2020 REPORT

Zero-Textbook-Cost Degree Grant Program

California Community Colleges Chancellor's Office | Eloy Ortiz Oakley, Chancellor

ELOY ORTIZ OAKLEY
Chancellor

California Community Colleges

March 16, 2021

The Honorable Gavin Newsom
Governor of California
State Capitol
Sacramento, CA 95814

RE: Zero-Textbook-Cost Degree Grant Program Legislative Report

Dear Governor Newsom and California State Legislature:

On behalf of the Board of Governors for the California Community Colleges, I am pleased to present to you the California Community Colleges report on the Zero-Textbook-Cost Degree Grant Program.

In this report, the California Community Colleges Chancellor's Office summarizes the efforts to implement the Zero-Textbook-Cost Degree Grant Program to reduce the overall cost of education for students and decrease the time it takes students to complete degree and certificate programs. These are key goals of the California Community Colleges' *Vision for Success*, our framework to ensure students of all backgrounds succeed in reaching their higher educational goals.

The report details the results for 30 colleges that received funds for planning and/or implementation of program pathways with no costs for textbooks. Textbooks are often a significant expense for students; these programs help ensure textbook costs are not a roadblock in any student's journey at a California community college.

Executive Vice Chancellor of Educational Services and Support Marty J. Alvarado maybe contacted for questions and comments. She can be reached at (916) 327-5492 or malvarado@cccco.edu.

Thank you for your interest in these programs and the students they serve.

Sincerely,

Eloy Ortiz Oakley, Chancellor

Enclosure: Report

ZERO-TEXTBOOK-COST DEGREE GRANT PROGRAM LEGISLATIVE REPORT

Prepared By

California Community Colleges Chancellor's Office
Educational Services and Support

Table of Contents

OVERVIEW OF RECOMMENDATIONS

The California Community Colleges Chancellor's Office recommends continued investment, in the form of flexible funding, in future Zero-Textbook-Cost ("ZTC") efforts that focus on data-driven evaluation and student-centered design to ensure their strategic alignment with the legislative intent of (1) reducing the overall cost of education for students and (2) decreasing the time it takes to complete degree programs. Both of these goals are critical components of achieving the California Community Colleges *Vision for Success*, adopted in 2017.

In addition to investment specific to program design and implementation, the Chancellor's Office also recommends intentional and consistent funding to improve the data infrastructure and research capacity for the California Community Colleges system to better support the Legislature's various efforts to strategically and effectively deploy limited resources to low-income students in the system.

BACKGROUND

The Budget Act of 2016 appropriated $5 million in one-time Proposition 98 funds to the California Community Colleges Chancellor's Office to establish the Zero-Textbook-Cost Degree Grant Program ("the ZTC Program").[1] This authorized the Chancellor's Office to "award grants to community college districts that meet specified criteria for developing and implementing associate degrees and career technical education certificate programs earned entirely by completing courses that eliminate conventional textbook costs by using alternative instructional materials and methodologies, including open educational resources." The legislative intent for the ZTC Program is to: (1) reduce the overall cost of education for students; and (2) decrease the time it takes to complete degree programs.

True cost of attendance continues to be one of the most significant barriers for many of the California community college students to achieve their educational goals. While tuition has remained low, our state's higher cost of living and the lack of adequate financial aid to cover non-tuition expenses such as textbooks, transportation, housing and food have made it challenging for students to afford college. Enrolling and completing programs with ZTC will alleviate some of the financial pressure the students are experiencing and improve their chances of completing college. Coupled with financial aid and basic needs reform efforts, the ZTC Program represents another effective tool by the State and the community college system to improve college affordability, equitable access, and student success for the 2.1 million community college students.

Over the three years that the ZTC Program was active, the Chancellor's Office awarded 43 grants (18 for Planning and 25 for Implementation) to colleges. Leveraging open educational resources, grantees developed 37 ZTC programs and 404 ZTC courses in various disciplines. Although there is insufficient time to track a cohort of students from enrollment to completion and lack of sufficient data points to evaluate whether the program is meeting legislative intent, given the ZTC Program's potential to improve college affordability and equitable student access to higher education, the Chancellor's Office recommends continued

---

[1] Education Code Section 78050 - 78052

investment in future ZTC efforts with a focus on data-driven evaluation and student-centered design to ensure intentionality, integrity and flexibility of the program.

FUNDING THE ZERO-TEXTBOOK-COST DEGREE GRANT PROGRAM

The Chancellor's Office allocated 79% ($3,962,571) of the $5 million appropriation as competitive planning and implementation grants to colleges and districts. Planning grants ($35,000 each) helped institutions identify potential ZTC degree programs and courses, coordinate stakeholders, and prepare for the creation and adoption of effective open educational resources to support the ZTC Program. Implementation grants (up to $150,000 each) enabled colleges to develop and adopt open educational resources in course and program design, ensure compliance with the Americans with Disabilities Act[2] and the federal Copyright Act of 1976, and implement ZTC degree programs on campus.

The Chancellor's Office awarded 43 Zero-Textbook-Cost Degree grants — 18 for Planning and 25 for implementation. Ten colleges who received a Planning grant won a subsequent Implementation grant. Fifteen colleges started with Implementation grants. Twenty percent of the community colleges participated in this effort, and every region[3] was represented. For a complete list of grantees, amounts and disciplines, see Appendix A.

The remaining 21% of the appropriation ($1,037,429) went to four community colleges to administer the program and provide technical assistance to grantee colleges.

Table 1: Summary of the Zero-Textbook-Cost Degree Grant Program Appropriation

Description	Number of Awards	Amount
Planning Grant	18	$628,093
Implementation Grant	25	$3,334,478
Administration and Technical Assistance Providers Contracts	3	$1,037,429

[2] Public Law 104-197

[3] Regions as provided in the Council of Chief Librarians directory: https://cclibrarians.org/directory/regions

DEVELOPING ZTC PROGRAM THROUGH OPEN EDUCATIONAL RESOURCES

Open educational resources ("OER") are educational materials that anyone can use, customize and share at no cost and are available through an open license. Engaging discipline faculty to curate and develop open educational resources ensures the instructional materials are up-to-date and of high quality for students. An open license allows for sharing of high quality educational resources, which results in significant cost savings, especially in programs with high-cost science, technology, engineering and math texts.

In addition to the ZTC Program funding, the Legislature appropriated $6 million from the General Fund to the Board of Governors of the California Community Colleges for allocation to the Academic Senate for the California Community Colleges to support the development and use of OER.[4] The Academic Senate convened discipline specific faculty to curate or create OER and formed a network of regional OER liaisons for guidance. All materials are shared through their Open Educational Resources Initiative.[5] There are additional quality resources available, nationally and internationally, through the California Open Online Library for Education and the Community College Consortium for Open Educational Resources[6] which is a community of practice through Open Education Global.[7]

OUTCOMES FOR THE ZERO-TEXTBOOK-COST DEGREE GRANT PROGRAM

The following sections describe the required reporting for Education Code 78052(e):

NUMBER OF ZERO-TEXTBOOK-COST DEGREE PROGRAMS DEVELOPED

Among the 23 colleges that received Implementation grants, 19 colleges reported 37 programs were developed. These ZTC programs were developed in addition to existing programs colleges are offering. For a complete list of colleges and the programs developed, see Appendix B. Grantees also developed 404 ZTC courses. These courses were in a variety of program areas, including career technical education, sciences, technology, engineering and math. Program awards include general education, associate degrees, associate degrees for transfer (ADT), and certificates.

---

[4]Assembly Bill 1809, Committee on Budget. Higher Education Trailer Bill

[5]https://asccc-oeri.org/

[6]https://www.cccoer.org/

[7]https://www.oeglobal.org/

NUMBER OF STUDENTS WHO COMPLETED A ZERO-TEXTBOOK-COST DEGREE PROGRAM

Grantees reported that about 31,000 students enrolled in their ZTC courses. There is insufficient data to reasonably estimate the number of students who completed a ZTC Program by June 2019. Like many community college programs, the sequence of courses in a degree or certificate program is not reserved for a specific cohort of students. There is also no guarantee that all courses without textbook costs would be available at any given term. As a result, many students are taking a combination off Zero-Textbook-Cost courses and non-Zero-Textbook-Cost courses toward program completion. Aggregating longitudinal data on program completion across the system will require additional efforts in establishing data collection standards, including data definitions, and additional investment in systemwide data collection infrastructure and data analytics capacity.

ESTIMATED ANNUAL SAVINGS TO STUDENTS

Community college students spend approximately $700 per year[8] on textbooks. Therefore, an effectively implemented ZTC program can save a student up to $700 on textbooks every year if there are sufficient ZTC degree courses available for students to enroll in and complete. Additionally, to fully realize the saving, these courses need to truly be zero textbook cost for the student.

Although the open license associated with OER makes the educational materials free, students often still have to pay to obtain access to online instructional materials if the materials are copyright protected. Moreover, students who prefer a paper text will also incur printing or copying costs. These student friction points are barriers to achieving true zero textbook costs for students and will require flexible and holistic interventions based on unique course and program needs.

SPECIFIC RECOMMENDATIONS TO INCREASE, EXPAND OR IMPROVE THE OFFERING OF ZERO-TEXTBOOK-COST DEGREES

The pilot colleges' ability to successfully develop ZTC degrees and courses across various disciplines is a direct result of the State's investment in the ZTC Program and the subsequent investment to support the Academic Senate with the development and use of OER. In order to further increase, expand and improve ZTC degrees – particularly to meet the legislative intent of (1) reducing the overall cost of education for students, and (2) decreasing the time it takes to complete degree programs – the Chancellor's Office recommends additional investment, in the form of flexible grant funding, into efforts that focus on data-driven evaluation and student-centered redesign. With the flexibility, the Chancellor's Office would like to focus on investment priorities including efforts:

---

[8]Hill, Phil, "Reprise: How Much Do Community College Students Actually Pay for Textbooks?" e-Literate, July 28, 2016, https://eliterate.us/reprise-how-much-community-college-students-actually-pay-textbooks/.

1. Ensure the ZTC programs and courses are truly zero cost to the students by eliminating hidden costs;

2. Evaluate existing ZTC programs and courses and incorporate culturally relevant content to contribute to advancing equity in teaching and learning;

3. Share and adopt existing quality ZTC program and course materials, especially within the same Community College District;

4. Develop and curate quality ZTC materials for courses that satisfy general education requirements;

5. Complete the ZTC program sequence of courses and clarify path to completion;

6. Post ZTC program courses on the California Virtual Campus Course Exchange and quickly make ZTC programs and courses available to all California community college students; and

7. Focus on collection and analysis of data to inform program designs that meet the legislative intent of the ZTC Program.

Importantly, the existing systemwide data infrastructure does not support the effective collection of data necessary to conduct comprehensive, ongoing analyses of effectiveness of the ZTC Program, its strategic alignment with the legislative intent, and effective innovations to potentially scale across the system. Tracking and analyzing critical qualitative and quantitative data points centered in student experience in ZTC degree programs will be largely a manual process that is time consuming and labor intensive. Similar data challenges are apparent across many programs that the Chancellor's Office administers. Therefore, in addition to investment specific to program design and implementation, the Chancellor's Office also recommends intentional and consistent funding to improve the data infrastructure and research capacity for the California Community Colleges system in order to: 1) monitor and evaluate the programs more regularly and accurately; and 2) better support the Legislature's efforts to strategically and effectively deploy limited resources to low-income students in the system.

APPENDIX A: GRANT AWARDEES

ZERO-TEXTBOOK-COST DEGREE PROGRAM PLANNING GRANTS

Eighteen planning grants were awarded. Twenty-one colleges applied, three were not eligible (scores were below the 75 point threshold).

Grant #	College	Grant Award Amount
16-066-001	American River College	$35,000
16-066-002	Berkeley City College	$35,000
16-066-003	Butte College	$35,000
16-066-004	Chaffey College	$35,000
16-066-005	Lake Tahoe Community College	$35,000
16-066-006	Lassen College	$34,944
16-066-007	Marin, College of	$35,000
16-066-008	MiraCosta College	$34,639
16-066-009	Orange Coast College	$35,000
16-066-010	Palomar College	$34,320
16-066-011	Pasadena City College	$35,000
16-066-012	Rio Hondo College	$35,000
16-066-013	Saddleback College	$35,000
16-066-014	San Diego Continuing Education	$35,000
16-066-015	Santa Ana College	$35,000
16-066-016	Santa Monica College	$35,000
16-066-017	Taft College	$34,970
16-066-018	Laney College	$35,000

ZERO-TEXTBOOK-COST DEGREE PROGRAM IMPLEMENTATION GRANTS

A total of 25 Implementation grants were awarded to colleges. Two rounds of Implementation grants were offered. In the first round, 5 colleges applied and all were funded. In the second round, 23 colleges applied, 20 were funded and 3 colleges were not eligible (scores were below the 70 point threshold).

Program award types: Associate of Arts (AA), Associate of Science (AS), Associate in Arts for Transfer (AA-T), Associate in Science for Transfer (AS-T), Certificate of Achievement (CoA), Certificate of Competency (CoCy), Certificate of Completion (CoCo), General Education (GE)

Grant Number	College	Award Amount	Program Award	Focus Area
16-080-002	MiraCosta	$66,948	CoA	Child Development
16-080-005	West Hills Lemoore	$150,000	AA-T	Psychology
16-080-006	College of the Canyons	$121,763	CoA	Water Technology
17-080-003	San Diego Continuing Education	$50,000	CoA	Small Business Growth
17-080-004	San Jose City College	$150,000	AA	Social & Behavioral Sciences
17-085-001	College of Alameda	$150,000	AS-T	Mathematics
17-085-002	Allan Hancock	$149,687	AA-T, GE	Political Science, GE for AA-T & AS-T
17-085-003	Butte College	$150,000	AA-T, AA, CoA	Psychology, Social & Behavioral Sciences, Early Childhood Education
17-085-004	College of the Canyons	$150,000	AS-T	Early Childhood Education
17-085-005	Glendale College	$149,560	C, AS-T, GE	Child Development, Early Childhood Education, General Education
17-085-006	Grossmont College	$150,000	AA-T	Geography (Proposed) but developed Sociology and GE Certificate instead
17-085-007	Lake Tahoe Community College	$150,000	AS-T	Mathematics

Grant Number	College	Award Amount	Program Award	Focus Area
17-085-008	Los Angeles Valley College	$150,000	AA-T	Communications
17-085-009	Los Medanos College	$48,458	AA-T	Philosophy
17-085-010	College of Marin	$150,000	GE	GE for AA-T & AS-T
17-085-011	Orange Coast College	$63,204	CoA	Architectural Technology
17-085-012	Pasadena City College	$150,000	AA	Social & Behavioral Sciences
17-085-013	Reedley College	$150,000	AS-T, CoA (5)	Early Childhood Education, Associate Teacher, Child Care for School Age Children/ Teacher, Early Intervention Assistant, Family Child Care, Child Development
17-085-014	San Bernardino Valley College	$149,840	AA	Social & Behavioral Sciences, Liberal Arts
17-085-015	San Diego Continuing Education	$135,200	CoA	Small Business Growth
17-085-016	Santa Ana College	$150,000	AS-T, AA, CoA	Business Administration, Physics, Liberal Arts (Arts, Humanities & Communication) Biotechnology Laboratory Technician
17-085-017	Santa Monica College	$150,000	AS-T	Computer Science, Early Childhood Education
17-085-018	Skyline College	$149,816	AS	Respiratory Care
17-085-019	Taft College	$150,000	AA-T	Administration of Justice
17-085-020	West Hills College Coalinga	$150,000	AA, CoCy	Kinesiology, Precision Agriculture Technology

ZERO-TEXTBOOK-COST DEGREE PROGRAM – ADMINISTRATIVE AND TECHNICAL ASSISTANCE GRANTS

Contract #	District/College	Contract Award Amount*
C16-0046	Allan Hancock Joint CCD	$210,000
C16-0067	West Hills College Lemoore	$435,000
C17-0085	State Center CCD	$26,000
C17-0079	College of the Canyons	$435,000

*The total contract award amounts exceed the 21% because unexpended funds were reallocated to another district or college.

ZERO-TEXTBOOK-COST DEGREE GRANTEE COUNT BY REGION

Region	Count of Grantees
Desert	2
East Central	3
Los Angeles	7
North East	5
North West	3
San Diego / Imperial	7
San Francisco / East Bay	4
South Coast	5
South West / Bay	2
West Central	5

APPENDIX B: ZERO-TEXTBOOK-COST PROGRAMS DEVELOPED BY COLLEGE

Twenty-three colleges received Implementation grants. Two colleges, San Diego College for Continuing Education and College of the Canyons, applied for and received two implementation grants offered in succession. Four colleges were not able to develop a full program during the performance period of the grant.

Program award types: Associate of Arts (A.A.), Associate of Science (A.S.), Associate in Arts for Transfer (AA-T), Associate in Science for Transfer (AS-T), Certificate of Achievement (CoA), Certificate of Competency (CoCy), Certificate of Completion (CoCo), General Education (GE)

Completed Development	College	Program Award	Focus Area
No	Allan Hancock College	AA-T, GE	Political Science, GE (Courses but no program indicated)
Yes	Butte College	AA-T, AA, CoA	Psychology (AA-T), Social & Behavioral Sciences (AA), Early Childhood Education (CoA), Child and Adolescent Development (AA-T)
Yes	College of Alameda	AS-T	Mathematics
Yes	College of the Canyons	AS-T, CoA	Early Childhood Education, Water Technology
Yes	College of Marin	GE	Anthropology, Communications, Sociology, General Education and IGETC
Yes	Glendale Community College	C, AA-T	ECE Teacher, ECE Infant/Toddler, ECE School Age Care, ECE, Social Sciences, History, Sociology, Anthropology
Yes	Grossmont College	AA-T, GE	Sociology, GE
Yes	Lake Tahoe Community College	AS-T	Mathematics
No	Los Angeles Valley College	AA-T	Communications (Developed course shells in canvas to share but no program)
Yes	Los Medanos College	AA, AA-T	Drama, Philosophy
Yes	MiraCosta College	CoA	Child Development
Yes	Orange Coast College	CoA	Architectural Technology
Yes	Pasadena City College	AA	Social & Behavioral Sciences

Completed Development	College	Program Award	Focus Area
Yes	Reedley College	CoA	Associate Teacher, Child Development
No	San Bernardino Valley College	AA	Social & Behavioral Sciences, Liberal Arts (unable to complete full program)
Yes	San Diego College of Continuing Education	CoA	Small Business Growth
Yes	San Jose City College	AA	Social & Behavioral Sciences
Yes	Santa Ana College	AS-T, AA	Business Administration, Physics, Liberal Arts (Arts, Humanities & Communication) Biotechnology
Yes	Santa Monica College	AS-T	Computer Science, Early Childhood Education
No	Skyline College	AS	Respiratory Care (still awaiting ZTC materials from faculty)
Yes	Taft College	AA-T	Administration of Justice
Yes	West Hills College Coalinga	AA, CoCy	Kinesiology, Precision Agriculture Technology
Yes	West Hills College Lemoore	AA-T	Psychology

Connect with us!

WEBSITES

California Community Colleges
cccco.edu

Salary Surfer
salarysurfer.cccco.edu

Associate Degree for Transfer
adegreewithaguarantee.com

Financial Aid
icanaffordcollege.com

Career Education
careered.cccco.edu

SOCIAL MEDIA

California Community Colleges Facebook Page
facebook.com/CACommColleges

Financial Aid Facebook Page
facebook.com/icanaffordcollege

California Community Colleges Twitter Feed
twitter.com/CalCommColleges

Chancellor Eloy Oakley Twitter Feed
twitter.com/EloyOakley

Government Relations Twitter Feed
twitter.com/CCGRAdvocates

Financial Aid Twitter Feed
twitter.com/ICanAfrdCollege

California Community Colleges YouTube Page
youtube.com/CACommunityColleges

Financial Aid YouTube Page
youtube.com/ICANAFRDCOLLEGE

Hello College, It's Me Lupita!
https://www.youtube.com/hellocollegeitsmelupita

California Community Colleges Instagram Page
instagram.com/CaliforniaCommunityColleges

Financial Aid Instagram Page
instagram.com/icanaffordcollege