Learning Outcomes Assessment in Community Colleges

Charlene Nunley, Trudy Bers, and Terri Manning

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Foreword by Walter Bumphus

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The open access mission of community colleges demands working with individuals with widely varying academic skill levels and diverse educational backgrounds. As a result, learning outcomes assessment in community colleges presents an array of opportunities and challenges distinctive to these institutions and the students that they serve. This paper analyzes the findings from two recent surveys, one of institutional researchers and one of chief academic officers from community colleges, to better understand the state of student learning outcomes assessment in this increasingly important sector. In the context of these findings, the authors discuss the multiple demands for accountability and transparency that characterize the environment within which community colleges operate. They describe assessment approaches used by community colleges and review how institutions can and do use the results. They also provide some examples of good practices in assessment, and suggest some guidelines and cautions for community colleges that are seeking to advance the assessment agenda. The authors encourage community colleges to honestly and openly assess student learning and to use information obtained through the assessment process to improve retention, progression and academic success of students on community college campuses.

If community colleges are going to fulfill their core mission, essential and ongoing assessments must be done to structure an environment of student success and completion. -- Walter Bumphus
Introduction

Learning outcomes assessment practices in community colleges vary with respect to comprehensiveness, approach, dissemination, use of results, and the extent to which they are either institutionalized or perceived as marginal to the core work of teaching and learning. Like universities, community colleges react to the national and state environments, the institution's cultural and environmental norms, the needs and demands of students, and the requirements of regional and program-specific accrediting agencies.

We begin this paper by describing the multiple demands for accountability and transparency that characterize the environment within which community colleges operate. While several of these demands are quite similar across the range of higher education institutions, some of them are unique to community colleges. Second, we identify the assessment approaches that community colleges use and review how these institutions use learning outcomes assessments. Third, we explain what we believe are the particularly compelling challenges that community colleges face in assessing learning outcomes. Then, after providing some examples of good practices in assessment, finally, we suggest some guidelines and cautions for community colleges seeking to advance the assessment agenda at their institutions.

Throughout this paper, we present selected results from two recent national surveys. The first survey was sent to institutional researchers in community colleges through a listserv of the National Community College Council for Research and Planning (NCCCRP), an organization sponsored by the American Association of Community Colleges. A total of 101 individual researchers from 30 states across all six accreditating regions responded to the NCCCRP survey. The second survey, conducted by the National Institute for Learning Outcomes Assessment (NILOA), was sent to all chief academic officers at regionally accredited, undergraduate degree-granting institutions in the United States. For the purposes of this paper, we focus only on responses to the NILOA survey from the 544 associate degree-granting institutions. This paper is not intended to provide complete results for either survey but, rather, it focuses on those items that are particularly germane to the paper's purpose.1

We use the following terms interchangeably throughout this paper: learning outcomes assessment, assessment, student learning outcomes, learning objectives, and learning assessment. All of these terms are meant to focus on the types of knowledge, skills, and abilities students gain as a result of their college academic experiences.

1 For more information on the complete NILOA survey, see More Than You Think, Less Than We Need: Learning Outcomes Assessment in American Higher Education, retrievable from http://www.learningoutcomesassessment.org/NILOAsurveyresults.htm.
In addition to the accreditors, a number of states are now requiring colleges to assess learning outcomes, ranging from outcomes of general education to outcomes of career-specific programs. Zis, Boeke, and Ewell (2010) reported that states vary in intensity of engagement with assessment and with the assessment activities they require. Ewell, Jankowski, and Provezis (2010) categorized eight states as assessment-intensive states while observing great variability among the states in terms of the specificity of assessment requirements. Therefore, it is not surprising that community colleges face vastly different learning outcomes assessment demands based on their location.

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2 The assessment-intensive states are Georgia, Kentucky, Minnesota, Oklahoma, Rhode Island, South Dakota, Tennessee, and West Virginia.
One of the most noteworthy elements of Achieving the Dream is its press for community colleges to use evidence-based approaches to examine effectiveness in meeting the educational needs of students.

The Voluntary Framework for Accountability (VFA), another national assessment initiative underway, is “the first national system of accountability specifically for community colleges and by community colleges” (AACC, 2011). Under the auspices of the American Association of Community Colleges (AACC), community college leaders are working to define the best metrics for measuring how well community colleges serve their students and their purposes. AACC's Principles and Plan (2009) states, “Community colleges need a transparent process through which they communicate data that depict the most accurate portrait of community colleges and their unique role in higher education” (p. 1). This document also highlights the obstacles community colleges face in implementing an assessment agenda because of the absence of commonly accepted performance measures and multiple missions. In 2011, 40 assessment sites involving a total of 72 community colleges of all sizes are piloting the VFA process. As yet unclear, however, are what incentives or mandates will prompt colleges to participate in the VFA when it is rolled out to the entire community college population.

Finally, the motivations for doing assessment seem to differ between the two- and four-year sectors. Respondents to both the NILOA and NCCCRP surveys reported accreditation to be an important driver of assessment, but while 84 percent of respondents to the NILOA survey identified improving undergraduate education as a motivating factor, only 51 percent of NCCCRP survey respondents did so. Although the relevant item was worded in exactly the same way on the two surveys, this difference in perspectives is provocative and merits further investigation. In general, items on the NCCCRP survey regarding the quest for quality improvement were all ranked relatively low as factors motivating faculty and administrators to be engaged in student learning outcomes assessment.

The difference in the NILOA and NCCCRP survey results may be due to a variety of reasons. Top-level institutional leaders may tend to be supportive of using assessment for improvement but may not communicate that message down the line, at least in community colleges. Or improvements may be taking place without being communicated to institutional researchers. Or perhaps rather than blaming accrediting agencies for the pressures of assessment, chief academic officers may have reported what they perceived to be publicly acceptable responses—while still using accrediting agency expectations to leverage change within their institutions. The difference in the results of the two surveys might also arise from the different perspectives about assessment held by chief academic officers, the NILOA respondents, and institutional researchers, the NCCCRP respondents.
Challenges for Community Colleges

While the data presented so far indicate that community colleges are involved to varying degrees in learning outcomes assessment, our experience in working with these colleges makes plain that they face a number of challenges. Some of these, we suspect, are common to the four-year sector as well. These include determining what to measure, assuring real institutional commitment, effectively engaging faculty, and selecting valid and reliable instruments. Community colleges face a number of different challenges, however, that merit special treatment in this paper. Recognizing that a number of the challenges overlap and reinforce one another—in other words, that reality is not as neat as our list—then, what are the challenges? We have identified 11 distinct challenges and present them concisely below.

Table 4. NIIOA Survey: To what extent has your institution used student learning outcomes results for each of the following? Percentage responding “quite a bit” or “very much”

<table>
<thead>
<tr>
<th>Activity</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preparing self-studies for program or specialized accreditation</td>
<td>80%</td>
</tr>
<tr>
<td>Preparing self-studies for institutional accreditation</td>
<td>79%</td>
</tr>
<tr>
<td>Revising undergraduate learning goals</td>
<td>57%</td>
</tr>
<tr>
<td>Responding to calls for accountability and/or transparency</td>
<td>50%</td>
</tr>
<tr>
<td>Informing strategic planning</td>
<td>49%</td>
</tr>
<tr>
<td>Improving instructional performance (e.g., design faculty or staff development programs)</td>
<td>48%</td>
</tr>
<tr>
<td>Modifying general education curriculum</td>
<td>46%</td>
</tr>
<tr>
<td>Determining student readiness for college-level coursework</td>
<td>44%</td>
</tr>
<tr>
<td>Informing governing board about student and institutional performance</td>
<td>42%</td>
</tr>
<tr>
<td>Encouraging adoption of “best practices” in teaching, learning, and assessment from other institutions</td>
<td>39%</td>
</tr>
<tr>
<td>Evaluating departments, units, and programs</td>
<td>36%</td>
</tr>
<tr>
<td>Modifying student academic support services (e.g., advising, tutoring, study skills)</td>
<td>31%</td>
</tr>
<tr>
<td>Articulating or aligning curriculum and learning outcomes across sectors (K–12/community college/4-year institution)</td>
<td>29%</td>
</tr>
<tr>
<td>Reporting to the public</td>
<td>26%</td>
</tr>
<tr>
<td>Improving physical environment for learning</td>
<td>22%</td>
</tr>
<tr>
<td>Determining student readiness for upper-division course work (e.g., rising junior exams)</td>
<td>16%</td>
</tr>
<tr>
<td>Allocating resources to academic units</td>
<td>16%</td>
</tr>
<tr>
<td>Changing policies and practices related to transfer or articulation agreements</td>
<td>16%</td>
</tr>
<tr>
<td>Changing admissions policies and recruitment materials</td>
<td>13%</td>
</tr>
<tr>
<td>Evaluating faculty performance for promotion and tenure</td>
<td>11%</td>
</tr>
<tr>
<td>Allocating resources to student affairs units</td>
<td>11%</td>
</tr>
<tr>
<td>Evaluating faculty and staff performance for merit salary purposes</td>
<td>7%</td>
</tr>
</tbody>
</table>

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These questions about whether students learn... 
- may not take their developmental courses in sequence; for example, a student may take a required developmental math course in the first semester and then not take another math course until much later in their academic career
- attend intermittently
- are torn among multiple roles as student, employee, parent, spouse, and/or caretaker of other family members
- are uncertain about their educational goals
- lack educational capital, or college knowledge, to navigate the post-secondary world
- leave the institution without completing a certificate or degree or even informing the institution that they will not be returning, thus making it virtually impossible to identify students nearing the conclusion of their collegiate studies at the college, let alone to assess their learning outcomes.

These characteristics have implications for learning outcomes assessment. One of them is to incorporate ways to compare what regular class attendees learn with those who miss many classes but never formally withdraw from the classes. Such analytical approaches will make it possible to answer questions about whether student learning is affected by the complexity of students' lives, including the number of hours that they work each week, or whether they are single parents and have to care and provide for dependents. Such approaches will also force us to deal with intractable situations, such as how to improve student learning and success when it is impossible to demand that students abandon their full-time jobs and make other important life changes that will enable them to devote more time to their studies. Until we know whether students are learning what we intend that they learn, we will continue to lack direction as to what else students need to help them attain their educational aspirations.

Many community colleges address some of these obstacles to learning and progression by implementing policies and practices that demand behaviors we know are essential for student success. These include eliminating late registration, requiring students to take developmental courses first and in sequence, and requiring specific interventions for students whose academic progress is poor. Adelman's (2005) research describes the complexity of student attendance patterns, creatively categorizing community college students as "homeowners," "tenants," and "visitors," depending on the students' degree of engagement with the community college, the numbers of credits that they accrue, and whether they have earned significant credits from other colleges. He also discusses the phenomena of reverse transfer and "swirl," in which students alternate attendance between two- and four-year colleges. Students "stop in" and "stop out" and move between full- and part-time attendance while pursuing their educational objectives. These are common attendance patterns in community colleges.

5 Adelman's (2005) research describes the complexity of student attendance patterns, creatively categorizing community college students as "homeowners," "tenants," and "visitors," depending on the students' degree of engagement with the community college, the numbers of credits that they accrue, and whether they have earned significant credits from other colleges. He also discusses the phenomena of reverse transfer and "swirl," in which students alternate attendance between two- and four-year colleges. Students "stop in" and "stop out" and move between full- and part-time attendance while pursuing their educational objectives. These are common attendance patterns in community colleges.

6 Bailey (2008) indicates that "[a]ccording to National Center for Education Statistics data on a cohort of students completing high school in 1992, just below one-fifth of those entering community college students left before completing 10 credits; after eight years, 50 percent of these students had not earned a degree or certificate or transferred (pp. 27–28). Looking at these college-going patterns, one might legitimately ask, "When do we consider these students' education finished and at what point do we measure what they've learned?"
Alternative learning venues

We know that many community college students work, sometimes at multiple jobs, as well as stop in and stop out at other postsecondary institutions along with their community college. They spend time, in other words, in a variety of learning venues. Because of these students' varying attendance patterns, except where course or program learning outcomes are very specific to the curriculum and unlikely to be attained through other learning experiences, it is difficult to claim that students' knowledge and skills come explicitly as a result of their community college experience. When students spend many years taking courses, working, and raising families, the odds increase that knowledge and skills come from a host of experiences, not just from the college. This is not a substantial issue if the college's goal is to ensure that students have defined types of knowledge and skills upon exit from a course or program, but it is a problem if the college wants to claim credit and to assert the student attained the knowledge and skills as a result of the courses and activities in which they engaged at the college.

Example of Good Practice

Westmoreland County Community College (PA)

Westmoreland County Community College, in Youngwood, Pennsylvania, is a Round III Achieving the Dream (AtD) community college (having entered AtD in 2006). Among their AtD strategies, they decided to address the developmental pipeline, because 65 percent of their entering students required remedial work in at least one discipline. Besides addressing things like placement test cut scores, orientation, advising, and student support services, Westmoreland discovered that the actual teaching and learning in the courses were major issues needing attention.

This college had no common course requirements for any of its courses. Faculty teaching any course—for instance, a remedial mathematics course—were given a description of the course, but it was left up to the faculty member to decide exactly what to teach in the course. In time, the faculty realized that if students were to progress to a second course or to college level math courses, they needed to guarantee that all students mastered the same course content in each course along the sequence. To assure that this would occur, they decided to create a common syllabus, a common set of outcomes, and a common exit competency test for each course in their developmental sequences (English, reading, and math). Learning outcomes assessments were based on the learning outcomes, with multiple items creating subscales for each outcome. Once the exit assessments were given, faculty came together in groups to analyze and address the results. They found that students were doing well on many outcomes but not grasping the content of many others. Faculty looked at differences among sections and realized that some faculty had established teaching best practices that could be shared with others. They began to address ways to better communicate with adjunct faculty—including weekly communicatés to address upcoming difficult teaching content—and offered them resources and support. Faculty began to discuss policy and practice issues. Over the next terms, student assessment results improved by 5 to 7 percentage points, depending on the course. The outcomes assessment process spread to additional courses and began to take hold in the gatekeeper courses. Faculty at Westmoreland County Community College are finding that learning outcomes assessment is important to their understanding of what is going on with students and to informing their teaching. As byproducts, faculty members have added assignments, have spent additional time on certain topics, and have facilitated classroom discussion on course topics students considered difficult.

Because of community college students' varying attendance patterns, except where course or program learning outcomes are very specific to the curriculum and unlikely to be attained through other learning experiences, it is difficult to claim that students' knowledge and skills come explicitly as a result of their community college experience.

1 Community colleges joined Achieving the Dream over a span of years. Round III colleges entered the Achieving the Dream iniative in 2006.
Low faculty interest and engagement in assessment

Both the NILOA and NCCCRP surveys found that engaging faculty in assessment has become a major issue in institutions of higher education. The NCCCRP survey results indicated (see Table 2) that the primary factors motivating faculty involvement came from accreditors or, to a lesser extent, from administrators or senior faculty. Quality improvement and student learning improvement were typically selected by half of the respondents or fewer as motivating factors. Table 6 below also indicates, as would be expected, that more full-time faculty (63%) than part-time faculty (14%) participated in learning outcomes assessment activities.

Table 6. NCCCRP Survey: Perceptions of status of learning outcomes assessment

<table>
<thead>
<tr>
<th>Perception</th>
<th>Percentage agreeing “agree” or “strongly agree”</th>
</tr>
</thead>
<tbody>
<tr>
<td>Most full-time faculty are involved in student learning outcomes assessment.</td>
<td>63%</td>
</tr>
<tr>
<td>My institution has a well-developed process and structure for assessing student learning outcomes data.</td>
<td>58%</td>
</tr>
<tr>
<td>My college has several years of student learning outcomes assessment data.</td>
<td>55%</td>
</tr>
<tr>
<td>In regard to student learning outcomes assessment, my college is well prepared for our next accreditation visit.</td>
<td>51%</td>
</tr>
<tr>
<td>All or most departments use results of student learning outcomes assessments to revise/improve curricula and pedagogy.</td>
<td>35%</td>
</tr>
<tr>
<td>The primary driver for learning outcomes assessment at my institution is our faculty.</td>
<td>29%</td>
</tr>
<tr>
<td>Most part-time faculty are involved in student learning outcomes assessment.</td>
<td>14%</td>
</tr>
</tbody>
</table>

Although 58 percent of survey respondents believed their institutions have a well-developed process for learning outcomes assessment and 55 percent claimed to have several years of assessment data, only 29 percent agreed that faculty members were driving student learning outcomes assessment at their community colleges. Respondents were asked on the NCCCRP survey what they perceived to be the major barriers to faculty involvement in assessment activities. The following list of barriers is rank-ordered from highest to lowest.

- Lack of time resulting from high teaching loads (community college teaching loads are typically significantly higher than at four-year colleges and universities)
- Not a priority among the faculty
- Lack of faculty knowledge and understanding of the process combined with inadequate time to participate in training
may dedicate institutional resources to assessing and meeting with students. Add to this the fact that beyond hiring and assigning adjuncts to their classes, few institutions provide professional development for regularly evaluate, or engage many adjuncts in departmental or institutional meetings. Adjuncts often teach in the evening, when fewer peers or administrators are available for even casual conversations about assessment. Thus, communicating to adjunct faculty about assessment, let alone obtaining their active involvement, is no easy task. Yet where assessment is embedded in courses through assignments or activities that all faculty teaching a course must include, part-time or adjunct faculty will have to be involved, even if they do not take part in designing the assessment.

Faculty collective bargaining agreements

Labor contracts for full-time and, in some institutions, part-time, faculty may create a challenge to assessment in some institutions. More than two thirds of collective bargaining units in colleges are located in community colleges and more than 40 percent of the faculty represented by unions teach at community colleges (Annuunziato, 1995). This means that on many community college campuses, changes in faculty work conditions must be negotiated; the faculty job description cannot be changed overnight even if the regional accrediting agency changes its assessment requirements. Often, full-time faculty can only be evaluated at certain times in their tenure, and on specified criteria, and they cannot be made to conduct learning outcomes assessment on some campuses except through the contract negotiations process. At the same time, the national faculty union organizations are supporting efforts for assessment, understanding the value of it (Gold, Rhoades, Smith & Kuh, 2011). This national support may present a real opportunity to advance the assessment agenda on unionized campuses.

Community college governance

As the survey information above illustrated, the governance of community colleges differs widely across the country. Some colleges have strong local boards; others operate as statewide systems; others are part of state systems that are coordinated but not directly governed by state boards; and still others are part of larger community college or university systems that are regional but not statewide. The context for and factors affecting community college governance are growing even more complex, and external forces are stronger on community colleges than on institutions in the four-year sector (Arney et al., 2008). In some cases the demand for and interest in assessment comes from leaders that are engaged and boards of trustees that are asking tough questions. In other cases, demand is driven by state and/or system requirements. A number of state systems have a specific format or template for program review that requires statewide outcomes. For some colleges, it is only regional accreditation requirements that push the assessment agenda. And for other colleges it is all of the above, which can lead to a confusing array of requirements that start and also stop efforts to engage in assessment and to multiple demands to meet expectations from a variety of external stakeholders.

Guidelines and Cautions for Community Colleges

One of the overarching lessons learned from the last ten years of intensive assessment activities at community colleges across the nation is that there is no single best way of organizing, implementing, or using assessments. In this section we offer guidelines and cautions for community colleges in their assessment efforts, understanding that each institution will need to make
The absence of the perfect measure should never keep us from selecting a "good enough" measure.

Keep it simple. Select a reasonable number of outcomes to measure, a straightforward process for assessing and collecting data, and a timeline or cycle that the institution can reasonably handle. Institutions need to remember that asking faculty to analyze assessments in the classroom is not asking them to conduct empirical research. The process should reflect a higher education environment where there is no such thing as "random" and where principles learned in graduate level assessment courses cannot always be followed. Many faculty are already doing some form of assessment; this is part of their job. Allow them to use common classroom tools without subjecting them to overly rigorous measures of validity, reliability, sensitivity, and objectivity.

Supply professional and logistical support. This can be in the form of website support, templates, and assistance with focus groups and survey development. The more that can be done to assist faculty and staff with the assessment process, the better the results. Creating a committee that assumes some of the responsibility for the process can be very helpful to colleges with competing priorities and small numbers of staff in the institutional effectiveness or institutional research office.

Provide recurring professional development. Never assume that your faculty understand and are able to establish and measure learning outcomes without assistance. Similarly, never assume that they cannot. Most faculty fall somewhere in the middle and could use basic training on working through the process of defining, prioritizing, and assessing outcomes. Remember that few if any faculty or staff have formal training in this area (Suskie, 2009). Providing a working session with some hands-on time for faculty groups is very helpful.

Recognize that assessment data are, at best, one and only one source of evidence about institutional effectiveness in facilitating student success. Data on student completion and retention, academic preparedness, and a host of other measures are equally critical in looking at the impact of the institution on the student. Maki (2010) recommends multiple sources of data as part of the learning assessment activity.

Emphasize analysis and use of results above all else. The requirements of the six regional accrediting agencies transparently convey assessment’s number-one priority: using the results to improve programs and services for students. Suskie (2009) and Walvoord (2010) stress the importance of this as well. Some colleges have created assessment follow-up reports, so that faculty and staff are required to follow through on any strategies for improvement they identified. In this way, they have created ongoing engagement with assessment, one of the “Characteristics of Effective Outcomes Assessment” that Banta and associates (1993; 2002; Banta, Jones, & Black, 2009) have advanced for nearly 20 years.

Acknowledge that assessment is messy, imperfect, and always incomplete. The absence of the perfect measure should never keep us from selecting a "good enough" measure. Community college environments vary widely and are affected by many uncontrollable factors that impact student outcomes. Even the best assessment processes cannot account for all the variance in student skills, life situations, community economic conditions, and statewide issues.
Growing numbers of community colleges are focusing on assessment because they recognize the need to improve progression and retention of their students and because they accept the mandate to prepare students well for the workforce, for transfer, and for the demands of educated citizenship.

Conclusion

External and internal forces are shaping a growing focus on student learning outcomes in community colleges across the country. While initially the assessment agenda may have been driven by external governmental entities and accreditors (perhaps still the case in many colleges), growing numbers of community colleges are focusing on assessment because they recognize the need to improve progression and retention of their students and because they accept the mandate to prepare students well for the workforce, for transfer, and for the demands of educated citizenship. While effective assessment has proven to have many challenges, these can no longer serve as excuses for not measuring what we do in our community colleges. This paper summarizes results from two recent surveys to give a sense of the status of assessment in community colleges, discusses a number of the special challenges that community colleges face, provides examples from some community colleges of good practice in assessment, and shares the authors’ guidance and cautions for community colleges to consider in moving the assessment agenda forward. To fully become the student-centered institutions that their missions require them to be, community colleges must honestly and openly assess the student learning they produce. Moreover, community colleges must use the information obtained through those assessments for institutional improvement and regular, ongoing monitoring of institutional performance.


About NILOA

- The National Institute for Learning Outcomes Assessment (NILOA) was established in December 2008.
- NILOA is co-located at the University of Illinois and Indiana University.
- The NILOA web site went live on February 11, 2009. www.learningoutcomesassessment.org
- The NILOA research team has scanned institutional websites, surveyed chief academic officers, and commissioned a series of occasional papers.
- One of the co-principal NILOA investigators, George Kuh, founded the National Survey for Student Engagement (NSSE).
- The other co-principal investigator for NILOA, Stanley Ikenberry, was president of the University of Illinois from 1979 to 1995 and 2009 to 2010. He also served as president of the American Council of Education from 1996 to 2001.
- Peter Ewell joined NILOA as a senior scholar in November 2009.

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