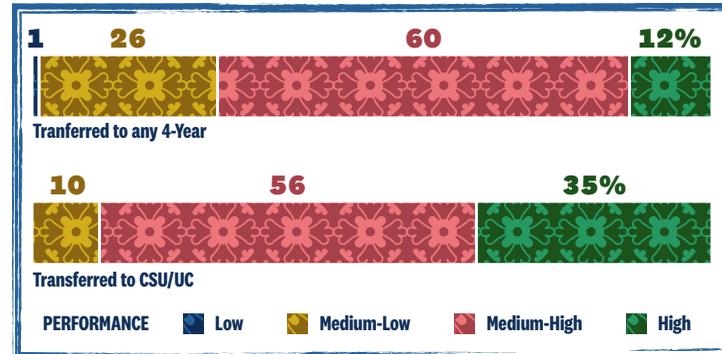


Source: The authors conducted the analysis using data from the Transfer-Level Gateway Completion Dashboard provided by the California Community Colleges Chancellor's Office. The outcomes in the analyses included those from the 2019-20 academic year, looking at a 1-year timeframe to completion, starting at all course levels, and where the first attempt term is all terms. Equity indices were derived from the proportion of Latine/x students from all students completing each outcome who enrolled in one or more credit English or Math courses divided by the 2019-20 Latine/x FTE figures from Excelencia in Education. Data may not add up to 100% due to rounding.

EQUITY IN TRANSFER TO A 4-YEAR INSTITUTION

Performance levels in Latine/x transfer outcomes also vary across HSCCs. These transfer outcomes are measured for Latine/x students who entered community college with a goal to obtain a 2-year and/or 4-year degree. Furthermore, these students successfully completed at least 12 units, exited the CCC, and enrolled in a 4-year institution in the 2020-21 academic year. Figure 4 shows that about 12% of HSCCs were “high performing” on transfer into any 4-year institution for Latine/x students, which includes a CSU, UC or any private or public in-state or out-of-state four-year institution. We see more “high performance” HSCCs on Latine/x transfer into a CSU or UC, which includes those with a high Latine/x FTE enrollment, such as Imperial Valley College (FTE = 92.5%) and Hartnell College (FTE = 72.1%) as well as those with lower FTEs, such as Feather River College (FTE = 27.9%) and Copper Mountain Community College (FTE = 38%). Most HSCCs were “medium-low” and “medium-high” performing, which suggests areas of growth.

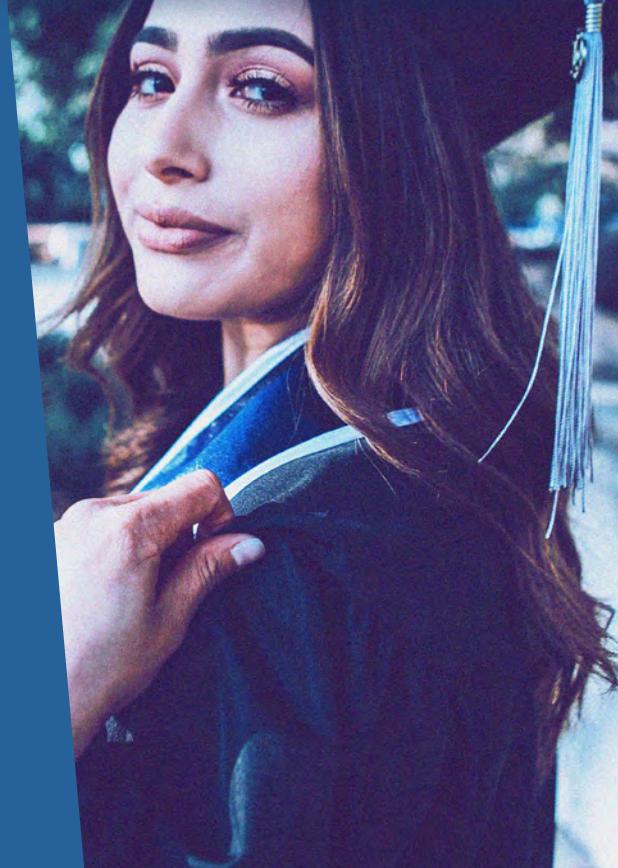
FIGURE 4. HSCC EQUITY INDEX PERFORMANCE LEVELS FOR TRANSFER OUTCOMES (2020-21)



Source: Data from the Student Success Metrics Dashboard, from Cal-Pass Plus, Chancellor’s Office Management Information System, and National Student Clearinghouse, 2020-21. Equity indices derived from the proportion of Latine/x students from overall students transferring at each college divided by the 2020-21 Latine/x FTE figures from Excelencia in Education.

Note: Lassen College and Palo Verde College are excluded from the CSU/UC transfer analysis as the number of Latine/x students achieving this outcome did not meet the minimum requirements. Data may not add up to 100% due to rounding.

While these completion rates are higher than previous years, almost 4 out of 10 Latine/x students who enrolled in one or more credit English course did not successfully complete transfer-level English in a one-year timeframe, while more than half of Latine/x students enrolled in one or more credit math courses did not successfully complete it in a one-year timeframe.



CERTIFICATE AND DEGREE COMPLETION

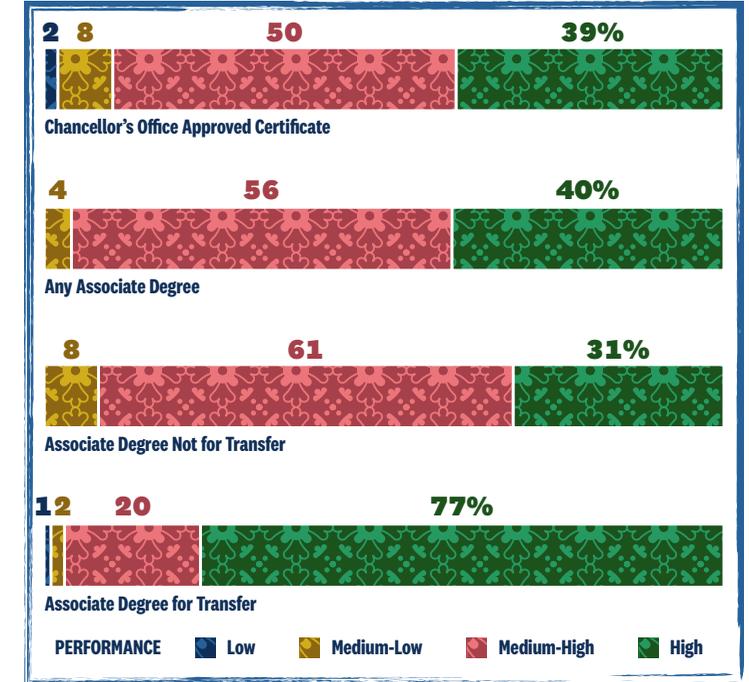
Figure 5 displays the equity index performance levels for certificate and degree completion among Latine/x students. While the majority of HSCCs across these outcomes are almost at equity or above, less than half of HSCCs are “high-performing”, with the exception of Associate Degree for Transfer (ADT) completion. This has important implications for increasing resources across all institutions to support Latine/x students in certificate and degree completion.

The majority of HSCCs (77%) across the system are considered “high-performing” on Latine/x students earning ADTs, meaning that Latine/x students are being equitably represented in ADT degree attainment across these HSCCs. Beginning Fall of 2024, Assembly Bill 928 will require all CCCs to place all students who declare a goal of transfer, unless they opt out, in an ADT pathway. While this may help support Latine/x students who want to obtain an ADT, “there is not strong evidence that ADTs are attenuating the White-Latine and Asian-Latine gaps in BA/BS attainment”.³⁶

CCCs play an important role in providing workforce training and development for their students and supporting the state’s future workforce needs.



FIGURE 5. HSCC EQUITY INDEX PERFORMANCE LEVELS FOR CERTIFICATE AND DEGREE COMPLETION (2021-22)



Source: Data from the Student Success Metrics Dashboard, from Cal-Pass Plus and Chancellor’s Office Management Information System, 2021-22. Equity indices derived from the proportion of Latine/x students from overall students earning various degrees and certificates at each college divided by the 2021-22 Latine/x FTE from Excelencia in Education.

Note: Lassen College is excluded from the Associate Degree for Transfer analysis as the number of Latine/x students achieving this outcome did not meet the minimum requirements for analysis. Data may not add up to 100% due to rounding.

LABOR MARKET METRICS

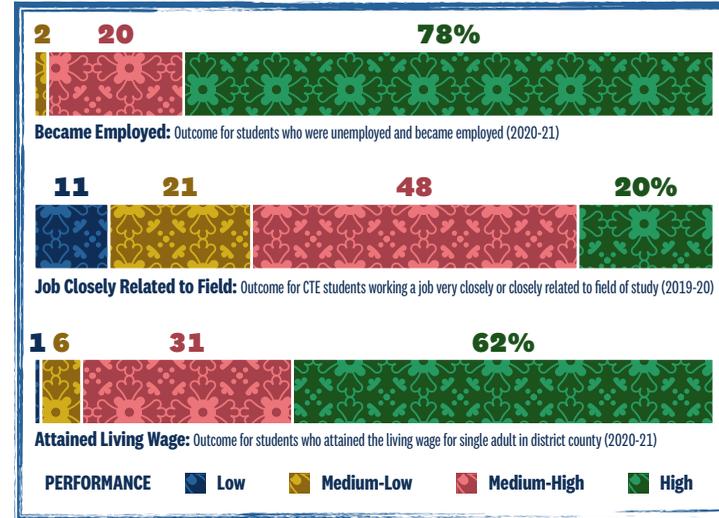
CCCs play an important role in providing workforce training and development for their students and supporting the state's future workforce needs. By 2022, the CCC system aspired to increase the “number of CCC students annually who acquire associates degrees, credentials, certificates, or specific skill sets that prepare them for an in-demand job” by at least 20% and increase the number of CTE students who obtained employment in their field of study.³⁷

Figure 6 shows how HSCCs are performing in terms of labor market trajectories. These results reflect Latine/x students that exited the community college system and did not transfer to a postsecondary institution.

The “Became Employed” outcome represents students who did not transfer, were unemployed, and became employed after exiting their community college during the 2020-21 academic year. Most HSCCs were “high performing” regarding Latine/x students who were unemployed and obtained employment (78%) and students who attained a living wage based on their district county after exiting community college (62%). This strong performance reflects national increased upward mobility rates among students attending two-year HSIs, including mobility from the two bottom income quintiles into the two top quintiles, compared to two-year non-HSIs.³⁸

There is more variation across HSCCs regarding students in CTE pathways, specifically, when obtaining a job closely aligned with their field of study. The “Job Closely Related to Field” outcome reflects students who completed the CTE Outcomes Survey. Only 20% of HSCCs were considered “high-performing” on this outcome. Given that CTE is critical to meeting the state's workforce needs,³⁹ it is critical for HSCCs to ensure that these pathways also lead to economic and social mobility.

FIGURE 6. HSCC EQUITY INDEX PERFORMANCE LEVELS FOR LABOR MARKET METRICS



Source: The authors conducted the analysis using data from the Student Success Metrics Dashboard, from Cal-Pass Plus, Chancellor's Office Management Information System, Employment Development Department Unemployment Insurance Wage File, CTE Outcomes Survey, National Student Clearinghouse, CSU/UC Cohort Match, Employment Development Department Unemployment Insurance Dataset, and Insight Center for Community Economic Development, 2019-20 (Job Closely Related to Field), 2020-21 (Became Employed and Attained Living Wage). Equity indices were calculated by calculating the proportion of Latine/x students from overall students completing each outcome divided by the Latine/x FTE enrollment figures for each outcome year at each college from Excelencia in Education.

Note. All three outcomes reflect students who exited the community college system and did not transfer to any postsecondary institution. Feather River College is excluded from the Became Employed analysis as the number of Latine/x students obtaining employment did not meet the minimum requirements for analysis. Copper Mountain Community College and Lassen College are excluded from Job Closely Related to Field analysis as the number of Latine/x students obtaining employment did not meet the minimum requirements for analysis. Data may not add up to 100% due to rounding.

Our review of Latine/x outcomes uncovers several areas where HSCCs can improve their performance. Despite huge gains in enrollment in transfer-level math and English courses, completion rates are still inequitable for Latine/x across the 107 HSCCs. English is making greater gains in completion, with 75% of the HSCCs almost at equity or above equity for English, while math is still lagging behind, with 53% of the HSCCs below equity or far below equity. HSCCs are also making progress with transfer, yet there are still inequities for Latine/x students, with a majority of HSCCs “almost at equity” for transfer, but fewer “at or above equity.” HSCCs are also gaining momentum when it comes to certificate and degree completion as well as CTE outcomes for Latine/x, yet inequities persist. It is imperative for HSCCs to more equitably advance Latine/x students' associate degree and/or transfer attainment given that students who earn associate degrees or long-term certificates have a higher probability of achieving employment stability and those who obtain an associate degree are more likely to earn a living wage.⁴⁰

Despite huge gains in enrollment in transfer-level math and English courses, completion rates are still inequitable for Latine/x across the 107 HSCCs.



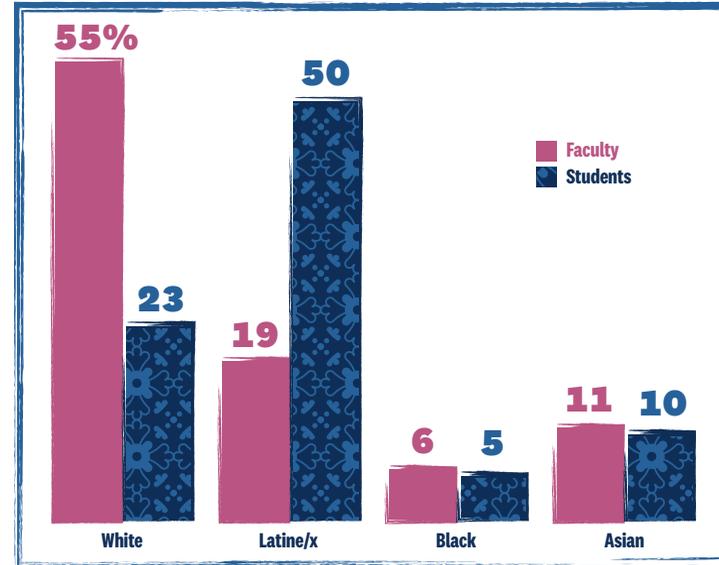
We Need More Diverse Educators and Curricular Structures to Better Serve Latine/x Students

The servingness framework calls for a dramatic redesign of the campus structures for serving Latine/x students within HSIs. HSCCs must fundamentally change their approach to education in order to become HSIs beyond the federal designation. There are many tangible structures that could be altered, including the compositional diversity of educators and decision-makers, the courses offered, the support programs available, and the physical space on campus. There are also less tangible approaches that could have dramatic effects such as changing policies that hinder student success. Statewide mandates that we named are good examples of how policies can encourage transformation. Gina A. Garcia also suggests that campus mission, identity, and strategic purpose can and should be altered to more directly commit to serving Latine/x students and/or leaning into the HSI designation with purpose.⁴¹ In this section we highlight some of the educational structures worth tending to as part of the CCCs' efforts to change outcomes, acknowledging that there is a need for more than policy mandates to address equity; there must also be a shift in the organizational culture⁴² as well as support for the policy implementers doing this important work in practice. As noted by critical policy scholar Eric Felix, everyone on campus is a policy implementer, yet implementation is hard, even when there is a well developed plan.

FACULTY & ADMINISTRATOR DIVERSITY, OR LACK THEREOF

Faculty diversity is an important structure to consider, as the national HSI data suggest that faculty at HSIs are predominantly white. Vargas et al. (2019) found that in fall 2014, only 14% of the tenured or tenure track faculty working at HSIs awarded Title V HSI grants identified as Latine/x.⁴³ Within their sample of 118 HSIs, only 15% of the faculty working in two-year colleges were Latine/x-identified, which they estimated was a 140:1 ratio of Latine/x students to Latine/x faculty. Within the CCC system, this trend holds true and is quite alarming. Figure 7 shows that in fall 2022, 50% of the students in the system identified as Latine/x while only 19% of the academic tenured/tenure track faculty identified as such. The ratio of Latine/x students to Latine/x faculty in fall 2022 was 188:1 which means there are even fewer Latine/x faculty available for students at HSCCs in California than the national average. In comparison, in fall 2022, 23% of students identified as white while 55% of the tenured/tenure track faculty were white-identified, making for a 29:1 ratio. This creates a reality where white students attending HSCCs in California are more likely to have faculty of the same race than Latine/x students. These figures reveal a stark racial equity issue affecting Latine/x students. And despite the fact that we tend to focus on tenured/tenure track faculty in the conversation about faculty to student racial equity gaps, only 18% of the temporary academic faculty in fall 2022 identified as Latine/x, even less than full time tenured and tenure track. We know faculty diversity matters because faculty of color are more likely to utilize culturally relevant pedagogies, enhance sense of belonging for students of color, mentor and advocate for students of color, develop relationships with students of color, and are more likely to disrupt stereotype threat⁴⁴.

FIGURE 7. PERCENTAGE OF STUDENTS ENROLLED & FACULTY EMPLOYED, BY RACE (FALL 2022)



Source: California Community Colleges Chancellor's Office, Management Information Systems Data Mart: Faculty & Staff – Faculty & Staff Demographics (https://datamart.cccco.edu/Faculty-Staff/Staff_Demo.aspx); Students – Student Count (https://datamart.cccco.edu/Students/Student_Headcount_Term_Annual.aspx)

The same argument holds that administrators should reflect the compositional diversity of the students at HSIs.^{45,46} The CCC data suggest that administrators are slightly more diverse than faculty. In fall 2022, 23% of administrators identified as Latine/x. Although this percentage is slightly higher than academic tenured/tenure track faculty, the raw number is much lower, making for a larger ratio of 1182:1 Latine/x students to Latine/x administrators. The representation of Latine/x leaders in HSIs matters, with research showing that Latine/x administrators are actively embracing the HSI identity, enacting servingness, and making data-driven decisions that center equity for students of color in HSIs.^{47,48} Adrián Trinidad also found that strong race-conscious leaders in California

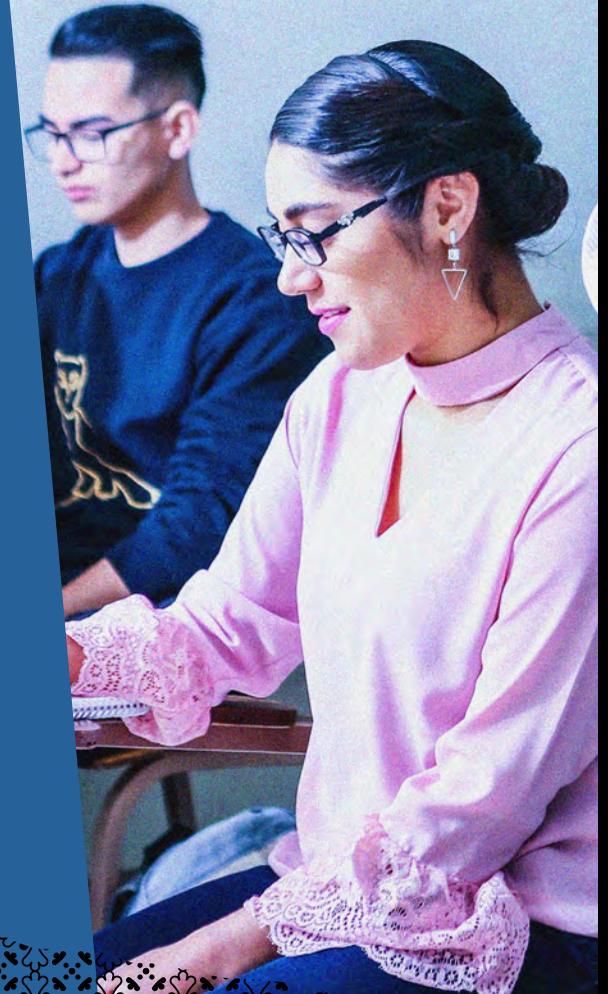
are necessary for transformation, particularly when faculty are resistant to change driven by statewide and systemwide policy mandates.⁴⁹ Roman Liera also suggests that race-conscious leaders are more likely to implement race-conscious DEI Integration Plans which includes a focus on hiring more faculty of color. In other words, diverse leadership in the California HSCCs matters.⁵⁰

CURRICULUM & SUPPORT SERVICES MATTER TOO

The curricular, co-curricular, and student support structures are also important spaces where servingness happens. The call to develop curriculum that centers Latine/x students in HSIs has been persistent,^{51,52,53} yet there are few examples of exemplary curricular changes at HSIs. There is evidence that faculty pedagogical practices in HSIs are shifting, with professors responding to the needs and experiences of their students,^{54,55} but fewer examples of transformative curriculum changes. As noted by Jamie Moore and Erik Armstrong, the inequities seen in the completion of transfer-level math and English courses is a direct result of the lack of change in the curriculum of these courses.⁵⁶ Adrián Trinidad documented similar challenges as English faculty were reluctant to make the curriculum more culturally relevant at one HSCC, even amidst the campus's efforts to respond to AB 705.⁵⁷

In reviewing the CCC's efforts to become more equity-focused, there are fewer documented efforts to transform the educational structures that serve students. The 2022 State of the System Report, for example, lists six "vision for success goals" that are all outcomes focused. For the HSCCs to fully embrace their HSI identity, there is a need to focus on the structural ways that they serve students of color. This means developing vision goals for transforming the organizational structures, including the curriculum, co-curriculum, and student support services.

In fall 2022, 50% of the students in the system identified as Latine/x while only 19% of the academic tenured/tenure track faculty identified as such. The ratio of Latine/x students to Latine/x faculty in fall 2022 was 188:1 which means there are even fewer Latine/x faculty available for students at HSCCs in California than the national average.



HSI Title V and Title III Grant Awards across CCCs (2008-2022)

Federally designated HSIs can apply for capacity-building grants that are intended to advance their efforts to serve Latine/x and other students facing educational inequities. The Department of Education oversees the regulations of Title V (Parts A and B) and Title III (Part F), two of the major funding sources for HSIs. Eligible HSIs can apply to these grants as individual campuses or as a cooperative with other institutions. These competitive grants commonly emphasize certain priorities each year depending on the needs of the nation (e.g., teacher preparation, STEM completion, social-emotional well-being of students). Other federal agencies also offer competitive grant programs and typically structure their eligibility guidelines in line with the Department of Education.⁵⁸

Over the years, the CCCs have successfully secured Title V Part A and Title III Part F grants. In this report we focus on the last 15 years of awards and examine the proposed CCC project abstracts for these two programs. We do not include Title V part B since CCCs are not eligible for these grants as these require HSIs to offer postbaccalaureate programs and degrees. It is worth noting, however, that several community college leaders advocated for the expansion of graduate and professional opportunities at HSIs through the creation of Title V Part B, the Promoting Postbaccalaureate Opportunities for Hispanic Americans (PPOHA), in order to enhance their capacity to recruit faculty to teach at their institutions.⁵⁹ Table 3 displays the number of CCCs obtaining Title V Part A and Title III Part F grants since 2008 based on publicly available abstracts on the Department of Education website.

TABLE 3. NUMBER OF CCCS OBTAINING HSI GRANTS (2008 - 2022)

Year	Title V, Part A	Title III, Part F
2008	--	17
2009	11	--
2010	16	--
2011	1	23
2012	2	--
2013	2	--
2014	8	--
2015	20	--
2016	6	19
2017	4	--
2018	4	--
2019	13	--
2020	28	--
2021	6	15
2022	20	--
Total	141	74

Source: Department of Education, Title V Part A (2008 abstracts not publicly available) and Title III, Part F (grant competitions held every 5 years)

TITLE V, PART A - DEVELOPING HISPANIC-SERVING INSTITUTIONS (DHSI)

Title V Part A aims to expand educational opportunities for Latine/x students and improve the postsecondary attainment among this population of students.⁶⁰ These capacity building grants enable HSIs to enhance their academic offerings and institutional stability through various allowable activities, such as faculty development, student support services, scientific or laboratory equipment for teaching, and teacher education. DHSI competitions typically occur annually. HSCCs have been particularly successful in obtaining these grants in certain years. In 2009, for example, HSCCs comprised 45.8% of all DHSI awards. Since 2009, CCCs have received 141 individual DHSI grants.

DHSI funds eleven types of project activities. Based on our review of publicly available grant abstracts between 2009-2022, Table 4 shows the specific project activities included in the HSCC funded abstracts. Faculty development was included in more than half (57%) of all funded Title V grants. The least mentioned categories in funded Title V project abstracts were scientific or laboratory equipment for teaching, and joint use of facilities.

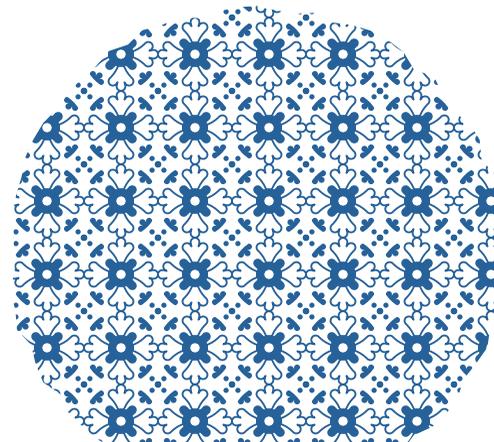


TABLE 4. TITLE V DHSI INDIVIDUAL GRANTS BY PROJECT ACTIVITIES (2009-22)

Activities	Total	Percent
Scientific or laboratory equipment for teaching	6	4%
Construction or renovation of instructional facilities	31	22%
Faculty development	81	57%
Purchase of educational materials	14	10%
Academic tutoring or counseling programs	40	28%
Funds and administrative management	26	18%
Joint use of facilities	6	4%
Endowment funds	8	6%
Distance learning academic instruction	17	12%
Teacher education	9	6%
Student support services	81	57%

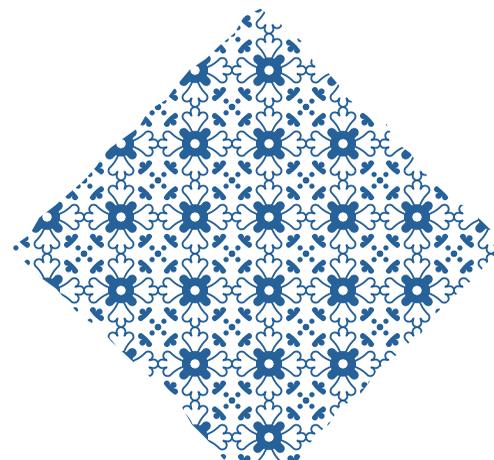
TITLE III, PART F - HISPANIC-SERVING INSTITUTIONS - SCIENCE, TECHNOLOGY, ENGINEERING, OR MATHEMATICS AND ARTICULATION PROGRAMS (HSI STEM)

The purpose of the HSI STEM grants is to increase the number of Latine/x students and other low-income students attaining STEM degrees and to develop STEM transfer models and articulation agreements between two-year and four-year institutions.⁶¹ The HSI STEM Program was established in 2008.⁶² To improve the academic quality of STEM programs, funded projects can focus on several activities, such as curriculum or faculty development, research and career opportunities for students in STEM, and improving STEM facilities and equipment needed for science instruction and computer laboratories. Competitions for HSI-STEM grants are typically held every 5 years depending on funding with the last competition occurring in 2021. Since 2008, 74 CCCs have obtained individual HSI STEM grants. In 2011, HSCCs received 30.2% of all HSI STEM awards granted that year.

Title III funds 5 general activities shown on Table 5 with the corresponding number of HSCC funded grants awarded according to our analysis. The most common activity was to improve the academic quality of STEM programs, including faculty development. It is important to note that 18 of these grants specifically included faculty development. Slightly less than half aimed to better prepare students for STEM careers and the workforce (n = 35). The least mentioned category was improving STEM facilities and equipment.

TABLE 5. TITLE V HSI STEM - PROJECT ACTIVITIES (2008-22)

Activities	Total	Percent
Improving academic quality of STEM programs through curriculum revision and development, or faculty development	36	49%
Developing research opportunities for students in STEM fields	22	30%
Providing or improving student services including counseling, tutoring, mentoring or establishing learning communities	18	24%
Encouraging secondary students to pursue STEM degrees and careers through outreach activities	35	47%
Improving STEM facilities and equipment needed for science instruction and computer laboratories	6	8%



Elements of Servingness in HSCC Grants

To assess how elements of servingness were woven into HSCC grants, we examined publicly available funded grant abstracts for Title V and Title III based on the servingness framework and aspects specific to HSCCs.⁶³ A few patterns emerged across indicators for servingness and structures for servingness.

PROPOSED GRANT OUTCOMES

The majority of the publicly available grant abstracts detailed specific goals for the implementation of the proposed projects. The bulk of the funded Title V and Title III grants focused on student outcomes, or what are referred to as “academic outcomes” in the servingness framework (see Table 6). In particular, increasing transfer rates to 4-year universities was the most commonly cited desired outcome across both programs, Title V (n = 87) and Title III (n = 53).

TABLE 6. TYPE AND NUMBER OF OUTCOMES ACROSS HSCC FUNDED HSI ABSTRACTS

Outcome	Title V	Title III	Total
Transfer	87	53	140
Workforce/Career	48	26	74
Completion/Graduation	36	21	57

Of the abstracts that focused on transfer outcomes, some included a specific target goal such as: “transfer success over 10% in each category for Hispanic and low-income students,” (San José City College, 2020), and “increase the three year cohort transfer-readiness of Hispanic and low-income STEM students to 25%,” (Clovis Community College, 2020). Other CCCs took a

broad approach by stating their goal as strengthening the transfer pipeline over the grant period such as “[program] will increase and accelerate transfer rates for Hispanic and low-income students,” (Los Angeles Harbor College, 2022).

Workforce/labor market outcomes were also focal goals of the funded CCC grants. The types of activities that targeted the labor market include creating career services for students (West Hills College Lemoore, 2015), career counseling and pathways (Cypress Community College, 2019), and establishing programs to “strengthen the technical skills needed in a 21st century workforce” (Rio Hondo College, 2022).

Lastly, graduation and completion rates were included in fewer grants but still accounted for a significant number. Approximately a quarter of all Title V (n=36) and Title III (n=21) abstracts included goals to increase graduation/completion rates. Similar to the transfer outcome, some institutions included very specific goals while others were broader.

INTEGRATING CULTURAL RELEVANCE

As noted in the servingness framework, HSIs should center Latine/x students and should be culturally relevant. Few grants noted a cultural relevance component in the curriculum, services provided for students, or professional development for faculty. While some were explicit in stating cultural relevance as one of their goals, others used phrases such as “providing culturally responsive services for students.” Some of the explicit proposed activities included launching professional development with the purpose of training faculty how to better validate students in the classroom, redesigning curriculum to be culturally relevant, and developing culturally responsive assessments. The total number of Title V and Title III funded grants that included a cultural relevance component were 28 (19%) and 6 (8%), respectively.

CENTERING LATINE/X STUDENTS

While institutions are eligible for Title V and Title III grants based on their enrollment of undergraduate Latine/x college students, not all of the funded grants are tailored towards supporting Latine/x students. Three categories were created to examine the extent to which the funded abstracts centered Latine/x students as the target population for the proposed grant activities. These included: (1) “Latine/x centric” meaning they only catered to the needs, experiences and outcomes of Latine/x students on their campus; (2) “Latine/x in conjunction with,” which included campuses whose target populations were Latine/x students and another student group which they specifically referred to as first-generation, underprepared, low-income, English as a Second Language (ESL), and diverse among others; (3) “Latine/x evasive,” which included the grants whose target population(s) did not mention Latine/x students. Table 7 shows the number of funded HSCC projects according to these categories.

TABLE 7. LATINE/X REPRESENTATION IN HSCC FUNDED ABSTRACTS

Focus	Title V	Title III	Total	Percent
Latine/x Centric	24	10	34	16%
Latine/x in Conjunction with	97	48	145	70%
Latine/x Evasive	21	8	29	14%

Both Title V and Title III funded CCC grants mostly centered on Latine/x students as their target population in conjunction with another student group. The most commonly referenced group for both grants was low-income students. Only a few (which were counted in the Latine/x Centric category), targeted a more specific intersection of identities which was Latine/x low-income

or Latine/x first-generation students. While a few more grants were Latine/x centric compared to Latine/x evasive, the difference was small (5 more Latine/x-centric). Despite the increased focus on reducing racial equity across CCCs, some abstracts remain “Latine/x evasive” across most years, including in 2022. These patterns mirror race-evasive patterns in HSI grants more broadly^{64,65} and are not likely to yield transformative change. Notably, only a few abstracts before 2015 used deficit terms to describe students, such as “at risk”, reflecting an important shift away from the use of deficit-oriented language at HSCCs as observed in SEPs.⁶⁶

ENGAGING FAMILIES AND COMMUNITIES

There was also a focus on family and community engagement in the Title V (n=27) and Title III (n=11) awarded grants, which is also a strong characteristic of servingness. For example, in 2011, Reedley College was awarded a Title III grant through which they proposed a program whose goal was to “attract students into sciences and engineering, we will create a *bilingual* “Parents as Partners” program (*Padres Como Compañeros*) under a Title V grant, into which we will now integrate information on STEM careers and college readiness.” Other colleges focused more so on community outreach such as Southwestern College who was awarded a Title V grant in 2014 in which they proposed “to develop and implement high school, parent and community outreach, mentoring, and targeted outreach to Latino and underrepresented males in order to support and sustain their utilization of the pipeline that provides access from high school into college.” Such programs reflect the type of intentional family and community engagement that can help HSCCs outreach and recruit Latine/x students moving forward.

Despite the increased focus on reducing racial equity across CCCs, some abstracts remain “Latine/x evasive” across most years, including in 2022. These patterns mirror race-evasive patterns in HSI grants more broadly, and are not likely to yield transformative change.

WEAVING SERVINGNESS ACROSS CCC PROGRAMS

Servingness should also be integrated across the multiple community college missions and corresponding structures. Reflecting the growth of dual enrollment across CCCs, a focus on this program also emerged in the funded grant abstracts. A total of 23 Title V grants included a component on Dual enrollment or high school outreach, and 15 Title III grants. In 2020, Sacramento City College received a Title V grant proposing a program whose goal was to “focus on early college initiatives and introduce our Hispanic/Latino and low-income high school students to college via participation in Dual enrollment. Dual enrollment allows high school students to enroll in college-level courses and earn college units and high school credit simultaneously.” In 2021, Cabrillo College was awarded a Title III grant which included a goal to “develop contextualized math courses with active learning components to increase the pipeline of Latino and low-income STEM students with a focus on dual-enrollment to enhance student momentum to completion.” As Latine/x students remain underrepresented in certain dual enrollment programs,⁶⁷ proposing approaches grounded in servingness can aid in reducing such inequities. This also applies to other CCC programs that are mentioned less in previous abstracts, namely certificate, associates, and baccalaureate degree programs.



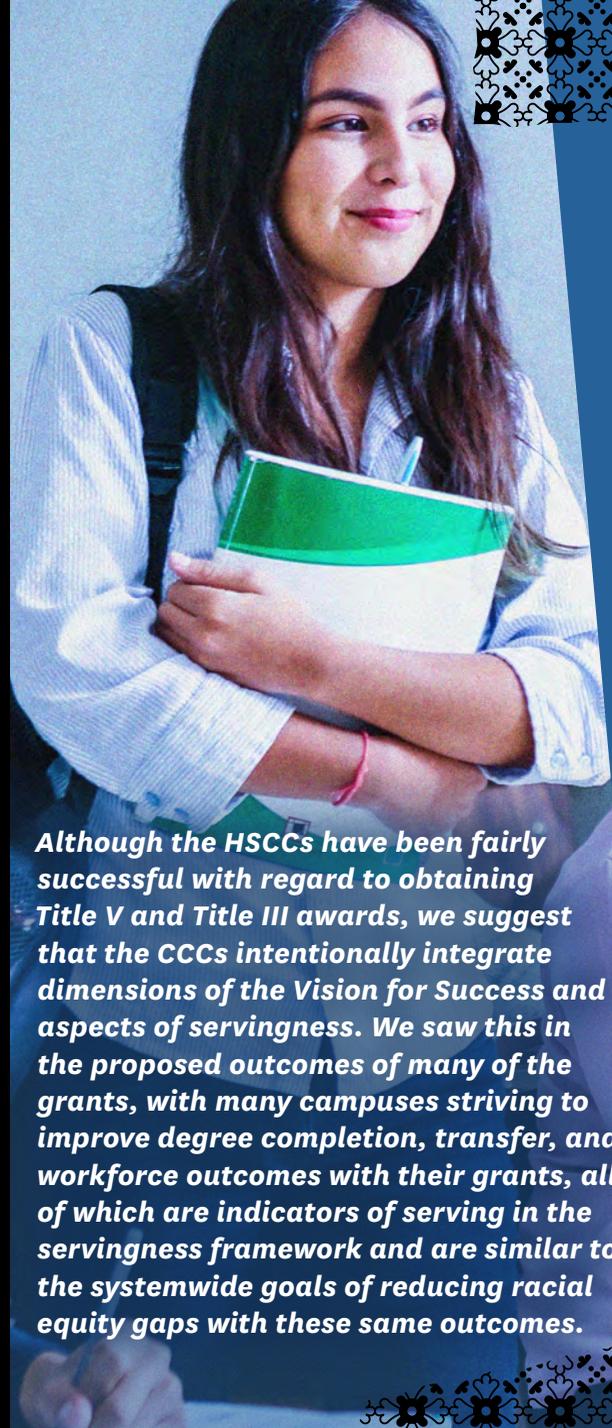
Servingness should also be reflected across the multiple community college missions and corresponding structures.

INTEGRATING TITLE III & TITLE V GRANTS WITH THE VISION FOR SUCCESS

Although the HSCCs have been fairly successful with regard to obtaining Title V and Title III awards, we suggest that the CCCs intentionally integrate dimensions of the Vision for Success and aspects of servingness. We saw this in the proposed outcomes of many of the grants, with many campuses striving to improve degree completion, transfer, and workforce outcomes with their grants, all of which are indicators of serving in the servingness framework and are similar to the systemwide goals of reducing racial equity gaps with these same outcomes.

Alternatively, the abstracts revealed a clear pattern where proposed structures for serving do not consistently center Latine/x students and culturally relevant practices and are not concretely incorporated into the proposed activities or goals. Such race-evasive practices within HSIs will unlikely yield transformative change and more equitable outcomes.

Similarly, the Vision for Success does not provide strong guidance for transformation at the structural level. Moreover, none of the grants called for a focused effort on some of the liberatory or emancipatory outcomes that both Garcia (2021; 2023) and Cuellar et al. (2017) have called on HSIs to consider as important outcomes for Latine/x such as racial identity development, community engagement, critical consciousness, and aspirations for graduate school.^{68,69,70} We also don't see these types of outcomes in the Vision for Success. Embracing a Latine/x-centric HSI identity and enhancing servingness across HSCCs more explicitly through the HSI grants can help strategically achieve systemic goals. As the system steadily continues to become a HSCC system, leveraging the synergies between federal and state policies and mandates can support the CCC system's capacity to advance the educational opportunities of Latine/x students and other historically underserved groups.



Although the HSCCs have been fairly successful with regard to obtaining Title V and Title III awards, we suggest that the CCCs intentionally integrate dimensions of the Vision for Success and aspects of servingness. We saw this in the proposed outcomes of many of the grants, with many campuses striving to improve degree completion, transfer, and workforce outcomes with their grants, all of which are indicators of serving in the servingness framework and are similar to the systemwide goals of reducing racial equity gaps with these same outcomes.

Highlights of Servingness

Evergreen Valley College was awarded a Title V DHSI award in 2010. This grant was Latine/x centric and focused on creating institutional changes with the purpose of increasing the success of Latine/x students on campus. The proposed activity included 4 components: the modification of an existing program to improve the Latine/x transfer rates, professional development focused on training instructors in best practices to achieve outcome equity in their classrooms for Latine/x students, the creation of a peer tutoring center targeting support for Latine/x students considered to be “at-risk” in math, science and English courses, and the fourth component included the collection of data on Latine/x students with the purpose of establishing early retention intervention practices.

Santa Barbara Community College was awarded a Title V grant in 2022. The target population of the grants was Latine/x and low-income students and focused on increasing completion rates through the creation of a culturally responsive first-year experience program and other activities. These activities included professional development for faculty and staff, and mental health and social support services for students. Through its different components, this grant detailed the potential to improve the experiences, the support services available, and equitable outcomes for Latine/x students.

Recommendations To Build Equity & Servingness Capacity in HSCCs



Build capacity for HSI grants and cross campus learning. The Chancellor's office should provide more guidance, direction, and incentives for pursuing HSI grants. Title V & Title III grants should be used to transform structures, such as curricular reform, that can lead to more equitable outcomes, as called for in equity-centered HSI focused frameworks.^{71,72} Additionally, investing in opportunities for HSCC leaders to engage and learn from each other on how to enhance structures and indicators for servingness, including through their proposed grants, will build capacity across the system.

Some HSCCs, such as Pasadena City College and Cabrillo College, have been successful at securing Title V and Title III grants to advance servingness. HSCCs that have had greater success in securing grants can serve as mentor institutions to newer HSCCs that haven't fully embraced their HSI mission and identity yet. In line with the Vision for Success, these collective efforts can move individual campuses, districts, and the system towards institutional transformation and improved educational outcomes.



Integrate servingness across institutional structures. While HSI grants are effective for capacity building, HSCCs will not always successfully obtain these given the competitive grant process; however, the need for transformation remains. Transformation towards servingness is also not the sole responsibility of HSI program directors and project teams. The responsibility must be shared across a campus and units. Campus leaders should consistently raise awareness of HSI efforts beyond

grants and convey the collective commitment necessary of all staff and faculty to build capacity for servingness and reduce equity gaps.

Leaders should further apply the servingness framework to assess current institutional structures and guide change across HSCCs. These assessments can build on existing data gathering and analysis approaches employed in the Vision for Success and Student Equity Plans. Through these servingness assessments, leaders can develop feasible and tangible plans to build on successes and areas for improvement for campus-wide transformation across the various academic and student service units. Faculty and staff across campuses can in turn consider how their work contributes to servingness or how they can modify existing structures, such as enhancing culturally responsive approaches in the curriculum or in specific student support services.



Recruit Latine/x faculty, staff and administrators. Faculty with the knowledge and skills for teaching at HSIs can elevate institutional capacity for servingness. HSCCs should recruit and hire faculty who demonstrate experience teaching at HSIs or MSIs or skills and knowledge that reflect equity minded pedagogies to serve Latine/x students. This may attract more Latine/x faculty, staff, and administrators to apply for these positions. Prop 209 has long been used to avoid race-consciousness in hiring practices. However, as reports written by Roman Liera and Thuy Thi Nguyen in this series indicate, recruitment of a racially diverse pool is allowable.^{73,74}



Support the professional development and career advancement of Latine/x faculty, staff, and administrators. Given the disparities between Latine/x student enrollments and Latine/x faculty, staff, and administrator representation, HSCCs should not solely rely on recruitment. More resources to support the professional development and career advancement opportunities are needed to ensure that Latine/x individuals already employed across HSCCs are supported and retained. COLEGAS, for instance, provides equity-focused professional development to CCC Latine/x employees and is a prime example of a program to support. Such investments will reap long-lasting rewards with the intentional cultivation of Latine/x leaders across the system.



Build data infrastructure and reporting structures to track servingness across the system; expand outcomes beyond traditional metrics. Building on earlier recommendations for HSCCs,⁷⁵ new metrics of servingness should be created. Academic outcomes are clearly valued in funded HSCC proposal abstracts based on our analysis, reflecting federal and state priorities and policies. Non-academic, liberatory, and emancipatory outcomes and student experiences are also valuable indicators of servingness but garner less attention, which is clear in this report. More systematic approaches must be developed to gather and analyze student experiences, such as perceptions of campus climate, and non-academic outcomes, such as civic engagement, racial identity development, and critical consciousness. These will provide a more complete snapshot of HSCCs' impacts on students and the public good.



Inform Latine/x students and broader community on HSCC efforts and progress. HSCCs should be transparent on grant progress and outcomes to ensure HSIs remain accountable not only to funders and policymakers but to the students and communities they serve.⁷⁶ This should include public facing reports and/or websites. Indicators of servingness can further be integrated into existing campus and system reports, such as the State of the System, in order to continue to raise awareness on HSCCs and share progress with stakeholders. These reporting structures may also require systemwide reports that fully focus on HSCCs and cover a broader set of indicators as a way to track progress towards servingness and equity.



Expand student and institutional intersectional servingness. HSCCs, like most institutions, often overlook the diversity among Latine/x students and students from various marginalized identities at HSCCs,^{77,78} such as LGBTQ+ Latinx students.⁷⁹ Students may also experience marginalization at HSCCs,⁸⁰ which can adversely impact outcomes. HSCCs must be more intentional in cultivating more humanizing environments by first addressing the ways racism and oppression is embedded in structures and practices.

To learn more about intersectionality at HSIs, read the AERA Open Special Topic Collection edited by Gina A. Garcia and Marcela G. Cuellar. This publicly available resource features 8 articles and an introduction from the editors.



<https://journals.sagepub.com/topic/collections-ero/ero-1-Intersectionality-HSI/ero>

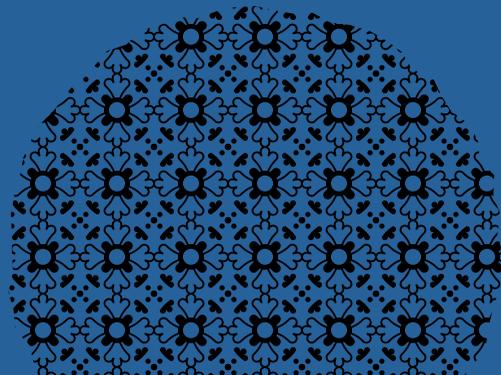
Some HSCCs also hold intersecting MSI identities, making them eligible for multiple MSI grant programs now or in the future, such as Asian American Native American Pacific Islander Serving-Institutions (AANAPISI) and Predominantly Black Institutions (PBI). Federal policies limit applying to certain opportunities that overlap across MSIs (e.g. multiple Title III grants through AANAPISI and HSI eligibility). Institutions should not limit elevating one organizational identity over another. While these programs utilize different eligibility criteria with respect to corresponding demographic enrollments, overlapping goals and purposes can advance servingness in ways to center and address the unique needs of these various communities, especially when this work is driven by equity.



Expand servingness capacity across PK-16 systems and regions. Across the state, several HSCCs already partner with two and four-year HSIs in their local regions, recognizing that many Latine/x students choose to enroll in and transfer to local options due to several cultural and structural factors, such as a desire to remain near family and college affordability. Such partnerships can contribute to closing regional gaps, a Vision for Success goal. HSCC leaders should continue to engage in such regional partnerships or begin to establish them. These partnerships can serve as additional spaces for learning with and from other HSIs on how to advance servingness on campus and regionally. As these regional partnerships develop, HSIs should also include Hispanic-Serving School Districts (HSSDs) to expand servingness across PK-16 systems.

Concluding Thoughts

From the moment the federal government officially recognized HSIs 30 years ago, CCCs emerged as key actors in the HSI landscape at a national and state level. Based on the capacity-building intent of federal HSI funding, long-standing and more recent HSCCs across the system are engaging in a variety of activities reflecting servingness. Obtaining federal HSI grants allows HSCCs to propose and incorporate evidence-based and innovative approaches to enhance their capacity to more intentionally serve Latine/x students and minoritized students. These efforts in many ways complement the equity-oriented policies and mandates the CCC has undertaken to improve student outcomes and in some cases alter structures. This report shows the promising advancements across HSCCs in California, yet we call on HSCCs to be more intentional in their efforts to integrate federal and state-level policies to advance equity and servingness. We do this in the spirit of collaboration and care, acknowledging that the California HSCCs are making significant progress in many areas of racial equity.



Academic outcomes are clearly valued in funded HSCC proposal abstracts based on our analysis, reflecting federal and state priorities and policies. Non-academic, liberatory, and emancipatory outcomes and student experiences are also valuable indicators of servingness but garner less attention, which is clear in this report. More systematic approaches must be developed to gather and analyze student experiences, such as perceptions of campus climate, and non-academic outcomes, such as civic engagement, racial identity development, and critical consciousness. These will provide a more complete snapshot of HSCCs' impacts on students and the public good.

Author Biographies



Dr. Marcela G. Cuellar is an Associate Professor in the School of Education at the University of California, Davis. Her research examines Latinx/a/o student experiences and outcomes at Hispanic-Serving Institutions (HSIs) and emerging HSIs, campus climate, and community college baccalaureates. Her scholarship has been published in the *American Journal of Education*, *Community College Review*, and *Review of Higher Education*.

Drawing from her research and commitment to Latinx/a/o communities, she has served on the UC Davis HSI Task Force and the systemwide University of California's Hispanic-Serving Institutions Initiative (UC-HSI) Advisory Board. She is a principal investigator with colleagues from UC Irvine and UC Santa Cruz on a research project examining institutional transformation at R1 HSIs, especially within the University of California. She is also collaborating with colleagues at UCLA and USC to explore the expanding baccalaureate programs across California's community colleges with a focus on racial equity. She holds a BA in Psychology and Spanish from Stanford University, a MA in Higher Education Leadership from the University of San Diego, and a PhD in Education (Higher Education and Organizational Change) from UCLA. Originally from Oxnard, California, she is the proud daughter of Mexican immigrants.



Dr. Gina Ann Garcia is a professor in the Berkeley School of Education at UC, Berkeley. Her research centers on issues of equity and justice in higher education with an emphasis on understanding how Hispanic-Serving Institutions (HSIs) embrace and enact an organizational identity for serving minoritized populations. She explores the experiences of administrators, faculty, and

staff within HSIs and the outcomes of students attending these institutions. As an equity-minded scholar, she tends to the ways that race and racism have shaped institutions of higher education. Dr. Garcia is the author of *Becoming Hispanic-Serving Institutions: Opportunities for Colleges & Universities*, for which she won the American Association of Hispanics in Higher Education Book of the Year Award in 2020 and the editor of the book *Hispanic-Serving Institutions in Practice: Defining "Servingness" at HSIs*. Her newest book, *Transforming Hispanic Serving Institutions for Equity and Justice* was released in Spring 2023 and is now available. She has delivered over 150 public lectures and workshops across the country and consults directly with HSIs to work towards organizational transformation. Dr. Garcia is a proud alumna of a HSI, Cal State University, Northridge, and was a Title V Coordinator at Cal State University, Fullerton which drives and motivates her research and praxis.

Author Biographies



Mayra Nuñez Martinez is a 5th year PhD candidate in the School Organization and Education policy emphasis in the School of Education at the University of California, Davis. As a first-generation, DACAmented Mexicana, she is committed to centering racial equity and removing systemic and structural barriers that exist for minoritized communities in higher education. Her experiences growing up in California's rural San

Joaquin Valley and working with rural Communities of Color as a college access advisor and high school biology teacher have directly influenced her research interests and desire to increase college access and completion for rural Latine/x youth. Her current work focuses on examining the institutional and structural factors that impact community college transfer decisions and outcomes of rural Latine/x students.



Dr. Alicia Bencomo Garcia is an Ethnic Studies faculty at Cabrillo Community College. Her research focuses on the organizational structures at HSIs which influence or are impacted by institutional policies such as academic probation, dismissal and readmission. Through her scholarship and praxis, she is accountable to the students, particularly Latinx students, who experience such academic

challenges. As a first-generation college student from a low-income background who experienced academic challenges as an undergraduate, her experiences and those of her fellow peers who experienced similar challenges, inform her work. In her current role at Cabrillo, Dr. Bencomo Garcia is responsible for developing curriculum and establishing the Ethnic Studies Department on campus.

USC Race and Equity Center

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At College Futures Foundation, we envision a California where postsecondary education advances racial, social, and economic equity, unlocking upward mobility now and for generations to come. We believe in the power of postsecondary opportunity and that securing the postsecondary success of students facing the most formidable barriers will ensure that all of us can thrive—our communities, our economy, and our state. We believe that the equitable education system of the future, one that enables every student to achieve their dreams and participate in an inclusive and robust economy, will be realized if we are focused, determined, and active in our leadership and partnership.

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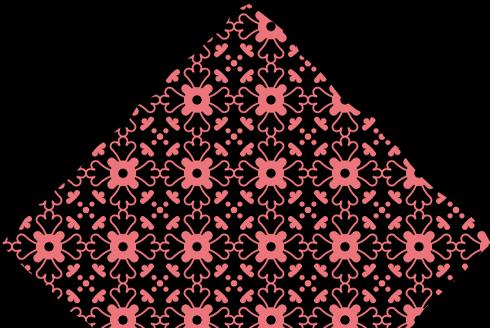
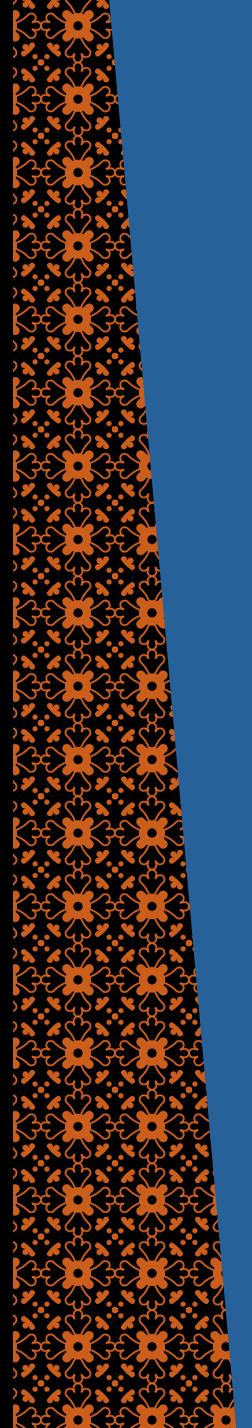
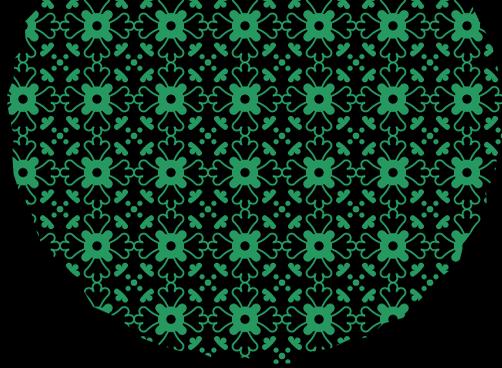
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