

SCALING CHANGE

MoHealthWINS Consortium

Expanding Student Support Services

The spotlight on community colleges has never shown brighter. The nation has made an unprecedented investment in community colleges to simultaneously increase college completion and stimulate economic recovery. Their comprehensive curriculum includes programs of study that enable students to find and retain employment and to continue their postsecondary education through transfer to the baccalaureate degree. With their historic open-access mission, community colleges are seen as an engine of opportunity to support unemployed and underemployed, low-income, first-generation, and other underserved students to secure employment during and subsequent to the Great Recession.

Several federal grants prioritized the role of community colleges in education and training in recent years, and one of the most substantial investments was the Trade Adjustment Act Community College and Career Training (TAACCCT) program of the United States Department of Labor (DOL). Beginning October 2011, these \$2 billion capacity-building grants funded community colleges and their workforce and employer partners to prepare individuals for family living-wage employment that would in turn, provide skilled workers for industry sectors needed to recover and grow the economy.

Transformative Change means raising individual, program, organization, and system performance to unprecedented levels without sacrificing the historic commitment of community colleges to access, equity, and opportunity. (Bragg et al., 2014)

Recognizing the potential importance of TAACCCT to community college education, the Transformative Change Initiative (TCI) was funded by multiple foundations -- the Bill & Melinda Gates Foundation, the Joyce Foundation, and Lumina Foundation -- to research and translate lessons learned about sustaining and scaling change in the context of the community college. Our project hypothesized that change could happen in a multitude of places and ways and that careful documentation of change would be needed to capture the collective learning of community colleges under TAACCCT. We anticipated that programs and strategies would change as required by the grant, but so would partnerships, policies, processes, and practices that align with and support those programs and strategies. Some change would be short-term to administer the grant, but

some may last for many years. Relative to TCI, our interest was in long-term change that had the potential to improve performance and result in more equitable outcomes for diverse student groups. Our vision of transformative change is not so much about implementing something brand new and innovative, though we see nothing wrong in this, but rather, about the potential for whatever is being changed to improve results for the increasingly diverse students who seek the opportunity to learn in the community college.

How is transformative change scaled? It occurs through spreading change through an iterative process of sharing, adopting, and adapting. Scaling is also about ensuring that change endures because it is embedded in the core functions of the organization (Century, 2007; Schorr, 2012). The concept of endurance also suggests that change is not abandoned when a grant ends or when staff turn over, but is supported and sustained for the period of time that is necessary to meet students' needs. Scaling is purposeful and strategic such that goals, functions, and results are changed and improved in fundamental ways, and those impacted by the change, such as the students who enroll in community colleges, experience verifiable benefits.

The TAACCCT program provides capacity-building grants to spur innovation and the development of model training programs at America's community colleges and universities.

(TAACCCT Round Four Solicitation, 2014, p. 3)



Context

Scaling change in the community college context means outcomes are improved at the same time access is sustained or increased. This is the historic commitment of community colleges: to provide an open door that allows outcomes to be achieved by the most diverse group of learners in higher education. Transformative change means raising performance on all levels -- student, program, institution, and system -- to unprecedented levels, with the goal of continuously improving outcomes to close gaps in results among student subgroups. This goal is important for many reasons, not the least of which is to reconcile the growing chasm between the haves and have-nots in our country (Martel, 2013). Without deliberate efforts by institutions like community colleges that have a historical commitment to social justice, it may not be possible to close these gaps, and in fact, the gaps may grow. Ultimately, recognizing that change is needed and that community colleges may be part of the solution, as envisioned in new federal investments, we sought to tell the story of how transformative change is being scaled by community colleges.

TCI has identified seven guiding principles to support the scaling of transformative change. These principles are not intended to dictate action, but rather, enable informed decision making about change. They reflect theory about scaling and sustainability, and they also reflect the input of practitioners and partners who are actively implementing change. Using a principle-driven approach puts individuals who know the complexity of their settings and understand the diverse student populations who enroll in their programs in the driver's seat for leading efforts to scale and sustain change. Guiding principles create a blueprint for scaling and sustaining that results in enhanced educational opportunities as well as improved economic and social impact.

MoHealthWINS Consortium

This brief is one in a series of four briefs that tell the story of how scaling happened under a TAACCCT Round One grant. As one of 23 Round One TAACCCT consortia, we highlight the Missouri Healthcare Workforce Innovation Networks (MoHealthWINS) Consortium because it has demonstrated some success in scaling and sustaining change. Comprised of twelve community colleges and one technical college, the Consortium was awarded nearly \$20 million dollars with goals to increase access to education beyond high school, increase the number of students who complete post-secondary education awards/credentials, and create sustainable career and employment opportunities for program completers (Cosgrove & Cosgrove, 2014). Healthcare was the chosen industry sector at the request of Missouri's governor, Jay Nixon (MoHealthWINS, 2011). This story focuses on how three of the Consortium's colleges have implemented a critical TAACCCT strategy and are building infrastructure, policy, and practice to enable it to live beyond TAACCCT. The content for this story is derived from in person and telephone interviews with selected college leadership; a site visit to one college and participation in a consortium wide meeting; interviews with the MoHealthWINS Project Director, internal and external evaluators (Cosgrove & Associates; Bragg & Associates, respectively); and extensive document review of monthly

meeting notes, interim and final implementation and impact reports, a Transformative Change Initiative Strategy Brief featuring this Consortium's selected strategy, and multiple products produced over the life of the grant that are available at the SkillsCommons website, <https://www.skillscommons.org/handle/taaccct/35>

MoHealthWINS Colleges

- Crowder College
- East Central College
- Jefferson College
- State Technical College of Missouri
- Metropolitan Community College
- Mineral Area College
- Moberly Area Community College
- North Central Missouri College
- Ozarks Technical Community College
- St. Charles Community College
- St. Louis Community College
- State Fair Community College
- Three Rivers Community College

Under MoHealthWINS, colleges developed or redesigned over 40 certificate or degree programs in the healthcare sector (MoHealthWINS, 2011). Upon conclusion of the grant, MoHealthWINS had served 4,251 students, nineteen percent over their target, with 2,812 students completing at least one program of study (Cosgrove, Cosgrove, & Bragg, 2015). Eighty-two percent of participants were either unemployed or underemployed and 75% were academically low-skilled upon enrollment (Cosgrove, Cosgrove, & Bragg, 2015, p. i). Eighty percent of program completers secured employment.

Instead of a governing or coordinating state-level board, Missouri's public, two-year community colleges voluntarily belong to the Missouri Community College Association (MCCA) that provides support and advocacy. Somewhat unique to this Consortium, and pertinent to the issue of scaling and sustaining change, is the fact that prior to MoHealthWINS, the decentralized system of 2-year colleges had never collaborated to the extent designed in the grant. MCCA employs a MoWINS Project Director and a MoWINS Deputy Project Manager, funded by the grant, who plan and coordinate consortium-wide activities and complete the comprehensive grant management and reporting functions required by the DOL. Each college's implementation is coordinated by someone who is designated as the College Lead.



To create MoHealthWINS, an executive advisory team was formed among the 13 participating colleges and in spite of limited experience working together, developed a robust set of promising and proven strategies to address the TAACCCT grant's objectives. However, not all Consortium colleges were required to implement all strategies. Five MoHealthWINS colleges chose to develop and implement the student support services strategy (also commonly called the "intrusive advising" strategy); by grant's end, all colleges had adopted at least some activities related to intrusive advising. The Consortium allowed each college to develop its approach to fit local needs, resulting in implementation that varied in depth, breadth of services, and levels of implementation, as described in Consortium's evaluation reports. The intrusive advisor's role evolved throughout the course of the grant and their specific duties varied across colleges. (A complete list of duties performed at each of the colleges featured in this brief appears in the Appendix.) At most colleges, advisors participated in or were responsible for activities related to recruitment, intake, retention, career advising, and sharing regional labor market information. All intrusive advisors were required to maintain case notes to formally document interactions with students.

Due to its early success in improving student and program outcomes, the strategy was also included in two additional TAACCCT grants, MoManufacturingWINS (Round Two) and MoSTEMWINS (Round Four). The primary focus of this brief is the development and implementation of the intrusive advising strategy in MoHealthWINS, and its spread to MoManufacturingWINS and MoSTEMWINS. Persons interviewed for this brief frequently mentioned how the strategy and the role of intrusive advisor have evolved over the three rounds of TAACCCT funding, and continues to evolve as needs arise. Others described the intrusive advising role as one that has benefitted from continuous improvement. This strategy certainly represents a change in advising for students who have participated in TAACCCT programs of study in Missouri.

What is the Change?

Intrusive Student Support Services

Common to all MoHealthWINS colleges was the expectation to build their institutions' capacity to recruit, train, retain, and graduate program participants with skills and credentials needed for employment. Accomplishing this broad goal required rethinking, restructuring, and implementing changes in many established programs and practices at the colleges, no small task for even the most innovative institutions. Of the nine comprehensive strategies implemented in MoHealthWINS, the Consortium's third party evaluator (TPE) cited "intrusive student and instructional support services" as "very important to the co-grantee programs" and a strategy "for which most grantee colleges noted innovations" (Bragg, 2015, p. 77). The strategy was also cited as a Promising Practice in the final implementation report and one that had garnered "strong interest in sustaining and scaling" (Bragg, 2015, p.20).

All College Leads interviewed for this brief confirmed that their advising approach prior to MoHealthWINS followed a traditional model characterized by 1) high student to advisor ratios; 2) advisors'

Timeline

October 2011	Received Round One TAACCCT grant of \$20M for the MoHealthWINS Consortium
March 2012	Consortium members began development and design of strategies, including support services
Fall 2012	Five colleges implemented models designed for their unique needs and available resources
October 2012	Evaluation team began collecting data to determine if redesigned advising services were making a difference in retention and completion rates
January 2013 and ongoing	Consortium leaders meet to discuss data from colleges implementing intrusive advising and explore scaling it and the costs associated
April 2013	Consortium includes intrusive advising in the Round 2 SGA grant to further expand, implement, and enhance models in practice.
July 2013	3rd party evaluator Interim Report cites intrusive student support models as one of the two top innovations of the grant
October 2013	Consortium awarded Round 2 grant, MoManufacturingWINS
January 2014	A 'thought partner group' is created to elevate leadership conversations around the sustainability of the intrusive student support models and promote awareness of the data that demonstrate its results
Summer 2015	Final data report adoption of intrusive student and instructional support strategies positively impacted final outcome measures

roles confined to academic counseling, mostly prompted by the students; 3) advising provided in a discrete advising unit; and; 4) students not assigned a specific advisor, unless enrolled in a program where faculty are the primary advisors in addition to their teaching responsibilities. Needless to say, the implementation of an intrusive approach of student advising would represent a big change for the colleges' practices related to recruiting, advising, retention, and more. According to Consortium leadership, several colleges were looking to improve student advising prior to being awarded the MoHealthWINS grant to improve retention and completion rates, an effort especially critical to healthcare programs and the high attrition rates in some of them, particularly associate degree nursing programs (MoHealthWINS, 2011).

Three MoHealthWINS colleges' intrusive advising initiatives are featured in this brief: Mineral Area College (MAC), St. Louis Community College (SLCC), and State Fair Community College (SFCC). As a group they represent diversity in enrollment size, geographic location, and implementation approaches to intrusive

advising. This story includes specific approaches to the intrusive advising strategy at each college, followed by a summary of what we learned in examining the complexity of implementing, scaling, and sustaining this strategy.

Mineral Area College

Mineral Area College (MAC) is a small, comprehensive community college located one hour south of St. Louis in the Ozark Mountain region of eastern Missouri. Almost 4,000 students enroll at the main campus in Park Hills or at six satellite locations, plus online. See (www.mineralarea.edu). The College Lead revealed, “We didn’t know what we were doing in the beginning of MoHealthWINs, but, there was great interest in developing the intrusive advising strategy in spite of the college’s unfamiliarity with it.” The effort was led by the vice president for college affairs/dean of career and technical education, the College Lead, and the advising department staff who were “curious about the concept.” One person was hired in MoHealthWINs (MHW) to fill the position and to help develop the duties of who was at first called, the “intrusive advisor.” Soon after, the word “intrusive” was removed from the title, as it was determined to have a negative connotation as being something not welcomed by the students. With the name changed to “program support specialist” (PSS), the role organically expanded as students’ unique needs presented themselves. Though not all students needed all services provided, all were assigned a specific PSS who stayed with them from enrollment to placement, providing consistency, building trust, and forming lasting relationships, according to college officials. Fueled by the college’s philosophy that the PSS “was there to remove barriers” for students, additional duties were added as implementation progressed in Rounds Two and Four. With the impetus to hit TAACCCT enrollment targets, the recruitment function expanded, and MAC added the word “navigator” to the PSS title to indicate the key role of navigating students to the college.

The transformative role of the program support specialist/navigator (PSS/N) in helping the MoHealthWINs’ target student population achieve more equitable outcomes was at the forefront of their communications from the beginning, shaping the duties of the position. The PSS/N’s duties fell under three main areas: recruit, retain, and place students. By the time MoManufacturingWINs (MMW) was awarded, there was need for a second position. The College Lead admitted they sometimes “struggled to balance grant expectations and our blossoming ideas for the [position]. We didn’t realize at first how much it involved.” The PSS/N to student ratio is 1:75 but it is estimated only about 60% of program participants occupy most of the time and effort of the PSS/N. For example, many incumbent workers do not need or seek most of the services provided, according to the College Lead.

As program enrollment efforts ensued, the PSS/N spent one day a week at the two area career centers, speaking with potential students referred by center staff. The College Lead speculated that this source yielded about 50% of program participants. Additional students were recruited from among high school graduates, employers, current college students, chambers of commerce, and community-based organizations. In one three-month period in 2015, the two PSS/Ns made over 75 presentations to groups that may yield potential students within the College’s service area.

At the beginning of MoHealthWINs, the acceptance of this new position grew as faculty and staff, in units such as financial aid and academic advising, became more knowledgeable about the role and the long term goals of the grant. One tactic to gain acceptance was that the PSS/N was advised to “tread lightly,” as she designed and conducted her duties, keeping in mind the faculty and staff’s established roles and norms at the institution. The College Lead reported that there were not as many barriers to implementing the position at MAC as she heard about from some other colleges, adding, “We’re a small college and we work together to make things happen.” Even with the increased amount of paperwork and data requirements to record the impact of the position on student outcomes, the “institutional researchers were very supportive of the data required,” according to the College Lead. Though she would not describe it as a barrier, per se, the College

“This grant was really focused on . . . people who were unemployed, underemployed. . . We constantly reminded college staff about the population of students that the without the grant the college could have – would have – never recruited.”

(MAC College Lead)

Lead explained that some faculty had questions in the beginning about why they needed to tell the PSS/N when students didn’t report to class or when they failed a test, for example. An experienced administrator, the College Lead invited all faculty and staff touched by the grant to a meeting to “discuss how everyone could work together to make grant implementation as smooth for [them] as possible.” The College Lead explained to faculty and staff that the DOL “grant’s objective was to pilot ways in which the new population of students could be encouraged and supported to stay in school until they completed their chosen credential.” With that explanation, almost all personnel lent their support, she added. The College Lead reflected that as faculty and others began to see results, almost all of them advocated for the position. The final implementation report reflects the impact this position had on the TAACCCT program in describing the PSS/Ns as a “highly qualified and competent professionals . . . contribut[ing] greatly to the success of the grant” (Bragg, 2015, p. 33).

State Fair Community College

State Fair Community College (SFCC) is a small, comprehensive community college with about 5,000 students enrolled each year (<http://www.sfccmo.edu/pages/101.asp>). With its main campus in Sedalia, Missouri, SFCC serves 14 counties in the west central part of the state and offers classes at six additional sites and online.



The opportunity to try new advising concepts under TAACCCT and a TRIO grant was inspired initially by a core group of two administrative assistants, one admissions and advisement specialist, and one administrator. Prior to MoHealthWINs, student advising was performed mainly by program-based faculty, in addition to their teaching load. Plus, students were advised by part-time advisors in the Advising and Resource Center (ARC) with an approach that was described as “traditional.” In the 2013-14 academic year, the college estimated the average faculty member/advisor to student ratio was 1:71, though because faculty advisors only advised students in their programs, the ratio could vary among programs from 27 to over 300 students per faculty member. The only training faculty received on advising was how to use the course enrollment software, resulting in varying amounts of information and styles of advising given to students. College officials explained, “It was the “students’ primary responsibility to complete the details of seeking an advisor, finding financial aid, and enrolling in the college.” With this approach, College officials knew they were losing potential students; one person explained that an incomplete application resulted in denial of admission to programs, and in many programs there is only one admission deadline per year. The College Lead clarified that the student population was often unfamiliar with the college setting, its rules, deadlines, and culture which served to deter the same population that could most use its services to gain the training they needed for gainful employment; in short, there was a need and desire to create a more proactive approach toward welcoming and supporting their current and potential students.

With the MoHealthWINs grant, the solution in the role of the navigator began to take shape. Implementation was aided by the creation of a comprehensive marketing and communications plan to inform both students and the campus community that the role of advising through the ARC was changing to the Navigator Program, and one of their duties was focused on recruitment to ‘navigate’ students to the grant programs. Each successive TAACCCT grant has further developed the role and the student support approach, reflecting the iterative process often associated with continuous improvement. Currently, navigators receive comprehensive training in all the College’s units and services (financial aid, transfer, assessment, the Family Educational Rights and Privacy Act (FERPA), career and disability services, admissions, etc.) and information technology software (i.e., Blackboard, Starfish, Degree Works, etc.), as well as the services available through referral within the College’s large rural district.

A few hiccups occurred in the adoption of the Navigator Program at SFCC. Hesitating to call them “barriers,” the College Lead preferred to talk about learning what they “could do better” as implementation of the Navigator Program advanced. Adjusting the workload among and consistency between navigators was one learning experience. In MoHealthWINs, they

first tried dividing navigators by assigning one to pre-admission students and another to serving admitted students. That arrangement resulted in some inconsistency, so now navigators are assigned approximately 250 students within the same academic program or major. Another small issue was that some faculty expressed concern about losing some access to students. To address this issue, the College formed Success Teams comprised of about five faculty per navigator in the Allied Health Department, the industry sector targeted in MoHealthWINs. The Success Teams met formally once a month to discuss student issues and collaborate to set goals related to increasing student success and retention. Faculty played a major role in helping navigators learn about programs and the many differences between them to provide accurate and consistent information. Navigators and faculty accessed Starfish and other software to keep track of student progress and to help coordinate their common goal of student success. Navigators also worked with developmental education faculty in Success Teams. For example, when students completed assessment tests, it was the navigator who explained the assessment results and advised the students accordingly into workshops, co-requisite courses, or program level enrollment. The Success Team concept was credited with higher rates of student retention and creative ways to improve student outcomes, and they have been continued throughout successive TAACCCT grants at SFCC.

The College Lead emphasized that one of the most important things about the navigator role is the relationship formed between a student and a trusted, available, and knowledgeable college representative. The navigator is the first person the student meets upon admission, and the navigator stays with that student until graduation or until the student changes his or her major and is reassigned another navigator. All first time freshmen, all students at SFCC with 12 or less earned credit hours, and any student transferring to the College is required to meet with a navigator before enrolling. Even after the student has earned 12 credit hours, the navigator still follows the student, but the student is not required to see him or her. Many students maintain the relationship, however. Navigators also have student contact throughout the year to aid their visibility and student accessibility by participating in activities such as Preview Days, College and Career Day, New Student Orientation, and more.

“Many of our students would not otherwise come forward. They have life challenges and barriers to retention. We know they do. But many drop out or don’t enroll in the first place thinking there is no way to overcome them. Our job was to change that mindset and [proactively] offer the services to help our students reach their goals.”

(SFCC College Lead)

The Navigator Program at SFCC is perceived as a success by College leadership. The SFCC website includes a page for the Student Success Navigator Program (see <http://www.sfccmo.edu/navigator>) where the navigators are described as students’ personal guides to success. With carefully gathered local and national data on the intrusive model of student advising, and with a convincing presentation to the board of directors, in May of 2014, the College’s Board committed to convert all SFCC advisor positions to the navigator position for three years. With current TAACCCT

funding, the grant pays for three navigators, but the College covers the cost for 12 more, so each student at SFCC has access to this high-touch, comprehensive approach to advising. The College has begun a return on investment study that many SFCC employees are confident will demonstrate what early data and anecdotal evidence suggest, which is that intrusive advising retains students. Other Missouri colleges involved in the three rounds of TAACCCT grants and the leadership of MCCA are anxiously anticipating that student retention and success outcomes will be improved with this comprehensive and proactive approach to advising.

St. Louis Community College

St. Louis Community College (SLCC) is a large, comprehensive community college system with four campuses in the metropolitan St. Louis area. The 2015 total enrollment was 18,902 students. See (www.stlcc.edu). From the start of MoHealthWINS in 2011, intrusive advising was identified as a strategy to create transformative and systemic change by the president of the Forest Park campus and by the vice chancellor at SLCC, according to the College Lead. Even though there was leadership turnover in many top positions within the system since the first TAACCCT grant was awarded, support for the “career pathways coach” (CPC) position has remained strong. Some leaders were explicit about the critical role of retaining students they targeted to participate in TAACCCT programs of study.

SLCC got a late start in training the CPCs. Instead of formal training, there were a lot of team building meetings as the role was developed – all while students were enrolling in programs. Two individuals were hired who had previously worked for the College in the career center, and a third person was added later. The College Lead explained, “The most important role for the CPC is as an advocate,” for the student throughout the program – “being hard on the student when it is necessary but consistently being there while the student figures out how to be successful.”

For the most part, the CPC role was supported across the college from the beginning. There were a few naysayers “who didn’t get it,” the College Lead explained, those who “perceived the grant as just another training program, something free to [students] that wouldn’t result in substantive or systemic change.” But, when the CPC model was presented to the advising staff and they were asked if they would like to be part of something like this, the College Lead recounted hearing a resounding “Yes!”

Though she recognizes there is a lot of conversation nationally about the word “intrusive,” the College Lead supports the notion that services provided by a person in this position need to be proactive. In addition to non-academic issues, SLCC also designed the CPC to be intrusive on the academic side and in doing so, they are considered

part of the instructional team and work closely with faculty. Students know this because they see their CPC before they get into classes. The CPCs continuously monitor students’ progress but recognize it is the teachers’ classrooms; their role is to mentor and be a resource to the faculty. Both CPCs and faculty have fully embraced the partnership.

The role of the CPC is one piece of a multi-faceted instructional and student support approach called the Portal. Students’ participation in the Portal includes multiple assessments, assignment of a CPC, a Career Blueprinting session, completion of the National Career Readiness Certificate, and enrollment in the Adult Learning Academy (ALA). ALA faculty members were early champions for the career pathway coaches. The faculty were recruited from full- and part-time developmental education faculty and “could be characterized as excellent faculty who were tired of getting poor results,” according to the College Lead. Building on the College’s earlier Achieving the Dream (ATD) initiative, the ALA provided a creative approach where developmental faculty could “bring their best ideas forward,” especially those that could make a difference in student outcomes.

The CPC was part of that creative process and “over time, the relationship became very solid,” according to the College Lead.

The Portal offers an hour-long, Blueprinting session where the CPC meets with the student to discuss prior work and learning experiences, sharing real-time labor market and wage data, as well as discussing the student’s short- and long-term goals. This information serves as the framework of an individualized academic and career plan intended to guide the participant along his or her chosen career pathway. A major desired outcome of the session and the resulting Blueprint is to empower students to better manage their educational choices by enhancing career management skills (Lee, 2015).

The CPC explains to students that the Blueprint is never complete; updates are made as students progress.

During the Blueprinting session, the CPC explains the results of the college assessment examinations. Students who test at the developmental level are referred to the ALA, a redesigned developmental education sequence where students work at their own pace and receive one-on-one support. The CPC works closely with the faculty in the ALA to monitor and support students’ progress. Both the developmental education redesign and the assistance of the CPC have shown positive outcomes. One early outcome demonstrated that students were able to complete the traditional, two-semester (32-week) developmental math sequence in between 1 and 22 weeks (Richie & Fox, 2014). Students enrolled in ALA Pre-Algebra averaged 6.9 weeks to completion with a 69% success rate as compared to a 43% success rate for students enrolled in the traditional 16-week course (Cosgrove, Cosgrove, & Bragg, 2015).

“People who are successful don’t need a coach. This [grant] was all about supporting those adults who were eligible – low-skilled, under and chronically unemployed. That is who we focused on, and our entire team believed they could be successful by closing the skills gaps, including workplace skills and job-keeping skills.”

(SLCC College Lead)



The CPCs' role at SLCC does not extend to recruitment. Early in MoHealthWINS they were involved in that function, but staff decided they were better utilized by focusing their time and activities toward supporting students after they were admitted and had taken their assessments. The projected number of TAACCCT participants to come from SLCC was large enough to necessitate creating an Intake Team to handle recruitment, representing a practice that was also funded by MoManufacturingWINS and MoSTEMWINS. The CPCs work closely with the Intake Teams in that they have established a consistent protocol for case notes, and all members of student support, from Intake through program faculty, have access to these notes.

The main barrier the CPCs faced was with the College's Financial Aid department, specifically for students in CTE credit programs. This concern occurred early in implementation when financial aid staff did not want to communicate with the CPC who was acting as the students' advocate; rather, financial aid personnel would only talk to the students. According to the College Lead, "A lesson learned was that we really need the support of top level administrators to help smooth out wrinkles that are bound to occur in a complex system."

Sustaining and Spreading the Change

The final sentence in the 2015 outcomes and impact report (Cosgrove, Cosgrove & Bragg, p. 30) stated that "increased intrusive student support processes" was one of four areas that held promise for statewide development. Before that report was written the strategy had already been written into successfully funded TAACCCT grant proposals for both MoManufacturingWINS and MoSTEMWINS, and all colleges in this brief have included the position in other grant applications. Further, representatives from each of the three Colleges reported on here that implements this strategy continue to meet and share ideas with one another. MCCA staff reported that they have received multiple inquiries from colleges across the nation about some of the intrusive advising practices developed in the Missouri's three TAACCCT grants.

At Mineral Area College, leaders are examining opportunities to continue the navigator position. According to the vice president and dean of career and technical education, efforts to sustain the navigator position are being discussed at the cabinet level (as of May 2016). He emphasized that the College's president and board of trustees are aware of the need to keep this position, and they plan to conduct a return on investment study to help make their case. Some early data

“It was just understood that equity was at the center of what we were doing in our implementation of the TAACCCT grant. A top administrator said, You can't leave the students who test at the lowest levels out on the sidewalk; you have to welcome them in.”

(SLCC College Lead)

offered by the College support their effort to secure funding for the position. The College Lead stated that the program support specialist has "proven [her] worth by the program retention rates of 93% and 91% in two program areas."

At St. Louis Community College, the CPC role has endured and expanded and has been written into several workforce grants. Top leadership, including the SLCC system's chancellor, is interested in continuing to develop this role in credit programs and expand it to other colleges in the system. "College leaders

who pay attention to outcomes will work to sustain this model. They know there is more that can be done Our evaluators [Cosgrove, Cosgrove & Bragg] made a formal presentation to the SLCC leadership team, and they've seen and understand the data..." according to the College Lead. Further, with one of the early supporters of the CPC role co-leading a system-wide strategic planning process, SLCC staff are hopeful they will see further developmental education reform and the CPC role as part of that plan. The College Lead plans to pursue examining whether physically locating the CPCs in the Advising unit might help with sustaining the role and creating a more comprehensive approach to advising than what currently exists for most students at SLCC.

At State Fair Community College, we observed the most structural change to sustaining and scaling intrusive advising. What started small scale under MoHealthWINS grew and gathered steam in Rounds Two and Four, evolving into navigators who function as a "humanizing, counseling/mentoring, and educational/instructional agents" with student success as their core mission (State Fair Community College, n.d.). Cosgrove, Cosgrove and Bragg (2015) observed that the College's TAACCCT staff credited involvement with the Transformative Change Initiative as initially sparking their interest in building an intrusive advising function that could be sustained and scaled. A carefully planned communication and marketing effort helped promote the concept. By deliberately gathering and using data over three rounds of TAACCCT funding to demonstrate how navigators positively impact student retention, college leaders have gained support from across the College. Citing 2012 IPEDS data, SFCC staff made a presentation to the board of directors that showed the College had a lower graduation rate and higher time-to-completion rate as compared to peer colleges. The report also included a summary of various models of intrusive advising with successful records. In May 2015, the Board committed to changing

all advisors to the navigators for three years, meaning in only five years' time, this small college transformed its advising function from 12 advisors performing traditional advising functions to now include 15 navigators that serve all programs and students at the College with a comprehensive array of services.

“We never talk about the workforce training as the final step, but as a first step on a career pathway.”

(SLCC College Lead)

What We Learned about the Scaling Process

This brief describes three MoHealthWINS colleges that achieved a high level of implementation and in doing so, overcame barriers that other community colleges could face when attempting to develop, sustain, and scale change. In lengthy discussions with multiple people who led these efforts and in extensive document review, we learned several lessons about sustaining and scaling a capacity-building strategy associated with advising. Illustrative of some of the guiding principles of transformative change, we present lessons learned about scaling, along with challenges faced and often overcome in the process.

Challenges to Scaling Intrusive Advising

Persons interviewed for this brief downplayed challenges that they faced in implementing the student support strategy, possibly because they had overcome “bumps in the road.” However, recognizing there are challenges to scaling within a college or across a consortium is important. Because the Missouri community and technical colleges operate autonomously, statewide policy adoption is rare, even when evaluation results are promising. Credited to being a part of three TAACCCT grants, the MCCA member colleges have increased communications, resulting in the navigator position being proposed for inclusion in a Strategic Plan that is being developed by MCCA leadership.

A main challenge to sustaining and scaling intrusive advising is associated with the cost of delivering intensive student services. In preparing this brief, our interviews revealed that two colleges, one small and one large, are considering conducting a return on investment study to determine actual costs in light of improved retention outcomes. College administrators hypothesize that there is a positive return on investment with higher completion rates associated with intrusive advising. College leaders continue to examine retention and completion data to test this hypothesis. Demonstrating the strongest commitment, State Fair Community College devoted resources to support 12 additional navigator positions and launched a longitudinal study to determine whether retention offsets the added cost of the positions. Missouri community college leaders, including college presidents, are reported to be anxious to see these results.

Transformative Leadership and Equity and Outcomes

We observed many levels of leadership in conducting the research for this brief. The colleges had the benefit of consistent leadership for the grant at the state level across all TAACCCT grants, ensuring that the heavy burden of compliance was met. The MCCA also served members of the Consortium by providing consistent resources to support grant management, which is a major benefit in a state that is characterized by local control, such is the case with Missouri. Transformative leadership, however, is about change and an unrelenting commitment to continuously improve equity in student outcomes. Personnel involved in the grant in all three colleges knew their student populations and their needs, especially those not being

“There were some people who said, ‘This is just another grant,’ but our leadership team said, ‘We don’t want this to be just that; we want it to drive transformative change.’ There will always be the question of how do you pay for it, but if we can scale it [across the college] and with leadership on the student affairs side, I feel positive the momentum will continue.”

(SLCC official)

met by college practices prior to the grant, and they shared a strong desire to change systems to better serve these students. Prior to TAACCCT, healthcare occupations training options in Missouri were mostly located in urban and suburban communities, leaving 320 rural areas “significantly underserved,” (Technical Proposal, 2011, p. 8). Across Missouri, many community college adult students live below or near the poverty level, work multiple jobs, are underemployed or unemployed, and juggle adulthood’s multiple responsibilities. Further impacting access to community college and workforce training, Missouri’s public two-year colleges offered healthcare programs as traditional on-campus, semester-based; entrance requirements posed barriers to students not at the high levels of academic readiness typically required of healthcare programs (MoHealthWINS, 2011); and few programs of short duration existed. Missouri’s community and technical colleges were beginning to explore the career pathway concept to provide smoother transitions for students to earn a short-term credential and later return to earn further credentials preparing them for a higher wage job. The structural and organizational barriers presented by colleges not fully attuned to these ideas had to be addressed to better serve the student population and achieve the goals of the grant.

Strategic Capacity Building and Systems Change

Pertinent to building the capacity to scale change in the MoHealthWINS Consortium was recognizing roadblocks to access for the target population—a critical issue for transformative leaders. Though the intrusive support services strategy is the focus of this brief, it worked in concert with other strategies to create a comprehensive approach to systems change. To accomplish this goal Mack, Lu, Vaidyanathan, Gopal, & Lisak (2016) suggest that entities interested in enacting change in complex systems invest efforts and resources in all parts of what they refer to as an ecosystem. At community colleges, the ecosystem is comprised of multiple units within one college, or by several campuses within a large, single college system. One college’s representative relayed they could not have accomplished their MoHealthWINS goals without employer



partners as part of the larger system that built their capacity to serve students. SLCC and SFCC credited a previous TRIO grant, and SLCC also mentioned the College's earlier involvement with ATD as establishing momentum that aided in the implementation of the navigator position. Another way to consider how the ecosystem helps to build capacity for intrusive advising that is not implemented alone, but instead is sometimes linked to other strategies, such as developmental education reform, career pathways formation, and job placement assistance. At SLCC, intrusive advising was a part of the Portal, a systems approach to better serve the adult learner. The lead architect of the Portal made the analogy of the career pathway coaches as the ropes in a complex pulley system, with the entire system designed to "lift heavy objects to great heights" with relative ease (Lee, 2015, p. 3). It appears that these three colleges understand that any single grant, approach, or strategy will not be sufficient to accomplish transformative change, but is needed to be part of a more comprehensive ecosystem to endure.

Data Utilization

The inclusion of evaluators, both internal and external, was an option for MoHealthWINS, and not a requirement of the Round One TAACCCT grant program. The internal evaluation team was embedded in the Consortium to produce data at the colleges' requests, coordinate data reporting with the workforce system, and produce the required outcomes data for performance reporting to the DOL. These data were shared with the MoHealthWINS colleges to use at the local level. The external evaluator worked closely with the internal evaluation team to gather data on implementation and in one case, explain findings to the board of trustees at one MoHealthWINS college. Further, all evaluation reports are posted on the extensive MoWINS website (See <http://www.ncmissouri.edu/programs/mowins/default.aspx>) and on the Missouri portion of SkillsCommons (See <https://www.skillscommons.org/handle/taaccct/35>).

At the college level, the College Leads continue to find ways to record student visits with new software. At SFCC, research was used to present a case to the board of trustees; their effort was successful in securing 12 positions adhering to the navigator positions funded by the College.

Intentional Communications

The role of intentional communication in sustaining and scaling change in complex systems cannot be overstated. The three TAACCCT grants in Missouri offered an unprecedented opportunity for the colleges to implement new practices and, in doing so, learn and spread knowledge to each other. Many documents and videos have been produced related to the intrusive advising approaches being implemented by Missouri's TAACCCT colleges and are shared on college, MCCA, and SkillsCommons websites. The process of learning and communicating to explain and spread new knowledge was both intentional and organic in the MoHealthWINS Consortium and continues to be so in MoManufacturingWINS and MoSTEMWINS Consortia. Several persons mentioned increased communication among college and program personnel as an "unanticipated benefit" of the TAACCCT grants. Strategic communication among

MoHealthWINS partners was also inspired by the Consortium's three evaluators who encouraged them to create a Thought Partner group so that ideas could be informally shared and to "capitalize on the rare opportunity for learning that the TAACCCT grants provided," according to one evaluator.

Throughout MoHealthWINS and the two successive TAACCCT consortium grants, the College Leads meet every other month and coaches meet quarterly; there are annual, consortium-wide meetings that focus on managing the grant and discussing program deliverables, and as the grants have progressed, the meetings have increasingly provided a venue to build relationships and communicate informally.

Also a form of intentional communication is marketing. The College Leads developed marketing tools to spread the word about intrusive advising within their colleges to staff, faculty, and students and within their communities to recruit participants. Some TAACCCT student participants have shared their stories in recorded videos on the MCCA website (See <http://mccatoday.org/mohealthwins/grant-success-stories/>), as does the MoHealthWINS Project Director who uses multiple forms of media to communicate the Consortium's accomplishments. In the February 2016 edition of *MoWINS News & Updates*, an electronic publication for all rounds of TAACCCT grants, the Project Director shared that MoHealthWINS materials received the highest number of downloads (6,586) on the SkillsCommons repository.

MoHealthWINS was a founding member of the Transformative Change Initiative where attendees were introduced to the concepts of scaling at the 2012 Learning Lab, sponsored by TCI. Two college leads interviewed for this brief credited being a part of TCI as the inspiration and push to think about scaling the intrusive advising strategy at a time when the Consortium was still figuring how to implement it. One candidly added, "It seemed too soon to think about scaling anything at the time, but in reflection, it was the right time." One college administrator at SFCC credited attending a TCI meeting with the conviction to scale the navigator role college-wide, and he proceeded to execute this plan.

At the state level, the Presidents group of the MCCA is undertaking a strategic planning process, and the inclusion of career pathways is potentially one of the initiatives. It could be expected that some colleges would employ an intrusive advising approach to help students navigate from college to career, but it is too early to say with certainty.

Beginning with MoHealthWINS and gaining momentum and maturity with MoManufacturingWINS and MoSTEMWINS, the TAACCCT grants have contributed to implementation of a comprehensive approach to advising. The short story here is that a core group of committed practitioners and leaders have provided students with improved student support services, as demonstrated in the MoHealthWINS evaluation reports and by many anecdotal comments. The "Show Me State" has provided some early evidence of how it can be done.

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COLLEGE OF EDUCATION AT ILLINOIS



Appendix

Duties Performed by the Career Pathways Coach/ Program Support Specialist/ Navigator

Activity	SLCC	MAC	SFCC
Recruit students	*	X	X
Present program information within the community	*	X	X
Assist with or lead formal orientation sessions	*	X	X
Advise potential students prior to college admission	*	X	X
Assist students with the college admissions process	*	X	X
Provide career guidance prior to program admission	X	X	X
Coordinate or assist with college assessment process	*	X	N
Explain assessment results; advise students accordingly	X	X	X
Advise students in pre-program coursework selection	X	X	X
Assist students in program registration / enrollment	X	X	X
Assist students in course selection	X	X	X
Explain career pathways and/or stackable credentials	X	X	X
Coordinate efforts with the college's advising unit	**	X	X
Coordinate efforts with college's financial aid office	X	X	X
Coordinate efforts with college's career placement office	**	X	X
Lead or assist with student learning communities	X	X	N
Assist program faculty in students' academic advisement	X	X	X
Assist program faculty/staff with marketing programs	X	X	X
Provide student financial aid advice or assistance	X	X	X
Provide students with healthcare related information	R	X	R
Liaison between students and program faculty	X	X	X
Liaison between college and CBO, workforce agency, etc.	X	X	X
Provide academic skill enrichment	N	X	X
Help students navigate college bureaucracy	X	X	X
Help students acquire transportation assistance	X	X	X
Help students solve childcare issues	X	X	X
Help students with housing needs	X	X	X
Provide or refer students to personal counseling	R	X	X
Encourage students to remain in college	X	X	X
Help students access crisis counseling if/when needed	X	X	X
Provide interview and or resume writing skills	X	X	X
Coordinate internships or WBL opportunities	X	X	R
Assist with other job search activities	X	X	X
Maintain records of student contact & visits provided	X	X	X
Assist employers with finding students/graduates	X	X	X
Assist students with job placement	X	X	X
Conduct post-employment follow-up(s)	X	X	X

X Service provided by intrusive advisor

R Intrusive advisor refers student to appropriate personnel at college or in community

N Intrusive advisor does not perform this duty

* Other grant funded staff at college perform this task

** There is no handoff to other units. Coaches perform this task

Themes	Guiding Principle Statements	Your Experience
Transformative Leadership	<p>▶ Transformative change is scaled when “transformative leadership” is distributed, supported, and rewarded. ▶</p>	<input type="text"/>
Equity and Outcomes	<p>▶ Scaling transformative change requires a deep and abiding commitment to simultaneously improving equity and outcomes. ▶</p>	<input type="text"/>
Strategic Capacity Building	<p>▶ When organizational capacity for change is strategically planned, developed, and continuously implemented, transformative change is scaled. ▶</p>	<input type="text"/>
Policy Change	<p>▶ Systems, organizations, and individuals design and implement policy to guide, support, and scale transformative change. ▶</p>	<input type="text"/>
Partnerships and Networking	<p>▶ Individuals create and use partnerships and networks to access expertise, maximize resources, and form the backbone to drive and support transformative change. ▶</p>	<input type="text"/>
Data Utilization	<p>▶ Scaling of transformative change occurs when data collected through ongoing and responsive evaluation are used to change and grow impact. ▶</p>	<input type="text"/>
Intentional Communications	<p>▶ Transformative change happens when individuals with deep knowledge of change communicate to help others change in their contexts. ▶</p>	<input type="text"/>

