



FROM CAPACITY TO SUCCESS: HSIs, TITLE V, AND LATINO STUDENTS



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AUTHORS:

Deborah A. Santiago, COO & Vice President for Policy

Morgan Taylor, Research Analyst

Emily Calderón Galdeano, Director of Research

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EXECUTIVE SUMMARY

About 60 percent of Latino students enrolled in higher education are enrolled at Hispanic-Serving Institutions (HSIs). The federal government has invested in the development of HSIs since 1995 to expand and enhance the institutions' capacity, quality, and the educational achievement of their Latinos and other low-income students. However, questions about the impact of this investment after almost 20 years and millions of dollars have been raised. Has the investment increased HSIs' capacity and educational quality for the students they enroll? Has the federal investment in HSIs improved Latino students' educational achievement?

The Title V: Developing HSIs program at the U.S. Department of Education has 16 allowable activities to expand and enhance capacity, quality, and student achievement for grant support. These activities range from purchasing lab equipment to establishing endowment funds, and from faculty development to community outreach programs. Given this diversity of allowable activities, it is not easy to summarize the impact of the federal investment at scale or answer questions about the actual investments by grantees and the link of these funds to meeting the purpose of the grant program.

Excelencia in Education reviewed 20 years of Title V grant abstracts as well as the final reports of one full cohort of grantees to examine how institutions used the Title V grant funds. The analysis shows the majority of HSIs receiving Title V funds have invested in capacity building efforts consistent with the intent of the federal program—the expansion and enhancement of academic offerings, program quality, and institutional stability. Further, analysis using a broader set of data show the access and completion of Latinos in higher education has increased significantly overall as HSIs have grown.

The following are key findings from the analysis in this brief:

GRANT FUNDING

- **The number of HSIs has more than doubled over the past 20 years, and just over 50 percent have received funding under the Title V: Developing HSIs program.** Over the past 20 years, the number of HSIs has increased from 189 to 409 and over half (247) have received at least one grant from the Developing HSIs program between FY1995 and FY2014.
- **The majority of HSIs used Title V funding to support faculty development and student support services—efforts linked to improving student success.** Over the past 20 years, 70 percent of Title V grant recipients invested their funds in either faculty and curriculum development (33 percent), student support services (26 percent), and/or fund and administrative management (11 percent).
- **Title V grants represent a small but significant part of an HSI's budget.** The average annual grant from the Title V: Developing HSIs program is around \$510,000 and most HSIs have operating budgets over \$20 million—about 1-2 percent of an institution's overall annual budget, but provided needed resources to innovate and pilot activities to serve students that could be institutionalized.

ACCESS AND COMPLETION

- **Latinos have increased their access to higher education over the last 20 years as the number of HSIs has increased.** In the last 20 years, Latino student enrollment in higher education has tripled (from 1 to 3.2 million), their representation in total college enrollment has doubled (from 8 to 17 percent), and the number of HSIs has more than doubled (from 189 to 409).
- **Latino educational attainment has nearly doubled in the last 20 years.** From 1995 to 2014, the percentage of Latino adults who had earned an associate degree or higher increased from 12 to 23 percent. During the same period, the percentage of Latino adults who had earned a bachelor degree or higher increased from 9 to 15 percent.
- **The persistence and completion rates of students are higher than graduation rates at HSIs.** In 2013-14, the graduation rate at HSIs was about 39 percent while the combined persistence and completion rate was 64 percent—the completion rate was 40 percent and persistence rate was 24 percent.
- **Within HSIs, the completion rates were higher at 4-year institutions than at 2-year institutions, but the persistence rates were similar.** Among 4-year HSIs, the combined persistence and completion rates were 74 percent—the completion rate was 51 percent and the persistence rate was 23 percent. Among 2-year HSIs, the combined persistence and completion rates were 58 percent—the completion rate was 34 percent and the persistence rate was 24 percent.



FOREWORD

Excelencia in Education has chronicled the development of Hispanic Serving Institutions (HSIs) and their impact on Latino students since our founding in January 2004.

We witnessed the legislative precedent that established the Developing HSIs program (Title III, Part A, then Title V of the Higher Education Act) unleash attention and investments in institutions that enrolled a relatively high percentage of Hispanic students. Given this precedent, *Excelencia* in Education began with a commitment to learn how institutions deployed their resources to advance Latino and other student success. We examined selected pairs of community colleges and baccalaureate granting institutions in California, New York and Texas to answer this question. This project was the focus of our first publication, *Latino Student Success at Hispanic Serving Institutions: Findings from a Demonstration Project* (2004).

To continue informing institutional and policy efforts around HSIs and their role in Latinos' pursuit of a college degree, *Excelencia* developed a series of issue briefs that includes:

Inventing Hispanic-Serving Institutions: The Basics (2006)

Choosing Hispanic-Serving Institutions (HSIs): A Closer Look at Latino Students' College (2007)

Modeling Hispanic-Serving Institutions (HSIs): Campus Practices That Work for Latino Students (2008)

Leading in a Changing America: Presidential Perspectives from Hispanic-Serving Institutions (2009)

Emerging Hispanic-Serving Institutions (HSIs): Serving Latino Students (2010)

This analysis and *Excelencia's* production of the annual list of HSIs underscore the vital role HSIs have played in the slow and steady progress of Latinos in higher education. Yet, there remains much unfinished business for colleges and universities to **serve** Hispanic students in higher education.

By systematically examining the link between capacity building, academic quality and student success this brief will continue to build a national understanding about the role HSIs play in advancing college completion for more Latino and other low-income students.



OVERVIEW

Latinos are the second largest student population enrolled in higher education—they represented over 17 percent of all students enrolled in higher education in 2013-14—and their representation is only projected to grow. Further, the majority of Latino undergraduates are concentrated in a small number of institutions—Hispanic-Serving Institutions (HSIs). HSIs represent 12 percent of colleges and universities in the U.S., but enroll 60 percent of all Latino undergraduates.

In 1992, the federal government recognized the limited educational attainment of the Latino population and the concentrated enrollment of Latinos in a small number of institutions. To address this need to improve the educational attainment of Latinos, elected officials created a capacity building program¹ to increase Latino and other low-income students' educational achievement by investing in the institutions where students were concentrated in their enrollment. This program is known as the Title V: Developing HSIs program. This federal program is a competitive grant program, and to be eligible, institutions must demonstrate they have the Hispanic enrollment required as well as a high enrollment of needy students and relatively low core expenses.

Funding to develop HSIs has grown over the last 20 years, as has the number of HSIs and Latinos enrolled in higher education. Has the impact of this investment increased HSIs' capacity and educational quality for the students they enroll? Has the federal investment in HSIs improved Latino students' educational achievement? Reviewing the link between capacity building, academic quality and student success for the Developing HSIs program can inform more critical policy discussions of access to a quality education and ensuring college completion for more Latino and other low-income students.

This brief provides a snapshot of Latinos in postsecondary education today, as well as a summary of the growth and current profile of HSIs. The brief then uses this information as context to examine linkages between Latino students' educational progress, the institutions where they are concentrated, and the impact of 20 years of federal funding on both student success and the development of HSIs.

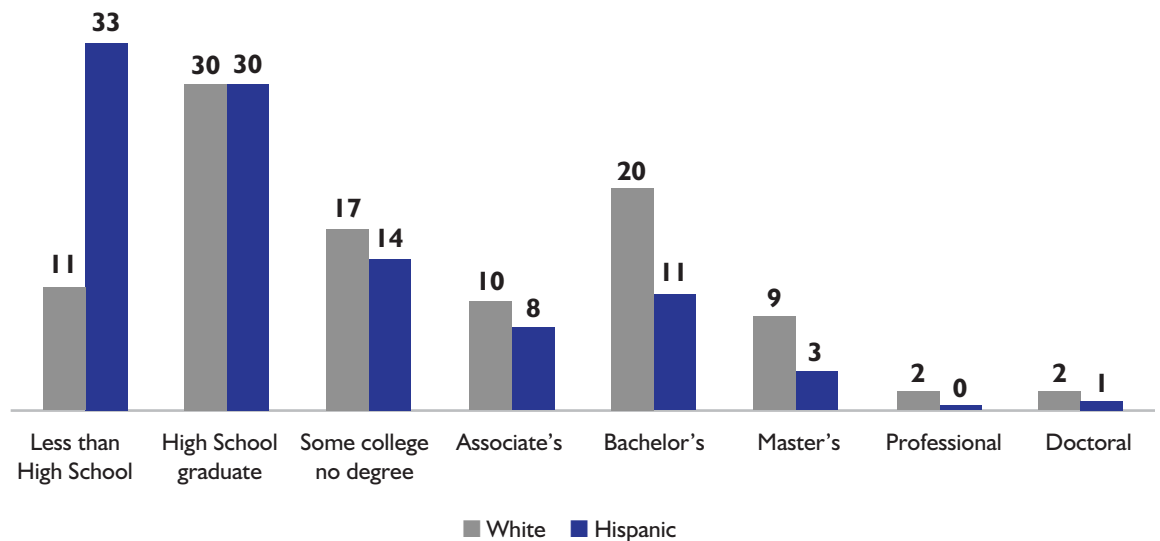


¹ Summary of Title V of the Higher Education Act, as amended in 2008. To be eligible for the “Developing HSIs Program”, the law further requires that an HSI have a high enrollment of needy students and low educational and general expenditures.

SNAPSHOT OF LATINOS IN POSTSECONDARY EDUCATION TODAY

Hispanics currently have lower levels of educational attainment compared to other groups in the U.S. In 2014, one-third of Latino adults had earned less than a high school education, almost another third had earned a high school diploma, and the remaining third had either some college (14 percent), or an associate degree or higher as their highest educational attainment (23 percent) (see Figure 1).

FIGURE 1. Highest Educational Attainment for Latino and White Adults, 2014

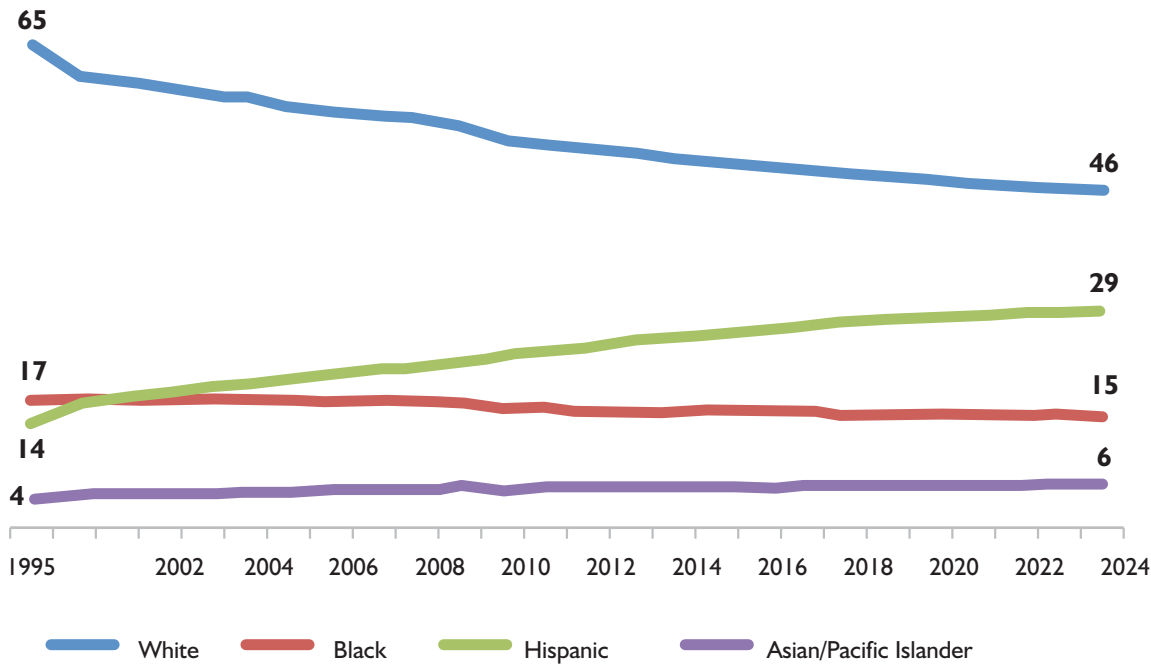


Source: U.S. Census Bureau, Current Population Survey, 2014 Annual Social and Economic Supplement

While the current educational attainment levels of Latino adults is low, the Latino population is the youngest, and a fast growing population and this growth is clear in the K-12 population and college pipeline in the U.S. In fact, Latinos represent the second largest group of elementary education students. In 2014, Latinos represented 26 percent of students enrolled in K-12 education, while Whites represented 50 percent, African Americans were 15 percent, and Asian/Pacific Islanders were 5 percent of students enrolled in K-12 education. By 2024, Latinos are projected to represent 29 percent of those enrolled in public K-12 education (see Figure 2).

As the K-12 population is growing, so too is the representation of Latinos who are college-ready and enrolling in college. The profile of Latinos in postsecondary education is increasingly representative of the growing majority of students—that has evolved from the traditional college student profile into more of a post-traditional profile. The generally understood profile of a traditional college student is one who enrolls straight from high school graduation to a four-year college, is academically prepared, enrolls full-time, lives on campus, and finishes in four years. Data show many Latino and other post-traditional students are enrolling at community colleges,

FIGURE 2. Percentage of Enrollment in Public K-12 Education, Actual and Projected Through 1995-2024, by Race/Ethnicity



Source: U.S. Department of Education, Digest of Education Statistics, 2014, Table 203.50

enrolling part-time or changing enrollment intensity, may need remediation, are working while enrolled, may transfer between institutions to take courses, live off campus, and take more than two or four years to complete a chosen degree. Understanding the profiles of students in college today is important in order to inform institutional and public policy strategies useful in serving these students well and increasing their college completion. Figure 3 provides a summary comparing the general characteristics of traditional and “post-traditional” students.

As the population of Latino and other post-traditional students continues to evolve, postsecondary institutions also have the opportunity to evolve in a manner that can serve these students well. However, change in postsecondary education is rarely fast or inexpensive, and the federal government has increasingly played an important role in incentivizing and supporting institutions’ evolution since the 1960s.

FIGURE 3. Summary Profile of Traditional and Post-traditional Students

Traditional student profile	Post-traditional student profile
College-ready	May need academic prep or remediation
Enroll in a college or university full-time	Enroll at a community college and/or part-time
Enroll the fall after high school graduation	Delay initial college enrollment while entering the workforce
Live on-campus	Live off-campus with their parents or with their own dependants
Complete a bachelor degree in four years	Take more than four years to complete a degree
Parents have college degree	First in family to enroll in college
White, non-Hispanic	Latino, African American, Asian/Pacific Islander
Do not work while enrolled	Work 30 hours or more a week
Make college choices based on financial aid, academic programs offered, & institutional prestige	Make college choices based on cost of attendance, location, & accessibility

From : *Using a Latino Lens to Reimagine Aid Design and Delivery*, *Excellencia in Education* (2013)

TITLE V: DEVELOPING HISPANIC-SERVING INSTITUTIONS (HSIs) PROGRAM

In 1964, the Higher Education Act was passed by Congress and signed by President Johnson. This federal legislation created opportunities for significant investment in access to postsecondary education for low-income students throughout the United States by providing financial aid directly to students (Pell Grants and Stafford loans) as well as support services through institutions (TRIO and campus-based financial aid programs). This legislation is generally reauthorized every five years, and over time, additional programs have been created to serve the growing national needs for a well-educated citizenry and workforce.

Hispanic-Serving Institutions (HSIs) were recognized in federal legislation in 1992 after community and elected officials became aware of the concentrated enrollment of Latinos in postsecondary institutions with limited resources and the compelling need to increase their educational attainment to develop a more educated citizenry and workforce. The Developing Hispanic-Serving Institutions (HSIs) program (Higher Education Opportunity Act, Title V, Part A)² is a federal competitive grant program that awards eligible institutions five years of funding for a comprehensive development plan with two main purposes:

1. to expand educational opportunities for, and improve the academic attainment of, Hispanic students; and,
2. to expand and enhance the academic offerings, program quality, and institutional stability of colleges and universities that are educating the majority of Hispanic college students and helping large numbers of Hispanic students and other low-income individuals complete postsecondary degrees.

Eligibility for the Developing HSIs program has three main components that institutions must meet in order to compete for federal funds:

- 1. Enroll a high concentration of Latino undergraduate students:** To be eligible, HSIs must be accredited and degree-granting public or private nonprofit institutions of higher education with 25 percent or more total undergraduate Hispanic full-time equivalent (FTE) student enrollment.
- 2. Enroll a high concentration of needy (low-income) students:** To be eligible, HSIs must enroll a high concentration of students who receive federal financial aid to pay for college. The U.S. Department of Education determines the eligibility threshold.
- 3. Have low educational and general expenditures (core expenses):** To be eligible, HSIs must have a low level of total expenses for the essential education activities of the institution. The U.S. Department of Education determines the eligibility threshold.



² Additional information on this program can be found here: <http://www2.ed.gov/programs/ideshsi/funding.html>

OVERVIEW OF HSIs

Excelencia in Education has studied HSIs since the federal legislation identifying the institutions was established. A brief overview of HSIs is worth noting before continuing with a more detailed examination of the Title V: Developing HSIs program.

OVERVIEW

- **Latino student enrollment is concentrated in a small number of institutions.** There are 409 HSIs, representing 12% of all institutions of higher education.
- **HSIs enroll the majority of Latino undergraduates.** Over half of Latino undergraduates (60%) are enrolled at HSIs.
- **The number of HSIs is growing.** Over the last 20 years (1994-95 to 2013-14), the number of HSIs grew from 189 to 409 (116%).

SECTOR

- **The majority of HSIs are public institutions.** Over half (66%) are public institutions, compared to 34% that are private, not-for-profit institutions.
- **HSIs are almost evenly split between 2-year and 4-year institutions.** Just under half of all HSIs are 2-year institutions (203), and just over half are 4-year institutions (206).

LOCATION

- **HSIs are very concentrated geographically.** While HSIs are located in 21 states and Puerto Rico, 83% were located in 5 states and Puerto Rico – California (139), Texas (75), Puerto Rico (58), Florida (23), New Mexico (23), and New York (19).
- **HSIs are also located in states not generally known for having large Latino populations.** Connecticut, Indiana, Louisiana, Massachusetts, Nevada, Ohio, Oregon, Pennsylvania, Tennessee, and Virginia, each had 1-4 HSIs.

ENROLLMENT

- **Most HSIs have a high concentration of Latino students enrolled.** Over half (54%) of HSIs (219 institutions) have Hispanic FTE enrollments between 40-100%.
- **Some HSIs have a very high concentration of Latino enrollment.** Nearly 20% of HSIs (74 institutions) have an FTE enrollment where at least 80% of the student body is Latino.

RACE/ETHNICITY

- **Almost half of students enrolled at HSIs are Hispanic.** On average, 46% of students enrolled at HSIs are Hispanic, and 54% of students are from other racial/ethnic groups.

EMERGING HSIs

- **A growing number of institutions are on the cusp of becoming HSIs.** There are 296 Emerging HSIs (defined as institutions with 15-24% Hispanic FTE enrollment).
- **The majority of states have at least one Emerging HSI.** Emerging HSIs are located in 29 states and the District of Columbia.

HSIs WITH GRADUATE PROGRAMS

- **More than a third of HSIs have graduate programs.** Of all HSIs, 38% offer graduate degrees (156 of 409 institutions). Of 4-year HSIs (206), 76% have graduate programs.
- **The majority of HSIs with graduate programs offer doctoral degrees.** Over half of HSIs with graduate programs (79 institutions) offer doctoral degrees (51%).

The federal government has funded the development of HSIs since 1995 to expand and enhance their capacity, quality, and the educational achievement of their Latinos and other low-income students. However, the impact of this investment after almost 20 years and millions of dollars has not been examined. The first half of this brief shared the profile of Latinos in postsecondary education as well as HSIs and the Title V: Developing HSIs program. This information sets the context necessary to examine the link between capacity building at HSIs and Latino student success. The following sections of this brief share analysis on the trends in federal funding for HSIs through the Title V grant to build institutional capacity and the potential impact of this funding on the stated purpose of the program—to expand educational opportunities and academic attainment and enhance institutional capacity.

TRENDS IN FEDERAL FUNDING FOR HSIs TO BUILD INSTITUTIONAL CAPACITY

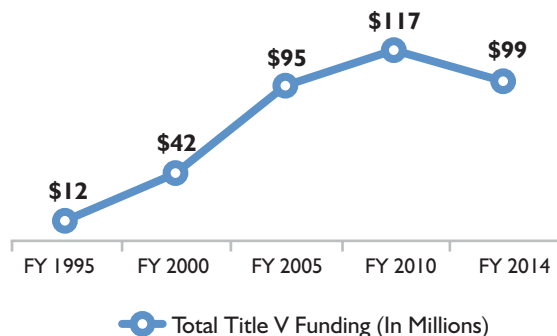
The Developing HSI program was authorized in 1992, and funds were first appropriated to support the program in 1995. An analysis of the past 20 years has shown funding for the program has grown substantially. However, this growth has not kept pace with the growth in the number of institutions that meet the eligibility to compete for funds. This has resulted in more competition for the limited funds available to eligible institutions. Consider the following analysis of federal funding trends under the Developing HSIs program.



Federal appropriations for the Title V: Developing HSIs program has grown over 20 years. Over the past 20 years (FY1995 – FY2014), total federal funding has grown from \$12 to \$99 million (see Figure 4).

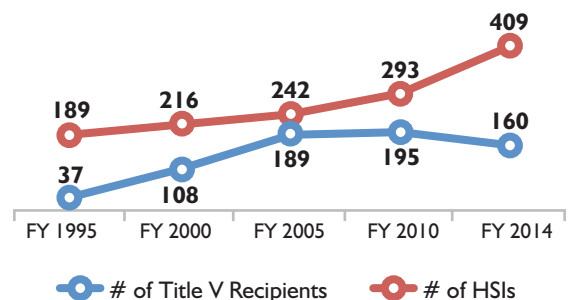
The number of HSIs has more than doubled over the past 20 years, and just over 50 percent have received funding under the Developing HSIs program. Over the past 20 years, the number of HSIs has increased from 189 to 409 and over half of institutions (247) have received at least one grant from the Developing HSIs program between FY1995 and FY2014. Several HSIs have received more than one grant during this time. However, the growth in the number of HSIs has exceeded the numbers of institutions receiving funds under the Developing HSIs program (see Figure 5).

FIGURE 4. Federal funding for Developing HSIs, FY1995 to 2014



Source: U.S. Department of Education, Office of Postsecondary Education. Developing Hispanic-Serving Institutions Program—Title V-Funding Status, FY1995-2014.

FIGURE 5: The number of HSIs and Developing HSI Recipients, per Fiscal Year



Source: *Excelencia* in Education analysis using U.S. Department of Education, NCES, IPEDS, 2013-14 fall institutional characteristics and enrollment surveys.

IMPACT OF TITLE V: DEVELOPING HSIs PROGRAM FUNDING

As noted earlier in this brief, the Title V: Developing HSIs program is a competitive grant providing successful HSIs with five years of funding for a comprehensive development plan with two main purposes:

1. to expand educational opportunities for, and improve the academic attainment of, Hispanic students; and,
2. to expand and enhance the academic offerings, program quality, and institutional stability of colleges and universities that are educating the majority of Hispanic college students and helping large numbers of Hispanic students and other low-income individuals complete postsecondary degrees.

To assess the impact of the program with its stated purpose, *Excelencia* in Education examined Latinos' access and completion of postsecondary education, the growth of HSIs, and the use of funds by grantees of the Developing HSIs program.

EXPANDED OPPORTUNITIES AND ACADEMIC ATTAINMENT

The first purpose of the Title V: Developing HSIs program is to expand educational opportunities

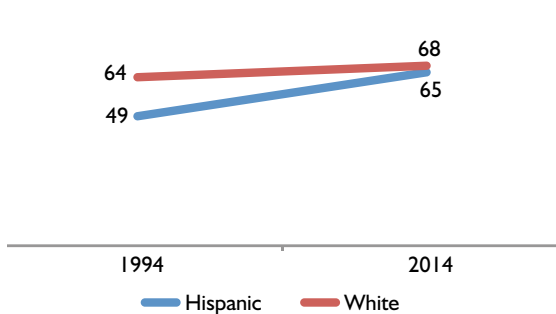
for, and improve the academic attainment of, Hispanic students. Is there evidence after 20 years of funding that this purpose is being met? The educational opportunities for Hispanics in higher education have expanded over the last 20 years and it appears HSIs have played an important role in these opportunities. In addition, Hispanics have also increased their academic achievement overall and at HSIs. Consider the following findings:

MORE HISPANICS ARE ACCESSING HIGHER EDUCATION TODAY.

- **Latino student enrollment in higher education has tripled in the last 20 years.**

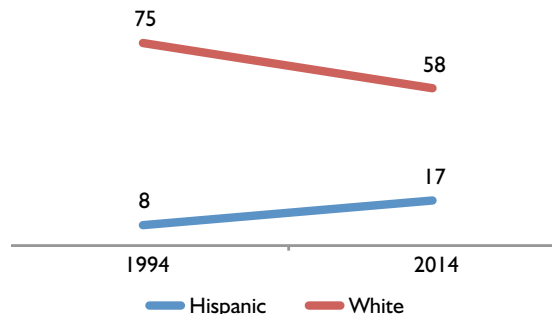
Latinos enrollment in higher education tripled from 1 to 3.2 million between 1994-95 to 2013-14. This growth has been the result of increasing college enrollment rates and in total enrollment (see Figure 6). Over these last 20 years, Latinos have also doubled their representation in total college enrollment from 8 to 17 percent (see Figure 7).

FIGURE 6: College Enrollment Rates for Hispanics and Whites, 1994 and 2014



Source: U.S. Department of Education, Digest of Education Statistics, 1996 [T.202] and 2015 [T.306.10]

FIGURE 7: Percentage of Total College Enrollment, Hispanics and Whites, 1994 and 2014



Source: U.S. Department of Education, Digest of Education Statistics, 1996 [T.202] and 2015 [T.306.10]

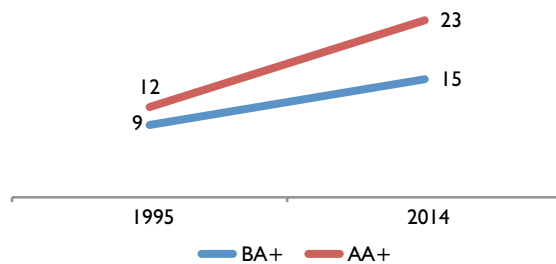
HISPANICS' INCREASED ACCESS TO HIGHER EDUCATION IS CONSISTENT WITH THE GROWTH OF HSIs.

- **The number of HSIs has more than doubled over 20 years.** In 2013-14, there were 409 HSIs, compared to 189 in 1994-95 – an increase of 220 institutions.
- **Latino student enrollment at HSIs has more than tripled in the last 20 years.** In 2013-14, HSIs enrolled about 1.6 million Latino undergraduates, compared to 492,000 in 1994-95 – an increase of 1.1 million students.
- **HSIs concentrated enrollment of Latinos has increased over 20 years.** In 1994-95, HSIs enrolled almost 50 percent of Latino students and in 2013-14, they enrolled about 60 percent of Latino students.

HISPANICS HAVE INCREASED THEIR ACADEMIC ATTAINMENT.

- **Latino educational attainment has nearly doubled in the last 20 years.** From 1995 to 2014, the percentage of Latino adults who had earned an associate degree or higher increased from 12 to 23 percent. During the same period, the percentage of Latino adults who had earned a bachelor degree or higher increased from 9 to 15 percent (see Figure 8).

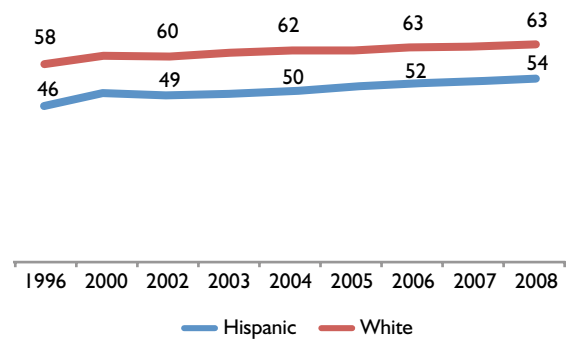
FIGURE 8: Hispanics' Educational Attainment of an Associate Degree or Higher and a Bachelor Degree or Higher, 1995 and 2014



Source: U.S. Census Bureau, Educational Attainment, 1995 and 2014

- **Latinos' graduation rates at 4-year institutions has increased over the last 12 years.** Overall, the graduation rates at 4-year institutions increased from 55 percent (for the 1996 cohort) to 60 percent for the 2008 cohort (graduated in 2014). Latinos increased their graduation rate from 46 percent for the 1996 cohort of students to 54 percent for the 2008 cohort (6 percentage points), compared to Whites who increased from 58 to 63 percent (5 percentage points) (see Figure 9).

FIGURE 9: Graduation Rates at 4-year Institutions, Hispanics and Whites, 1996 to 2008 Cohorts



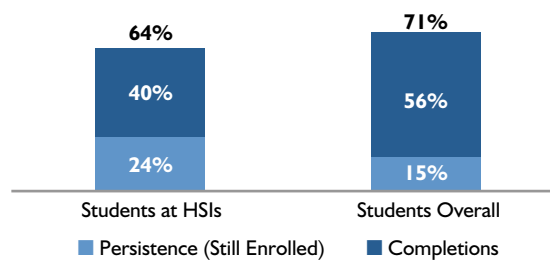
Source: U.S. Department of Education, Digest of Education Statistics, 2015, Table 326.10

- **Latinos' graduation rates at 2-year institutions has not changed significantly over the last 10 years.** Overall, graduation rates at 2-year institutions decreased from 24% for the 2000 cohort to 20% for the 2010 cohort (graduated in 2013). However, the graduation rate did not change significantly for Latinos at community colleges—it was 17 percent for the 2000 cohort and 16 percent for the 2010 cohort. The drop in overall graduation rates is because of the decrease for White students from 26 to 22 percent over these cohorts of students.

Graduation rates are a good measure of the timely completion of traditional students enrolling in traditional pathways. It tracks first-time, full-time freshmen completing within 150 percent of time from first enrolled. However, many students at HSIs have a post-traditional profile and are less likely to be enrolled full-time or continuously enrolled. Therefore, this research also considered the persistence and completion rates of students at HSIs to get a more authentic measure of performance. Persistence rates show students still enrolled beyond the 150 percent time of initial enrollment and thus captures the pathway of part-time and returning students that would have been excluded in graduation rates. Completion rates include students who may have transferred and graduated from another institution; these students would not have been included in the graduation rates of either the origin or final institution.

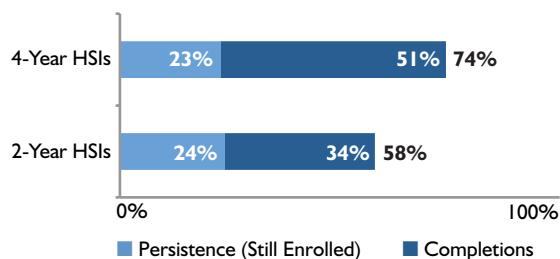
- **The persistence and completion rates of students overall and at HSIs are higher than graduation rates at these institutions.** Using data from the National Student Clearinghouse, the graduation rate at HSIs was around 39 percent. However, the combined persistence and completion rates at HSIs was 64 percent. The HSIs had a completion rate of 40 percent and persistence rate of 24 percent. Among all institutions of higher education, the combined persistence and completion rates were 71 percent—the completion rate was 56 percent and persistence rate was 15 percent (see Figure 10). It is interesting to note that almost twice as many students at HSIs were still enrolled after 150 percent of time when originally enrolled than at other institutions (24 vs. 15 percent).
- **Within HSIs, the completion rates are higher at 4-year institutions than at 2-year institutions but the persistence rates are similar.** Among 4-year HSIs, the combined persistence and completion rates were 74 percent. The completion rate was 51 percent and the persistence rate was 23 percent. Among 2-year HSIs, the combined persistence and completion rates were 58 percent. The completion rate was 34 percent and the persistence rate was 24 percent (see Figure 11).

FIGURE 10: Persistence and Completion Rates, Overall and at HSIs, 2008 Cohort



Sources: National Student Clearinghouse Research Center. (2013) *Signature 6 Report: Completing College: A National View of Student Attainment Rates – Fall 2007 Cohort*. National Student Clearinghouse Research Center. (2013) *Signature 6 Report: HSI Special Download*.

FIGURE 11. Persistence and Completion Rates at HSIs, by Type, 2008 Cohort



Sources: National Student Clearinghouse Research Center. (2013) *Signature 6 Report: Completing College: A National View of Student Attainment Rates – Fall 2007 Cohort*. National Student Clearinghouse Research Center. (2013) *Signature 6 Report: HSI Special Download*.

ENHANCED INSTITUTIONAL CAPACITY

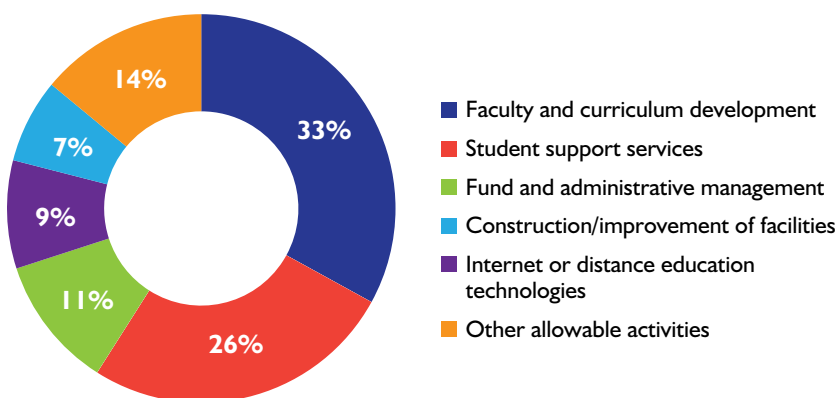
The second purpose of the Title V: Developing HSIs program is to expand and enhance the academic offerings, program quality, and institutional stability of colleges and universities that are educating the majority of Hispanic college students and helping large numbers of Hispanic and other low-income students complete a postsecondary degree. Is there evidence after 20 years of funding that this purpose is being met? To address this question, *Excelencia* examined the abstracts summarizing how grantees intended to invest the program funds over 20 years and found their investments were consistent with the purpose of the grant program.

Grants awarded for the Developing HSIs program can be invested in 16 allowable activities to enhance institutional capacity, educational

opportunities, and academic achievement for Latinos and other low-income students. These activities include the following:

1. Purchase, rental, or lease of scientific or laboratory equipment for educational purposes, including instructional and research purposes
2. Construction, maintenance, renovation, and improvement in classrooms, libraries, laboratories, and other instructional facilities
3. Support of faculty exchanges, faculty development, curriculum development, academic instruction, and faculty fellowships to assist in attaining advanced degrees in the fellow's field of instruction
4. Purchase of library books, periodicals, and other educational materials, including telecommunications program material
5. Tutoring, counseling, and student service programs designed to improve academic success, including innovative and customized instruction courses (which may include remedial education and English language instruction) designed to help retain students and move the students rapidly into core courses and through program completion
6. Articulation agreements and student support programs designed to facilitate the transfer from two-year to four-year institutions
7. Funds management, administrative management, and acquisition of equipment for use in strengthening funds management
8. Joint use of facilities, such as laboratories and libraries
9. Establishing or improving a development office to strengthen or improve contributions from alumni and the private sector
10. Establishing or improving an endowment fund
11. Creating or improving facilities for Internet or other distance education technologies, including purchase or rental of telecommunications technology equipment or services
12. Establishing or enhancing a program of teacher education designed to qualify students to teach in public elementary schools and secondary schools
13. Establishing community outreach programs that will encourage elementary school and secondary school students to develop the academic skills and the interest to pursue postsecondary education
14. Expanding the number of Hispanic and other underrepresented graduate and professional students that can be served by the institution by expanding courses and institutional resources
15. Providing education, counseling services, or financial information designed to improve the financial literacy and economic literacy of students or the students' families, especially with regard to student indebtedness and student assistance programs under subchapter IV of this chapter and part C of subchapter I of chapter 34 of title 42
16. Other activities proposed in the application submitted pursuant to section 1101c of this title that— (a) contribute to carrying out the purposes of this subchapter; and, (b) are approved by the Secretary as part of the review and acceptance of such application

FIGURE 12: Majority of Activities Funded by Title V Grantees, FY1995-2014



Source: *Excelencia* in Education analysis of publicly available Title V project abstracts, U.S. Department of Education, Office of Postsecondary Education

Given the many, and diverse options of investing funds granted under the Title V: Developing HSIs program, questions have been raised as to the actual investments by grantees and the link of these funds to meeting the purpose of the grant. *Excelencia's* analysis of grants shows the majority of HSIs receiving Title V funds have invested in the enhancement of academic offerings, program quality, and institutional stability. Over the past 20 years, 70 percent of Title V recipients invested their funds in three activities:

1. faculty and curriculum development (33 percent)
2. student support services (26 percent)
3. fund and administrative management (11 percent)

SUMMARY: LINK BETWEEN INSTITUTIONAL CAPACITY AND STUDENT SUCCESS

The first purpose of the Title V: Developing HSIs program is to expand educational opportunities for, and improve the academic attainment of, Hispanic students. Is there evidence after 20 years of funding that this purpose is being met? The educational opportunities for Hispanics in higher education have expanded over the last 20 years and it appears HSIs have played an important role in these opportunities.

The second purpose of the Title V: Developing HSIs program is to expand and enhance the academic offerings, program quality, and institutional stability of colleges and universities that are educating the majority of Hispanic college students and helping large numbers of Hispanic and other low-income students complete a postsecondary degree. Is there evidence after 20 years of funding that this purpose is being met? The majority of funding is being spent on institutional activities known to be linked to improving students' academic achievement (support services) as well as institutional quality (faculty and curriculum development) and stability (fund and administrative management).

The analysis in this brief has shown a broad link between the increase in Latino educational opportunities, attainment, and institutional capacity building with Title V: Developing HSI program funding. Is there a more explicit and direct link one can make between this federal program funding and Latino student success? While it is clear there are connections between the significant investment of federal funds in the Developing HSIs program and the increased educational access and completion of Latinos in postsecondary education, there are several limitations to asserting a specific causal link between the funding alone and Latino success in postsecondary education for consideration in future research.

1. The grant amounts are small relative to an HSIs' overall budget. The average annual grant from the Title V: Developing HSIs program is around \$510,000. Even on the lower range of postsecondary budgets, HSIs receiving a grant have operating budgets over \$20 million. Therefore, this capacity building grant constitutes a very small percentage of an institutions' overall annual budget (around 1-2 percent).



The value of the grant, however, is in the flexibility it provides HSIs to innovate and bring new programs to the institution as it looks to serve more students and increasingly diverse students that fit more of a post-traditional profile. These institutions do not have endowments or unrestricted resources from which to draw for financial aid, or new programming even as they seek to serve this growing and evolving population of Hispanic, low-income, and post-traditional students.

2. The data currently available does not allow a more detailed analysis of Latino student success within HSIs. While this analysis attempted to examine the graduation, persistence, and completion rates at institutions overall, and HSIs in particular, student level percent data was not available disaggregated by race/ethnicity for the persistence and completion rates within institutions that could have better linked the activities funded with Title V: Developing HSIs program funds and Latino student success. Efforts are underway to improve the representation of data disaggregated by race/ethnicity that may yield more detailed analysis of Latino student success within institutions appropriate with their post-traditional profile.

APPENDIX I: METHODOLOGY AND LIMITATIONS OF THE STUDY

METHODOLOGY

This analysis uses *Excelencia's* 2007-08 HSI list and the Title V, Part A abstract for FY2008 to examine the graduation rate of HSIs that received funding to those that did not receive funding. Graduation rate data comes from the Integrated Postsecondary Education Data System (IPEDS). Graduation rates are calculated by dividing the number of completers in 150% of normal time by the adjusted cohort. For four-year institutions, 150% of normal time equals six years; it equals three years for two-year institutions. Therefore, 2013 graduation rate data is used for four-year institutions and 2010 graduation rate data is used for two-year institutions.

This analysis uses data from the U.S. Department of Education on the total appropriation for Title V, Part A and the institutions that received new Individual and Cooperative Grants. Data on overall spending and the number of recipients are found on the Funding Status page of the Developing Hispanic-Serving Institutions Program-Title V website. Data on new and individual grants that were awarded to each of the recipients are found in the fiscal year abstracts³ on the Awards page of the Developing Hispanic-Serving Institutions Program-Title V website. Calculating the representation of HSIs that received funding over the past 20 years requires matching the total list of recipients to *Excelencia's* 2013-14 HSI list.

The analysis of the abstracts examines how each institution that received funding in the past 20 years proposed to spend their funds among the federally approved 16 allowable activities. Institutions can choose to invest their funds in a variety of activities. Therefore, individual proposed activities were counted. Each activity or strategy employed by the institutions that received Title V, Part A funding were placed into the allowable activity category that was most closely aligned with that activity. This analysis was completed for

both new Individual Grants and new Cooperative Grants. Detailed information on how abstracts were placed into the allowable activities.

- All activities regarding the creation of a building that will house a Learning Community was placed into allowable activity #2, as it reflects the physical construction of a facility (Construction, maintenance, renovation, and improvement in classrooms, libraries, laboratories, and other instructional facilities).
- All activities that pertained to curriculum development (including the creation of new programs), faculty professional development, implementation of a Learning Community as a way to instruct students, and the integration of new teaching methods were placed into allowable activity #3 (Support of faculty exchanges, faculty development, curriculum development, academic instruction, and faculty fellowships to assist in attaining advanced degrees in the fellow's field of instruction).
- All activities that increased student success through tutoring assistance, mentoring, academic advising, and increasing services available to students was placed in allowable activity #5 (Tutoring, counseling, and student service programs designed to improve academic success, including innovative and customized instruction courses (which may include remedial education and English language instruction) designed to help retain students and move the students rapidly into core courses and through program completion).
- All activities regarding the implementation of student tracking systems were placed into allowable activity #7, as it pertained to an institution-wide administrative system (Funds management, administrative management, and acquisition of equipment for use in strengthening funds management).

³ Title V, Part A funding abstracts include information for institutions that received funding in FY1999-FY2014. Abstracts for FY195 are missing. No new Title V, Part A grants were awarded from FY1996-FY1998.



- All activities pertaining to the creation or improvement of technology in terms of Internet and Internet access, as well as online and distance learning, were placed into allowable activity #11 (Creating or improving facilities for Internet or other distance education technologies, including purchase or rental of telecommunications technology equipment or services).
- All activities that pertained to community outreach to increase awareness of higher education, college readiness, and pathways to the greater community and K-12 institutions were placed into allowable activity #13 (Establishing community outreach programs that will encourage elementary school and secondary school students to develop the academic skills and the interest to pursue postsecondary education).

LIMITATIONS

Of the total 266 HSIs in FY2008, the Integrated Postsecondary Education Data System (IPEDS) includes data for 264 institutions. The two

missing institutions are College of Santa Fe at Albuquerque and Jones College-Miami Campus. Of the 23 institutions that received new Title V, Part A funding, Universidad del Turabo-Isabela and Miami Dade-Inter American Campus are not available in IPEDS, as they are satellite campuses. Palomar Community College had a Hispanic FTE of 24.2% in 2007-08 and is not included in *Excelencia's* analysis of 2007-08 HSIs, as an institution must meet the 25.0% critical mass threshold to qualify as an HSI. Graduation rate data for Humacao Community College is also missing in IPEDS for 2009-10.

The 20-year analysis of the projected use of funds by Title V: Developing HSIs Program grantees is based on publicly available grant abstracts from the U.S. Department of Education program office from their website. This analysis is based on *Excelencia's* reading of abstracts that provide information on the activities institutions propose to spend their funds for their student body as a whole, rather than specific activities targeted to Latinos specifically.



1156 15th St. NW, Suite 1001 • Washington, DC 20005
www.EdExcelencia.org