Chapter 4: Closing the Academic and Equity Gaps: How Achieving the Dream Redefined Assessment

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This chapter will demonstrate how Achieving the Dream, a nonprofit leader of a national reform network of community colleges and open-access universities, uses assessment to guide institutions towards a culture of evidence, equity and continuous improvement.to improve student success. Community colleges serve distinct roles within higher education. As open access institutions, these colleges provide educational opportunities for a wide variety of individuals, including nontraditional students in terms of age, ability/disability, ethnic diversity, SES, and other demographics. It is through this outreach that community colleges promote equity. Community colleges offer diverse programs for those seeking to; transfer to four-year universities, earn vocational terminal degrees, participate in adult education, to gain short-term training, or just to take a course for personal enrichment. It is this breadth of offerings that make the mission of community colleges appear overly ambitious, yet ambiguous and confusing (Meier, 2013). This combination of serving "all people" coupled with its broad mission has garnered significant criticism. Community colleges have also received criticism due to their lower success rates, measured in completion metrics, than their four-year counterparts. However, the critics fail to acknowledge that the students entering these colleges come with significant barriers and would be predicted to have lower completion rates. Moreover, for most of these students, the community college represents their only opportunity for postsecondary enrollment. In reality, these colleges, serving a diversity of educational needs, are under-funded to serve the needs of the diverse constitutes that come through their doors.

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Recently, significant pressure is being placed on community colleges to improve their student success outcome measures. Despite their broad yet distinct role and mission, national accountability groups judge these colleges using the same student outcome expectations used for research universities—institutions that have significantly more resources and focused missions. The accountability movement emerged in 2006 as a result of the Spellings' Commission Report on the Future of Higher Education. This movement compelled community colleges to respond with their own Voluntary Framework of Accountability (VFA) to define appropriate student outcomes and illustrate accountability to stakeholders and their communities (Voluntary Framework of Accountability, 2017). These accountability demands prompted other conversations and initiatives focused on how to help community colleges use evidence-based practices to help students.

This chapter will focus on a new form of assessment currently being used across the country in the over 220 community colleges in 39 states and the District of Columbia in the Achieving the Dream Network. Achieving the Dream is making progress closing academic achievement gaps and accelerating student success through a unique change process that builds each college's institutional capacities in seven essential areas. The capacity-building process begins with a new and original institutional-level assessment instrument, the Institutional Capacity Assessment Tool (ICAT).

The focus on capacity building emerged because of the need to increase the capacity of colleges to function across multiple factors in an increasingly diverse society. Capacity building is reflected in the manner decisions are made, who determines what is valued, and the creation of processes that connect the core purpose of community with the current trends in society (Smith, 2012). A study of rural community colleges viewed capacity building as a necessary step to shift structures and processes to enable the college to confidently approach This article is protected by copyright. All rights reserved.

the future in a manner that develops confidence that change is not only possible but also sustainable (Torres, Viterito, Heeter, Hernandez, Santiague, & Johnson, 2013). Having community colleges focused on data that directly examines issues of equity often requires colleges to increase their capacity to consider different structures to meet the demands associated with serving diverse students (Kezar, 2014). Using knowledge accrued through working with community colleges, ATD developed the ICAT instrument as an assessment to help colleges engage in conversations about the elements needed to increase their capacity to promote the success of diverse students.

We provide within this chapter general information about ATD and the evolution of assessments within the initiative. We then review the goals of the ICAT as well as how it is presented to and implemented by colleges. Finally, we conclude with vignettes that tell the story of how colleges work towards filling the gap between assessment and achieving equity on their campuses by reflecting on the results of the ICAT and evidence-based information.

Achieving the Dream: Empowering Colleges to use Assessments

Addieving the Dream Network colleges are committed to helping their students, particularly low income students and students of color, achieve their goals for academic success, personal growth, and economic opportunity. Institutions voluntarily commit to Network participation, pay the required participation fees and are provided support from a Leadership Coach and a Data Coach to assist in building capacity and using evidence to improve student outcomes. Each college creates a team consisting of faculty, staff, and administrators who agree to meet regularly, review data, and propose changes that will help support students more effectively. By focusing on building capacity, coaches aim to shift the college conversations from a project mentality to one of changing the culture through a keen focus on student success. This collaborative relationship between the coaches and college teams allows the coaches to be engaged advisors. Coaches make site visits to the campus supplemented by virtual meetings with the college teams between site visits. Both college teams and coaches attend annual conferences with workshops based on evidence of what is working to improve student success.

Institutional Capacity Framework and Assessment Tool

After more than a decade of experience, ATD found that improving student success on a substantial scale required colleges to engage in bold, holistic, sustainable institutional change rather than small innovations or changes at the margins. That insight plus findings from the latest applied research led ATD to develop the Institutional Capacity Framework and Tool. The Framework takes a comprehensive approach to improving success for all students and positions colleges to undertake large-scale reforms such as pathways and successfully prepare for accreditation. The Framework is designed for scale and pays more attention to teaching and learning and non-academic supports while keeping equity at the heart of the action. By identifying specific capacities, ATD is presenting a clear vision of what is required to create a student-centered institution.

The Institutional Capacity Framework and ICAT were developed organically with input from the postsecondary field, ATD coaches, and community college researchers. The instrument was refined based on a pilot with a subset of ATD Leader Colleges ¹that had significant success with building a sustained student-centered culture. Figure 1 provides the framework as well as working

¹ Colleges within the ATD network can apply to be a leader college by demonstrating positive substantial changes to student success outcomes over a three-year time span. Leader colleges are tasked with assisting other ATD colleges who want to have similar success.

definitions of the seven capacity areas that must be in place for colleges to create a student-focused culture. The purpose of the Institutional Capacity Assessment Tool (ICAT) is to serve as a companion to the Institutional Capacity Framework by providing a rubric with baseline understanding of capacity areas for institutions and coaches to use for determining campus action plans for strengthening the colleges' efforts to improve student success outcomes. The ICAT provides the means to assess current capacities while also providing definitional guidance for increased capacity.

---- Insert Figure 1 About Here -----

The ICAT includes 77 questions related to capacity across the seven capacity areas. Within each capacity area is a set of questions to assess a culture of evidence contextualized for that area. The process for using the ICAT begins by having a large cross-representation of members of the college community take the online assessment anonymously. The results are provided to the college in aggregate form without identifiable markers. The goal is for the college teams to use the results as feedback to facilitate courageous conversations among the campus community, reflect and guide planning, support accreditation activities, and undertake large-scale reforms like guided pathways and to implement programs, policies and high impact practices. Of special note, ATD mapped the ICAT to each regional accrediting agency's standards and provides guidance on how to align the results with areas of focus (Manning, 2016).

ATD recommends that colleges administer the ICAT to a broad base of participants; preferably from the entire community college including full and part-time faculty, academic support staff, all levels of administration (including the president), student services personnel, Institutional Technology and Research staff, the Board of Trustees, and even auxiliary units such as the campus police and the custodial staff. The instrument is divided by the seven capacities (see Figure 1) and

consists of a series of questions followed by an ordered sequence of responses including "I don't know." Figure 2 provides an example of an item under the Leadership & Vision section.

-----Insert Figure 2 About Here -----

After all responses are collected, the college's leadership and assigned ATD coaches receive the disaggregated results in the form of two reports; the ICAT Response Distribution and the ICAT Results Summary.

The ICAT Response Distribution provides the frequency distribution of each question both in the aggregate and disaggregated by the role of the respondent (full-time faculty, part-time faculty, staff, administration, and other) and functional area (academic affairs, student affairs, administrative services, continuing education/workforce, and other). Also provided is a section on the response distribution of the "I don't know" responses by role and functional area.

The ICAT Results Summary provides the average rating by category within the seven capacity areas. For example, the average level of capacity for vision within the Leadership & Vision area and so on. The report also provides the average capacity rating by role and functional area. The report serves as both a baseline measure and a conversation piece to engage the college community in talking about how to improve student success.

The next three vignettes provide examples of how the ICAT is used by colleges and challenges in advancing the student success and equity mission. Each of these vignettes are a compilation of events that may have occurred at various ATD colleges. None of the vignettes are factual representations of the events at any one specific college. Rather, these vignettes provide insight and lessons experienced by multiple colleges. The vignettes illuminate the potential of the ICAT in advancing equity and social justice practices by using this assessment.

Introduction to Vignette 1: We are Recognized as a Leader College

For some colleges resistance to any assessment can emerge from multiple groups on campus. As evidenced in Vignette 1, even leader colleges, recognized for strides in student success, can benefit from participating in the ICAT.

Vignette 11 Old Suburban Unionized Community College (OSUCC). OSUCC is a multicampus college serving a very large suburban area about 10 miles from a very large city. Although the city population is predominantly people of color, the suburban area that OSUCC serves is predominantly White. However, a recent influx of refugees from the Middle East have moved into the area. Like its student population, the majority of OSUCC faculty, administration and staff are White. The college has taken steps to attract a diverse student enrollment and faculty, but with very limited success. OSUCC is a strong unionized institution that has been a member of ATD for over a decade. The college's initial entry to the ATD network was a bit rocky due in part to the faculty union questioning the value of the initiative and expressing concern that faculty and others would be strapped with non-contractual "additional work." However, through the years and with the support of OSUCC's president, the consistent message from OSUCC's ATD coaches and a leadership team of faculty who were strongly supportive, OSUCC has made great strides in creating a data-rich culture of evidence. In fact, the college was named a "Leader College" based on its gains over time in measures such as student retention and proportion of developmental students completing the remedial sequence.

During their annual visit, OSUCC's Leadership Coach explained the uses and benefits of the ICAT to the OSUCC President. He was convinced that the tool would be useful and asked the ATD coaches to present the tool to the College's Leadership and Data committees. Overall the idea was met with favor, but some of the members were concerned that the college might not score highly in This article is protected by copyright. All rights reserved. some of the areas and worried about the aftermath. The coaches explained that the purpose of the ICAT was to identify the areas where OSUCC could improve, it should not be viewed as a report card but rather a conversation starter.

The OSUCC unions also expresses concern based on the length of the ICAT that typically takes about 50 minutes to complete. However, after reviewing the instrument, they were persuaded of the possible positive outcomes for the campus and agreed that the results could be useful in their strategic planning and upcoming self-study for accreditation. Understanding that all responses would be anonymous and voluntary, the union agreed to support the process.

The OSUCC President wrote a cover letter with an embedded link to the ICAT that was distributed to all faculty and staff. After the initial request and a reminder one-week later, the survey was closed and the results requested from ATD. The response rate was about average—about 40% of those receiving the request responded.

Among other outcomes, the results of the ICAT indicated that some members of the college community had mistaken equality for equity. As result the college launched a webinar on equity and required all faculty and staff to participate. The assumption that everyone understood the difference was clearly not true and as such several faculty decided that an equity subcommittee should be established to identify the areas where the college could better promote equity. This movement resulted organically from the faculty and has identified several policies requiring revision.

Introduction to Vignette 2: Isn't Equity Inherent at a Community College?

As members of open-access institutions, community college staff and faculty often assume they are being equitable because they admit everyone. This assumption is based on open enrollment policies rather than evidence about student success. Community colleges may mistake access to

education as equity, yet little analysis may be done on the success of students and how different groups navigate the pathways to and through college. The following vignette focuses on a minorityserving or minority-majority college that assumed admitting large numbers of underrepresented students meant that equity was inherent and therefore little energy or thought had to be invested in the equity competency area.

Vignette 2. Minority Serving Student College (MSSC): MSSC is in the Southwest U.S. and serves a large number of students of color. The prevailing story told by those that work at the college is that almost all students are first-generation in college and have tremendous resilience as they work through their personal barriers. The faculty and staff see themselves as supportive and willing to work with students to make sure they are successful. This support is their primary definition of being student centered. MSSC joined the ATD network this year because of the alignment with their commitment to students and because they have an accreditation reaffirmation report due in two years that requires documentation of their institutional effectiveness. They see participation in ATD as an important way they can document their effectiveness.

The leaders of MSSC wanted to be proactive and thus signed up for the ICAT immediately allowing them to administer it in the spring semester. The results came back prior to the first site visit from their ATD coaches. Because the mean rating on most capacity areas was around three (on a four- point scale), the assumption by the college leadership was that the college was doing very well.

During the first site visit, the ATD coaches wanted to discuss the ICAT results and pointed out the large number of respondents that responded, "Don't Know" and were therefore not included in the mean score. In some cases, almost 50% of the respondents answered "don't know." While discussing the possible reasons for these responses, the issue emerged that several This article is protected by copyright. All rights reserved. responders did not understand the purpose of the ICAT and did not understand the actual meanings of equity and student success. It became apparent that faculty and staff did not share a common definition of student success. Further, many thought equity would be inherent since the college is an open-access institution. Additionally, the college staff and faculty felt that everyone knew each other and therefore their informal communications mechanisms worked well for the college. The coaches asked two important questions that caused them to pause: 1) how do you know your students are doing well? and 2) how do you know every student has the same opportunity to succeed? As was the culture for the college, the responses were based on stories and anecdotes about individual student feedback.

The team and the coaches agreed that for the next site visit the college would prepare a report based on disaggregated data for specific cohorts of students to test their beliefs that all students do well and decide on one or two areas from the ICAT results that merit further investigation. At the second site visit, the conversation was very different.

The disaggregated data were shared with the faculty and student services staff during the second site visit. Data showed that white students were much more likely to successfully complete their programs. In fact, less than 5% of the students of color were completing degrees (associates or certificates). The immediate conversation among the faculty and staff shifted to questioning data sources and the many problems in collecting accurate data on students. In addition, others from the campus community questioned the low number of students that successfully completed any developmental courses. The assumption among the faculty and student services staff was that their students did very well academically because they had much support from the college. However the data clearly challenged their assumptions!

At the next meeting, the ATD team discussed the ICAT areas they wanted to work on during the coming year. The large number of "don't know" responses in the Engagement and Communications area as well as the Equity area seemed like the best places to start. The leadership coach brought up the discussion that occurred in the previous meeting when data were presented to faculty and student services staff. In general, the tenor of the conversation focused on disbelief and distrust in data. The leadership defended the data and how it was collected and stored. Because of a mistake 10 years parlier, much work had been done to assure the data quality at the college. The team recognized that they had made changes to assure data quality but had not communicated that to the campus community. Further, distrust in evidence seemed to be a cultural remnant that impeded advancing student success on campus. In addition, one of the leadership staff members pointed out that the data illustrated the equity they practiced was only at the access point but did not extend to success or campus climate. This statement contradicted the previous belief system and many in the room were unsure how to respond.

By the second day of the site visit, it was clear to the ATD team that the college culture was built around beliefs that were not confirmed in data. By not communicating this data previously to the campus community, the leadership sustained the belief that equity was inherent when it occurred at the admissions stage but was not sustained throughout the college experience. The ICAT served as the impetus to engage in data disaggregation that highlighted the inequity in student success. The task for the team shifted from documenting their commitment to students to examining the success of ALL students.

Introduction to Vignette 3: The Capacity Café

ATD'S ICAT assessment method does not end with receipt of the reports. The recommended assessment process includes calling a large convening of a diverse set of ICAT responders to have a This article is protected by copyright. All rights reserved.

collaborative dialogue using the World Café approach. A World Café is a method "for creating a living network of collaborative dialogue around questions that matter" (The World Café Community Foundation, 2015, p. 2.). The World Café is designed across seven design principles:

- 1. Set the context
- 2. Create hospitable space
- 3. Explore questions that matter
- 4. Encourage everyone's contribution
- 5. Connect diverse perspectives
- 6. Listen together for patterns and insights
- 7. Share collective discoveries (World Café, 2017a)

The World Café method recommends a comfortable setting with round tables that encourage people to easily converse.

Applying the World Café method, ATD calls the process the Capacity Café. The Capacity Cafe consists of several rounds of conversations at each of the tables informed by ICAT results and guided by prompts that center on identifying areas of challenge and opportunity for growth. Each table is labeled with one of the seven capacity areas. Participants choose a table and discuss the results and provide ideas for increasing the capacity in the area identified at the table. Each table is assigned questions that the participants will discuss. Then, after an agreed upon time, each person moves to a different table (another capacity area) with other participants and begins a new conversation. The questions remain tied to the table while the participants move from table to table. Each table has an assigned "table host" who does not rotate to other capacity area tables. The table host welcomes each group and informs the participants what was discussed in previous rounds (World Café, 2017b). Paper and colored markers or pencils are made available at the tables for participants

to brainstorm and record important words, ideas, and action items. At the end of the Capacity Cafe, participants are invited to share their insights and conclusions derived from the conversations.

Vignette 3: The Capacity Café at Small Town Community College (STCC): STCC is located in a rural part of the state where unemployment is high and opportunities are few. The college serves a diverse mix of students. Although the area at one time was home to several manufacturing plants, most have now either gone bankrupt or moved overseas.

Last semester, STCC took the ICAT and received their results. The ICAT Summary and Response reports were distributed to all participants along with an invitation to attend the Capacity Café scheduled in a large room in the student union.

When participants arrive, they are warmly welcomed by their coaches and invited to sit at one of the seven round tables that each display one of the seven capacity areas. Next to each table is a large chart and multi-colored markers. Although the participants were instructed to bring their copies of the reports to the Capacity Café, the coaches have placed a few copies of the reports at each table. About 30 people have RSVP'd for the two-hour event and it appears that most have arrived. The leadership coach opens the program with a welcome and a review of the ATD Capacity Framework. Next, the data coach introduces the format of the Capacity Café. The coaches explain that the goal of the Capacity Café is that participants review the results of the assessment, identify the colleges strengths, and discuss the areas in need of improvement and bolstering. Most importantly, the ensuing discussion should include actionable ideas that can push the college forward creating greater capacity.

Table hosts are identified, and the first round begins. Each table begins discussing the college's greatest strengths within the capacity area assigned to their table. The Teaching and

Learning table wastes no time discussing recent changes to their developmental sequence. In accordance with their state mandate, STCC has adopted and adapted the co-requisite model allowing students in the top developmental level to enroll in both developmental and college-level math and English at the same time. The Data and Technology table is having a little trouble because one of the participants cannot agree on strengths; he keeps returning to STCC's inability to attract a highly trained institutional researcher. The table host suggests that this topic be added to the "needed improvements" list so the discussion can continue.

The other tables continue to chat and the chart papers are filling up with ideas for steps the college can take to bolster success. The Data and Technology table appear to be in agreement suggesting that STCC should build a virtual data warehouse. The Vision and Leadership group have written in red marker on their chart that STCC should adopt a clearer use of data in decision-making. The time seems to rush by and after 30 minutes, the coaches ring a bell and the participants scatter to another table of their choice. Once the participants are seated, the table hosts briefly informs them of the decisions of the previous group and the process starts anew with the chosen second capacity area. After 30 minutes, the bell is again rung and the process repeats for the third and final round.

At the end of the process the coaches lead the final large group discussion asking the table hosts to indicate a recurrent strength, weakness, and action in each of the capacity areas. This moves quickly into a discussion of the whole group. Two areas garner the most discussion; Engagement & Communication and Equity, as these appear to be the areas most in need of improvement. Suggestions include having more face-to-face across department meetings to counter the current atmosphere of silos as well as more attention and better use of the college's website.

The equity discussion is lively with people discussing the need for training of faculty and others to better serve the college's growing minority population. The table host also reminds the group that within each round the lack of people-of-color in faculty and administration was also discussed and that students need role-models who resemble them.

Throughout the process, designated note takers join the coaches in taking notes that will be useful for debriefing and taking the next steps post Capacity Cafe. The time for the Capacity Café has flown by and the need to return to work, classes and other responsibilities is imminent. The coaches thank the participants and indicate that after the notes and the chart paper markings are compiled and analyzed, the college will issue a report and chart its next steps.

Discussion

The three vignettes serve as examples for how the ICAT assessment can be used to help colleges engage in difficult conversations about equity and student success. By focusing on the capacity areas, institutional agents can better see how parts of the institution impact the overall student success effort.

This chapter was limited to how colleges enrolled in ATD used the ICAT and the results that ensued. However, non ATD colleges and practitioners may derive important implications as well. The power of the ICAT lies in its broad distribution and participation. By allowing all members of the college community to have a voice can be very empowering. Moreover, having conversations about difficult topics such as equity and leadership may also push colleges to face difficult realities and spur them to actions designed to enhance student success.

The ICAT is focused on internal reflection and continuous improvement for a college. The tool was not created to compare colleges or provide benchmarks for a good institution. Rather, the tool allows a <u>college</u> to self-assess and with future longitudinal analyses will allow the college to assess its progress. Although each of the seven capacities are presented as distinct factors, they actually are related and overlap. For example, it is virtually impossible to isolate the equity capacity as it runs through all of the others. The focus on capacity building helps colleges understand how to change the college culture to assure equity in student success among diverse students. As the vignettes illustrate, this instrument may assist colleges in questioning their own beliefs about student success and promote reflection about how the college culture serves the community. For OSUCC the ICAT identified the confusion between equality and equity that led to the formation of a committee to better promote equity. The analysis of "don't know" responses by members of the MSSC campus led to additional data analysis that challenged the beliefs of the community and helped the Core Team identify ways to better communicate data quality and inequity in success rates. And finally, the results of the ICAT at STCC provided the bases for discussion during the Capacity Café with members of the college community. All of these examples illustrate how the assessment can assist colleges in identifying and creating equity within their student success efforts.

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For this discussion, we cover common questions from college leadership about the ICAT and future directions for the assessment. The ICAT is not a scientific tool based on rigorous psychometrics principles and should not be used as such. Rather, it is a qualitative tool that was designed based on over a decade of experience working with hundreds of colleges. The ICAT serves as an environmental scan and can be used for:

- Insight into institutional strengths to leverage and celebrate and areas for improvement
- Evidence to support decision-making
- A vision of what improved capacity looks like
- Broad engagement of stakeholders from all areas of the college
- Identification of areas where there is consensus of opinion and where there are perception and communication gaps
- Use of a common language to facilitate dialogue and engagement in capacity conversations
- Generation of ideas on how to build strength across the seven capacity areas.

As of summer 2017, over 125 colleges have completed the ICAT since its launch in fall 2016 with nearly 18,000 individual responses. Overall, ATD Network colleges have assessed themselves highest in Leadership & Vision and lowest in the areas of Equity and Data & Technology. Disaggregating the results and viewing those colleges that won the Leah Meyer Austin Award, an award that recognizes colleges that have sustained approaches to reducing the achievement gap between student groups and promote success for all students, reveals the winners to have higher average capacity ratings in each of the seven areas than other ATD network colleges. This provides support that increased capacity to support student success efforts yields positive results in terms of student outcomes for underrepresented student groups. By highlighting the strengths and weakness around the use of

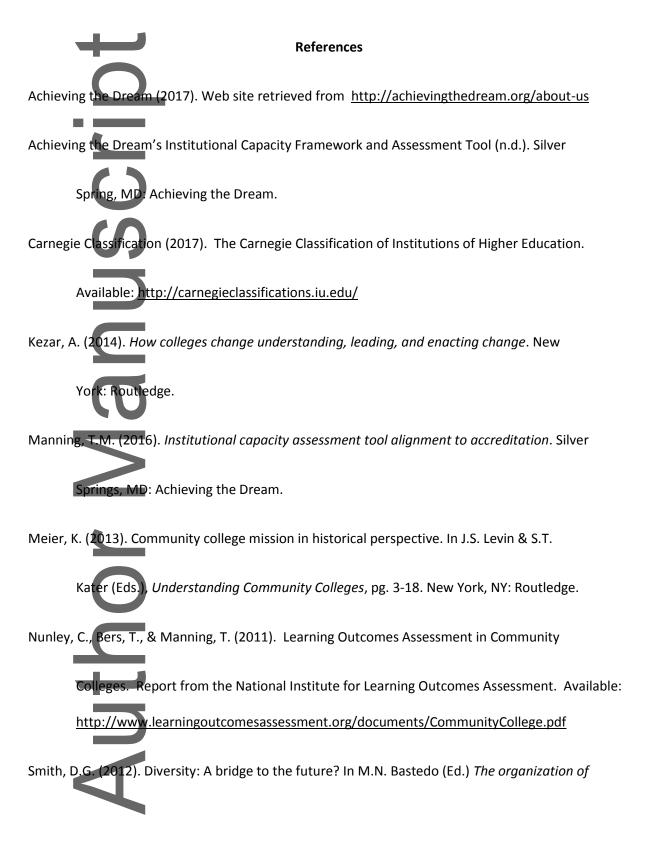
data to examine achievement gaps, the ICAT promotes a social-justice approach that assures equal distribution of resources and opportunities for all students at the college.

The use of the ICAT as a diagnostic tool enables Achieving the Dream to serve its network colleges equitably by helping colleges to build capacity in those areas assessed as most needing bolstering through coaching, learning events, transformation initiatives and connections to resources. Colleges may repeat the assessment and map their results from year to year.

A quote from an ATD Leader College Vice President summarizes the value best:

The ICAT provides a structure for stakeholders from all areas of the college to collectively examine critical elements necessary to support student success and determine how we are doing in relation to these elements. With a broad focus that extends beyond individual initiatives, we were able to use the tool to identify college strengths within capacity areas and develop a foundation on which to build future efforts. The capacity areas within the ICAT provide a framework for strategic planning with mechanisms in place to ensure widespread engagement in identifying strategic priorities for improvement and advancement related to building and sustaining a thriving culture of student success.²

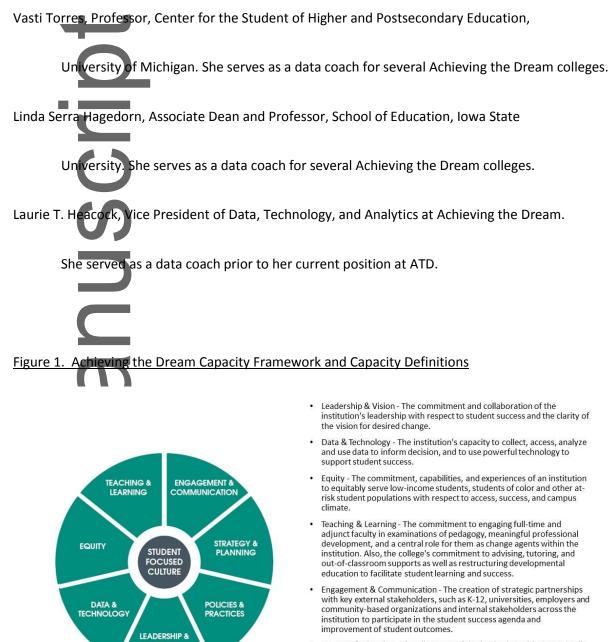
² For more information on the Institutional Capacity Framework and ICAT, visit the Achieving the Dream website or email <u>ICAT@achievingthedream.org</u>. An evaluation of the ICAT is planned for fall 2017 with the goal to inform the future iteration of the tool.



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- Strategy & Planning The alignment of the institution with the umbrella goal of student success and the institution's process for translating the desired future into defined goals and objectives and executing the actions to achieve them.
- Policies & Practices The institutional policies and practices that impact student success and the processes for examining and aligning policies and practices to remove barriers and foster student completion

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VISION



VISION

1. Does the college have a clear and compelling vision for student success?

The college has no vision statement of student success nor has it articulated a vision for improvements in student success.

The college seeks to improve student success, but its vision is not formalized.

The college has a clear vision statement focused on student success, but it is not widely understood or shared.

Example: A vision statement of student success has been developed, perhaps by senior leadership, but most employees are not aware of it.

The college has a clear and l don't compelling vision statement of student success that is widely shared and understood.

Example: The vision statement of student success is visible and reaffirmed at multiple college meetings.

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