

The Regents of the University of California

COMMITTEE ON EDUCATIONAL POLICY

May 14, 2003

The Committee on Educational Policy met on the above date at UCSF-Laurel Heights, San Francisco.

Members present: Regents Connerly, Johnson, Kozberg, Lozano, Marcus, Sainick, Sayles, and Terrazas; Advisory members Murray, Seigler, and Binion

In attendance: Regents Blum, Hopkinson, Ligot-Gordon, Montoya, and Preuss, Faculty Representative Pitts, Secretary Trivette, General Counsel Holst, Treasurer Russ, Provost King, Senior Vice Presidents Darling and Mullinix, Vice Presidents Doby, Drake, and Hershman, Chancellors Berdahl, Bishop, Carnesale, Cicerone, Córdova, Dynes, Greenwood, Vanderhoef, and Yang, and Recording Secretary Bryan

The meeting convened at 11:40 a.m. with Committee Chair Kozberg presiding.

1. APPROVAL OF MINUTES OF PREVIOUS MEETING

Upon motion duly made and seconded, the minutes of the meeting of January 16, 2003 were approved.

2. REPORT OF THE EDUCATIONAL OUTREACH STRATEGIC REVIEW PANEL

Provost King began his comments on the work of the Educational Outreach Strategic Review Panel by acknowledging the important contributions made by Regents Johnson, Kozberg, and Montoya to the panel's deliberations. He noted that several converging factors had made the process important for the University's Educational Outreach Program. When the panel began its work, The University was at the halfway point of the five-year time period for which goals were set by the Outreach Task Force. The context has changed with regard to K-12 education policy, as the State has moved to a standards-based system with testing programs in place in grades 2 through 11. The California High School Exit Exam will be a central accountability instrument in 2004 both for schools and for students themselves. There is an intensifying national debate on racial issues, culminating in the cases now before the U.S. Supreme Court. There are persisting disparities in educational opportunity and, at the state level, continuing rapid demographic shifts and a fiscal crisis. The discussions of the panel have also been central to the deliberations of the K-16 Master Plan Review Commission, which seeks to shape the relationship between primary, secondary, and post-secondary education in increasingly coherent ways.

Provost King presented a series of slides, the first of which illustrated the fact that Latino students will surpass whites among high-school graduates in about 2007, while the second demonstrated that 7.1 percent of rural California public high school graduates are fully

eligible to attend UC, as compared with 10.3 percent of urban students and 13 percent of students in the suburbs. Based on figures for the high school class of 1996, which is the most current information available from the California Postsecondary Education Commission, the eligibility rates for students vary greatly by ethnicity. A new CPEC eligibility study for the high school class of 2003 will be completed about a year from now. The 1996 data showed that while white public high school graduates attain the projected eligibility rate of 12.7 percent, for Asians the figure is 30.3 percent; for Latinos it is 3.8 percent; and for African-Americans it is 2.8 percent. The projected growth in the number of high school graduates, coupled with differences in eligibility rates among ethnic groups, was at the heart of the deliberations of the Outreach Task Force and continues in the work of the Strategic Review Panel.

Provost King recalled that the Outreach Task Force had been created by Resolution SP-1, Policy Ensuring Equal Treatment – Admissions. Chaired by himself and Mr. Richard Clarke, it was composed of leaders from a number of sectors of society. The OTF identified educational disadvantage as a mechanism for identifying needy schools and students and developed the following four strategies:

- Student-centered programs, including Early Academic Outreach, MESA, and Puente
- School-centered programs, including teacher professional development
- Informational outreach
- University research and evaluation

The concept of school-university partnerships was a new endeavor for UC and was later augmented by Teacher Professional Development. One of the main functions of the Strategic Review Panel was to assess the success of these strategies and suggest refinement to the overall outreach program. Provost King displayed a graph which showed funding for educational outreach for the period 1997-2002, noting that outreach is a subject of intense debate in the Legislature. In the May Revision to the 2002-03 budget, teacher development programs were transferred from State support to fee for services, seeking to use the federal No Child Left Behind funding that is controlled by the school districts.

Mr. Les Biller, chair of the Strategic Review Panel, presented the findings and recommendations contained in the panel's final report, **Forging California's Future through Educational Partnerships**, copies of which were mailed to the Regents with the agenda for the March 2003 meeting. He observed that the state faces a crisis in education due to the academic achievement gap between white and Asian-American students on the one hand and underrepresented minority students on the other. This fact, coupled with the decision by The Regents to eliminate the consideration of race in admissions in 1995, led to the formalization of the University's outreach activities. In carrying out its charge, the panel identified four questions to be addressed:

- How effective were the outreach efforts in achieving the numerous goals set by the Outreach Task Force?
- What changes should be made to make the outreach efforts more effective?
- What would be appropriate short- and long-term goals for the University in pursuing its outreach agenda?
- What would be the basis for an effective partnership between the University, K-12 educators, and California community colleges?

Mr. Biller recalled that the Outreach Task Force had set five-year numerical goals for the University to achieve. For the academic development programs, these included increasing the number of UC-eligible program graduates by 100 percent and the number of competitively eligible program graduates by 50 percent. Overall, the UC programs have been generally effective in meeting the Outreach Task Force goals. Mr. Biller displayed a series of slides which depicted how this progress was being made with the Early Outreach Academic Program, MESA, and Puente. He noted in particular that the loss of funding for school-University partnership programs called into question whether or not they could achieve the goals that were originally set. As a result of these outreach activities, as well as other ongoing programs in K-12 and the community colleges, the effect on enrollment of underrepresented students has begun to be seen. From a high of 21 percent prior to the adoption of SP-1 and the passage of Proposition 209, underrepresented minorities as a percent of new UC enrollment dropped to a low of 15.5 percent in 1998, the first year of the five-year outreach period. By 2002 the figure had risen to 17.8 percent. In the same time period, the number of underrepresented minority students transferring from the community colleges grew by 19 percent. The percentage of Latino and African-American students who are entering UC as freshmen and who also have participated in one or more of the University's outreach programs now approaches 40 percent. Overall, the panel believes that these programs have been effective in helping underrepresented and educationally disadvantaged students to enroll in greater numbers in the UC system. The problem of closing the academic achievement gap, however, is a problem of enormous dimensions. The outreach efforts, while generally successful, did not change K-12 student achievement patterns statewide nor, acting alone, could these programs be expected to make changes on that scale. While generally effective, given the size of the academic achievement gap statewide and the absolute level of State funding provided, the University's outreach programs were limited in terms of number of students involved and geographic reach. To address this challenge would require substantially more funding and coordinated partnerships among universities, California community colleges, K-12, business organizations, and community groups.

Mr. Biller then presented the panel's recommendations, beginning with those that address vision and funding. He observed that it had become apparent to the panel that a number of constituencies, and specifically K-12 educators, were questioning the University's commitment to outreach. This was due partly to conditions that were outside of the University's control, such as fluctuations in the levels of State funding. Outreach efforts were focused on UC eligibility and campus diversity, both of which were different from the

K-12 goals for which teachers are held accountable. In order to address this concern, the panel felt that it would be appropriate for the University to do two things. First, the panel recommends that the University incorporate within its vision new language that clearly identifies its outreach effort as centered on the academic achievement of underrepresented and educationally disadvantaged students. Second, the University should make a long-term financial commitment to funding its outreach infrastructure from internal sources. Closing the academic achievement gap will also require a significant and consistent commitment of government funding. The panel believes there is a greater role for faculty in the delivery of outstanding outreach programs.

With respect to strategy and policy, Mr. Biller reported that the panel wished to recognize the role played by partners from outside the education arena, specifically business and community organizations, who provide funding and expertise in support of these outreach goals. He offered as an example a mentoring program in Los Angeles funded by private individuals and by corporations. The panel recommends that the University establish partnerships with California's major education, business, and community organizations to align and sustain goals and programs at all levels to raise student academic achievement.

The outreach goals of the University have been viewed historically as focused on UC eligibility rather than student achievement. The panel recommends that the goals be set jointly by all partners and focus principally on student achievement levels. The intention should be to ensure that underrepresented and educationally disadvantaged students are prepared for and attend institutions of higher learning. The panel also believes that the importance of the California community colleges as a central component of outreach effectiveness cannot be overstated and recommends that partnerships between the University and the community colleges be a central component of outreach development.

The panel recommends that the University expand research on educational disparity and outreach program effectiveness. Key to this recommendation is the importance of investing in a consistent, statewide data collection system. In addition, a formal process to identify, study, and disseminate best practices in outreach should be initiated. The panel also recommends the expansion of user-friendly, multilingual information on California's higher education system for students and families.

Mr. Biller continued that, in the area of program management, the panel recommends that the Vice President for Outreach conduct a review to ensure improved coherence and coordination of outreach efforts. It is also recommended that there be a single point of outreach coordination for K-12 partners to contact at each campus. Outreach goals, methods, and outcomes appear to be poorly understood by key constituencies. The panel believes that some of these differences of opinion, especially among state policy makers, relate to the lack of clear and concise communication; this problem should be fairly easy to address.

In the course of its deliberations, the panel reviewed evidence of the dramatic differences in access to educational opportunities and concluded that, while University outreach programs can make a difference for some students, the vast majority who need help are not served. Given present demographic trends, the number and proportion of needy students will grow sharply in the years ahead. Coordinated work by all educational segments and business community organizations must be marshaled along with a new level of commitment from the State. The University has a major role to play in this effort. Toward this end, the panel believes that the University's outreach goals and the schools' educational reform goals must be aligned, resulting in a partnership for the future. For this partnership to be truly effective, it is recommended that the University adopt language that clearly identifies outreach as a key part of its mission and prioritize funding for its outreach infrastructure.

Mr. Biller concluded by noting that a significant and consistent commitment of funding by the State is essential if the academic achievement gap is to be narrowed. Despite current budget constraints, the State must look to the long-term future of its most critical asset, its children. The State must support this work during its financial crisis while at the same time holding all segments of education accountable for finding the most efficient and effective means of supporting students in reaching higher levels of achievement. Dramatic changes in State funding levels experienced in recent years make outreach efforts inconsistent and result in unintended questions regarding the level of the University's commitment to outreach. These changing levels of State financial support should be avoided.

In opening his remarks, Vice President Doby recalled that he had attended the inauguration of President Hitch in 1968, at which time the President had called upon the entire University community to mobilize its resources to help address the needs of cities and the growing urban crisis in America. Many of the University's outreach and retention programs in operation today can trace their roots to that call to action. Mr. Doby observed that the report by the Strategic Review Panel had underscored the fact that at least one element of the urban crisis persists. While acknowledging the ongoing success of the University's outreach programs in increasing access to UC, the panel has challenged the University to join with a wide range of stakeholders in California's future to address the problem of raising the achievement of all students. Vice President Doby commented that, because of the wide disparity in educational opportunity among the various racial and income groups in California, outreach continues to be necessary in order to ensure a pool of eligible and competitive applicants to the University who are broadly reflective of all segments of the state's diverse population. As recommended by the panel, and in collaboration with K-12 colleagues and others, the University has begun the process of establishing new, long-term objectives for key outreach programs through 2010 and for increasing coherence and coordination among the various outreach efforts both within the University and across the segments.

Vice President Doby recalled that the California Educational Roundtable, whose membership includes the leaders of all educational segments, had been established 22 years ago to provide coordinated, statewide leadership for raising student achievement. A working

group representative of the membership will present a new plan of action to the Roundtable at its meeting on June 24. The proposal will call for the Roundtable to bring together leaders from education, business, and community groups to re-energize California's commitment to equity and access. Recognizing the diverse needs in California, the plan will embrace regional collaboration as a basic strategy by building on the work of existing regional partnerships, the Intersegmental Coordinating Committee, and the new strategic alliance between the University and the California County Superintendents Educational Services Association.

Mr. Doby reported that the Academic Assembly had already begun to address the panel's recommendation to increase and enhance faculty participation in outreach and had agreed to co-sponsor with the Office of Educational Outreach a faculty conference on this topic in the fall.

In closing his remarks, Vice President Doby offered the following quotation from President Atkinson:

“The large disparity in educational achievement among different California demographic groups is as compelling a dilemma today as were scarce food supply and the inability to access natural resources at the time of UC's founding. In the late 19th century, the University's land grant mission resulted in a UC focus on agriculture and mining, addressing the critical issues of the time. At the outset of the 21st century, providing all Californians with access to a quality education is one of the most pressing social problems UC can help the State confront.”

Regent Connerly observed that the state and the University had been dealing with an academic gap for two generations; that gap is now widening, with no real solutions in sight. He shared the commitment to rededicate resources to outreach, but he questioned whether anyone really understood how the problem should be addressed. Regent Connerly recalled a presentation made to the Committee by Professor Claude Steele in which he discussed the effects that racial stereotypes could have on the performance of students. Regent Connerly believed that the identification of children as “underrepresented minorities” suggests that they are not able to perform at a high academic level. He stressed the need for new ways in which to attack the problem, including meeting with community organizations, which would look at students in a local rather than a global context.

Mr. Biller commented that while the members of the Strategic Review Panel would share Regent Connerly's frustration with the persistence of the problem, they also found evidence of success in the University's outreach programs. He recalled that the panel had approached its task as an assessment of the effectiveness of these efforts. While there have been successes, they have been achieved on a relatively limited scale. There needs to be more focus on partnerships at the local level in order to ensure that all children receive an education. Representatives of the K-12 system object to the fact that outreach programs are designed with the goal of improving the enrollment of underrepresented students at UC

rather than preparing students to graduate from high school and enroll in college. He agreed that community organizations could make an important contribution through locally based programs throughout the state. The University needs to come to the table as a partner rather than as a leader who will make the decisions unilaterally.

Regent Terrazas observed that it was clear that students who participate in the University's outreach programs receive positive benefits from doing so. He believed that the experimental Preuss School would demonstrate that underprivileged students can succeed when provided with sufficient resources and excellent teachers. Regent Terrazas felt that access to data based on race and ethnicity was crucial to understanding the success of outreach.

Faculty Representative Binion emphasized the fact that the Academic Council had made its commitment to enhancing the participation of faculty in the design and implementation of outreach programs, and she acknowledged the work of Professor Walter Yuen in leading this effort.

Regent Lozano stated that she had been struck by the panel's acknowledgment that UC's outreach must have the goal of improving the academic achievement levels of all students at its core as well as the need to articulate that goal clearly so that those individuals who are involved in outreach understand that their work will have an impact on the future of the state. An important message contained in the panel's report was the idea that outreach is key and at the core of the University's mission. She noted that as the Regents are faced with budget decisions over the course of the next few months, continued funding for outreach could be the subject of debate. She supported the recommendation that the University commit to funding outreach infrastructure from internal sources. Regent Lozano agreed with the comments made by Regent Terrazas with respect to access to data.

Mr. Biller recalled that the recommendation to allocate internal resources had been made by the panel following extensive debate. The panel came to the conclusion that the University would not be credible as a partner if it simply contributed its intellectual capital. The University gains credibility in the eyes of K-12 when it demonstrates a commitment to outreach during both good and bad times. Mr. Biller commented that his experiences with mentoring had taught him the importance of treating children as equals. Outreach involves breaking down the barriers that stand between children and their ability to achieve at their maximum potential. He reported on the success of the mentoring program with which he works: more than 90 percent of the students in the program graduated from high school and, of them, over 90 percent went on to college.

Regent Sayles suggested that some of the frustration being expressed was the result of a lack of objectives which could be used to define the success of the University's outreach programs and asked for comment on what the Regents should realistically expect these programs. Mr. Biller suggested that the University would need to shift its goals and objectives from preparing students to attain UC eligibility to helping them to succeed

academically. He stressed that there must be a congruence between the goals of K-12 and those of the University's outreach programs.

In response to a further question from Regent Sayles, Mr. Biller stressed that the panel had concluded that the University should meet with its partners on a regional basis because every part of the state is different in terms of the academic achievement of its K-12 students. The goals should then be set relative to this academic achievement. Regent Sayles observed that change would be achieved in increments.

Regent Ligot-Gordon recalled that the suggestion had been made that the University, in response to the budget crisis, might be forced to restrict undergraduate enrollment, and he asked what effect that would have on the future of outreach. Mr. Biller pointed out that if the goal is to increase the percentage of underrepresented students at the University, a disproportionate number of seats would thereby be taken by those students. He stressed, however, that the emphasis should be placed on educating all children, regardless of where they enroll in college. Vice President Doby noted that having enrollment at the University of California reflect the diversity of the population of the state continues to be an important objective. He did not believe that the University should abandon its commitment to ensuring a diverse pool of applicants who are competitively eligible to be admitted to the University, whether or not they choose to attend. The panel has challenged the University to achieve the more ambitious, long-term goal of closing the academic achievement gap.

Regent-designate Seigler believed that society had failed the children who are not offered the opportunity to succeed because they do not have access to clean, well-staffed schools. He suggested that the University's efforts be directed at understanding this failure in the early years of a child's education.

In response to a question from Regent-designate Murray, Vice President Doby explained that each campus had begun the process of identifying those entities with which it wishes to form partnerships, including businesses and community organizations. A comprehensive plan will be presented to the Roundtable in June.

Regent Sayles asked whether the goal of having a diverse student body was part of the University's core mission. He believed that there was confusion on the part of students as to where The Regents stands. Vice President Doby recalled that such a commitment was articulated as an outcome expectation in SP-1. Senior Vice President Darling added that, in adopting the resolution which rescinded SP-1, The Regents had underscored the University's commitment to attracting students from the diverse populations of California.

Regent Connerly agreed that the answer to Regent Sayles' question was "yes" but observed that another question would be how the University will achieve that goal. He submitted that the problem that exists at the beginning of the 21st century is not based upon race; gathering data based upon race presupposes that it is. He believed that the failure to succeed academically stemmed from socio-economic conditions. Regent Connerly suggested that

the University should identify underperforming schools and find new ways of looking at the problem, free of the belief that underrepresented minority students are not able to compete. Instead of collecting data based on race, the University should concentrate on evaluating why a school underperforms.

Regent Kozberg asked that Mr. Biller comment on the University's ability to maintain its commitment to outreach from a business perspective. Mr. Biller pointed out that business decisions are not based upon a one-year economic climate but rather on a longer view. The University's goal should be to bring together the various stakeholders to build a consensus as to how the problem should be addressed.

Regent Johnson commented that her service on the Strategic Review Panel had given her a greater understanding of how important programs such as MESA and Puente are for K-12 students. She agreed with Regent Sayles' observation that success would come in increments.

In response to a question from Regent Marcus regarding the mentoring organization, Mr. Biller explained that children are chosen through an interview process. They must be the first in their family to aspire to attending college and must be at risk not to succeed. The mentors monitor the grades of the participants and intervene if there appear to be problems. Regent Marcus pointed out that the University has the ability to influence academic outcomes but it has little influence on other factors that may affect a child's ability to succeed. Referring once again to the mentoring program with which he is involved, Mr. Biller explained that 90 percent of the students are either African-American or Latino, and all come from low-income families. He stressed that these children are able to succeed through their desire to overcome the obstacles to their success.

In closing the presentation, Provost King recognized the importance of outreach to the University as well as the enormity and complexity of the challenges it presents. The administration intends to act upon the recommendations presented in the panel's report.

3. **OVERVIEW OF THE UNIVERSITY OF CALIFORNIA SCHOOLS OF MEDICINE**

The Committee was informed that this presentation had been postponed.

The meeting adjourned at 1:05 p.m.

Attest:

Secretary