

The Regents of the University of California

COMMITTEE ON EDUCATIONAL POLICY

May 14, 2014

The Committee on Educational Policy met on the above date at the Sacramento Convention Center, 1400 J Street, Sacramento.

Members present: Regents Feingold, Flores, Gould, Island, Kieffer, Lozano, Reiss, and Ruiz; Ex officio members Brown, Lansing, Napolitano, and Varner; Advisory members Engelhorn, Jacob, Leong Clancy, and Saifuddin; Staff Advisors Barton and Coyne

In attendance: Regents Blum, De La Peña, Makarechian, Pattiz, Schultz, Sherman, and Zettel, Faculty Representative Gilly, Interim Secretary and Chief of Staff Shaw, General Counsel Robinson, Chief Compliance and Audit Officer Vacca, Chief Investment Officer Bachher, Provost Dorr, Executive Vice President and Interim Chief Financial Officer Brostrom, Senior Vice President Dooley, Vice Presidents Andriola, Brown, Budil, Duckett, Lenz, and Sakaki, Chancellors Block, Blumenthal, Dirks, Drake, Katehi, Khosla, Leland, and Yang, Interim Chancellor Hawgood, and Recording Secretary McCarthy

The meeting convened at 10:10 a.m. with Committee Chair Reiss presiding.

Committee Chair Reiss applauded President Napolitano's focus on the serious issue of sexual assaults on campus. She suggested that Regents could lend support to President Napolitano's leadership on this issue and in promoting a campus climate that would reduce the numbers of such incidents. Campus outreach campaigns could be used to promote this message. Chairman Varner expressed his support.

1. APPROVAL OF MINUTES OF PREVIOUS MEETING

Upon motion duly made and seconded, the minutes of the meeting of March 19, 2014 were approved.

2. PRESIDENTIAL TRANSFER INITIATIVE: ENHANCING COMMUNITY COLLEGE STUDENT TRANSFER TO THE UNIVERSITY OF CALIFORNIA

[Background material was provided to Regents in advance of the meeting, and a copy is on file in the Office of the Secretary and Chief of Staff.]

Committee Chair Reiss commented that improving the transfer process would support the University's missions of access, affordability, and excellence.

Provost Dorr stated that the discussion would include presentation of the Transfer Action Team's report "Preparing California for its Future: Enhancing Community College Student Transfer to UC," comments from an individual whose life was transformed by his experience at a California community college and his transfer to UC, and a presentation by California Community Colleges (CCC) Deputy Chancellor Eric Skinner, responsible for implementing the CCC Board of Governors' student success agenda, which includes preparing students for transfer to UC. Mr. Skinner also has worked to strengthen and streamline the pathways from the CCC to CSU and UC.

Ms. Dorr noted that she had convened the President's Transfer Action Team the prior December. Accepting transfer students from the CCC is an essential part of the creation of UC's student body and UC's commitment to the transfer function is unrivaled in the nation. While other selective research universities might enroll about 200 transfer students each year, UC's nine general campuses combined enroll 15,000 new transfer students each fall, or one-third of all new undergraduate UC admissions. Transfer students do extremely well at UC: 85 percent graduate within four years, compared with 86 percent of freshman students who graduate within six years. Transfer students are well prepared to succeed at UC and the University provides an environment where they do succeed. Ms. Dorr echoed President Napolitano's emphasis that transfer to UC represents a pivotal pathway for students who might not otherwise gain access to the resources and opportunities that UC campuses provide.

Ms. Dorr introduced Transfer Action Team co-chairs Vice President Sakaki and Chair of the Academic Senate systemwide Board of Admissions and Relations with Schools (BOARS) and UC Berkeley Professor of Mechanical Engineering George Johnson. Ms. Dorr explained that BOARS is responsible for the conditions of freshman and transfer admission to UC and for monitoring these students' success at UC. Ms. Sakaki stated that the 15-member systemwide Transfer Action Team's charge from President Napolitano was to recommend strategies to strengthen and streamline the flow of CCC students to UC by focusing on improving their preparation, transition, and academic success. Ms. Sakaki emphasized that the Team was not recommending that transfer students displace freshmen students and was not proposing an increase in transfer enrollment at this time without additional resources from the State. The Team had examined data, reviewed innovative campus practices, consulted with internal and external experts, talked with UC transfer students, and conferred with colleagues at the CSU and CCC chancellors' offices.

The Team hosted a meeting with President Napolitano and transfer students representing every UC general campus. These students expressed that, while information was available about how to apply to transfer to UC, the information was not as well organized or as accessible as it could be. Preparing for admission to multiple UC campuses, which transfer students are advised to do to increase their likelihood of acceptance, could be a daunting task because preparation requirements for similar majors often vary considerably from campus to campus. Transfer students also described personal difficulties they sometimes faced when new to UC in making the transition from a community college to a research university. The Transfer Action Team was reminded

that UC campuses do not always provide the same transition assistance for transfer students as they do for freshmen.

The Transfer Action Team recommended five steps to strengthen and streamline the transfer process. The first step addresses the demand for a UC education. With the recent reduction in funding for California public higher education, UC has experienced a decline in the number of transfer applications from California residents. Given UC's renewed support from the passage of Proposition 30, the University must take this opportunity to prepare for a new wave of prospective UC students. The Transfer Action Team recommended that UC take advantage of technological advances that could help reach students more effectively, such as developing a database of prospective California transfer applicants in order to identify, track, and assist students. UC should create an online portal to provide access for students and their families to all of the academic planning, application, and financial aid tools needed to design their transfer path. Some existing statewide online tools such as Assist and the Transfer Admission Planner would be perfect complements to this effort. The Team also recommended that UC design messages specific to prospective CCC transfer students, stressing UC's ongoing commitment to transfer students, and emphasizing that transfer to UC is affordable and achievable.

The Team's second recommendation focuses on recruiting transfer students from throughout California. Currently, freshman classes are more diverse than incoming transfer classes, which is surprising given the diversity of students in the CCC system. However, UC enrolls many of its transfer students from a relatively small number of community colleges, with 50 percent of UC transfer students coming from only 19 of the 112 California Community Colleges. The Team's second recommendation is to use technology, professional staff, and student and alumni ambassadors to ensure that UC has a visible presence at CCC campuses throughout California. One way to accomplish this would be to create a CCC to UC pipeline initiative that would focus on 30 CCCs that do not currently send many students to UC. The Team would look broadly across the state to select these 30 community colleges, targeting regions such as Northern California, the Central Valley, and the Inland Empire, where the University's visibility could be strengthened and its outreach to a more diverse population of students enhanced.

Mr. Johnson commented that, since the support of UC faculty would be essential to the success of this initiative, the Transfer Action Team's work included regular consultation with the Academic Senate. The Team's third recommendation would draw on the faculty's expertise to streamline and strengthen the preparation pathways that community college students follow in preparing for transfer to UC, addressing students' concerns about variations in pre-major requirements among similar departments on different UC campuses. However, the curriculum should not be streamlined at the expense of students' preparation for their upper division coursework. One way to streamline the curriculum while ensuring strong academic preparation could be through integration with the community colleges' new associate degrees for transfer, also known as SB 1440 degrees. The Transfer Action Team recommended that, where appropriate, departmental faculty align UC's pre-major pathways with these degrees, building on the work that the

Academic Senate had already done in developing UC's major preparation paths, helping to build a more transparent route to UC.

Mr. Johnson said the Team also examined the ways in which transfer students are welcomed on UC campuses. Transfer students reported that the transition can be difficult for some students unaccustomed to the size, academic demands, and cost of a UC campus. The Team found that, while UC campuses make a concerted effort to ease the transition, student surveys show that the number of transfer students who feel that they belong on their campuses lags behind students who enter as freshmen. The Team's fourth recommendation focuses on providing transfer students with a comprehensive set of services that the Team called a transfer success kit, to enable UC's transfer students to integrate into the fabric of the University more quickly and effectively. The transfer success kit would include enhanced orientation for transfer students, similar in scale and focus to that offered to incoming freshmen.

The Team's fifth recommendation encompasses the broader education landscape shaped by the California Master Plan for Higher Education and more than 50 years of cooperation among the three segments of California public higher education. The Team called for a renewed UC partnership with the CCC and CSU to create a clear message for students about their educational options within the state. The Team recommends that the three segments jointly engage in statewide strategic planning to improve the transfer pathway, present a united voice for higher education in Sacramento and with the California public, and increase the capacity of all segments to accommodate the growing number of California students preparing for college. The Team recommends the launch of a presidential conversations tour through which President Napolitano, the UC chancellors, and other UC leaders will visit community colleges throughout the state to promote UC's message and focus attention on the transfer path.

Ms. Sakaki concluded by stating that, although the specific task of the Transfer Action Team was complete, work to implement its recommendations was just beginning. Some could be acted upon immediately; others are more complex and would require additional consultation and resources. Elements of each of the five recommendations could be addressed at the present time. First, the University could immediately enhance its messaging to community college students, stressing UC's commitment and emphasizing planning and preparation. Second, the University could increase its presence at every community college in the state immediately by extending effective systemwide outreach activities to community college counselors and faculty. Third, UC faculty were ready to begin the intensive work of streamlining and strengthening UC's transfer preparation requirements to ease and smooth the transfer process. Fourth, UC campuses could begin the important work of better serving their new transfer students by identifying gaps in how they welcome transfer students. Fifth, presidential conversation tours could begin immediately, as President Napolitano, UC chancellors, and other leaders can visit community college campuses to highlight UC's interest in and commitment to students who wish to transfer.

Ms. Sakaki quoted President Napolitano, who said, “The vision of teach for California, research for the world holds no real meaning if the doors to UC do not stand as wide open as possible.” On behalf of the President and Ms. Dorr, Ms. Sakaki expressed gratitude to the outstanding members of the Transfer Action Team.

Ms. Sakaki introduced Frankie Guzman, who personifies the importance of the recommendations of the Transfer Action Team. Mr. Guzman, from East Oxnard, California, which he described as a predominantly Latino community where most students are expected to work to help their families rather than go to college, said he saw few role models for success in his family or his community. Raised by his single parent mother, Mr. Guzman was five years old when his 15-year old brother was imprisoned for manslaughter. At age 15, Mr. Guzman used a handgun to rob a liquor store, was given the maximum sentence of 15 years, and committed to the California Youth Authority. He was released on parole after six years with no rehabilitative services.

Mr. Guzman enrolled in Oxnard Community College and was struck by the way he was treated with respect and support. He volunteered extensively in campus programs that provided outreach to at-risk youth in Oxnard. He stated that Oxnard Community College saved his life and provided him with many opportunities to use his abilities and serve a cause greater than himself. He transferred to UC Berkeley, where he continued to engage in outreach volunteer activities, studied law at UCLA School of Law’s Public Interest Law and Policy program, and practices currently as a children’s rights attorney, advocating for equal opportunity and increased access to education. He stated that the plan of the Transfer Action Team would help to accomplish these same goals. He affirmed that community colleges are in the best position to help because they serve everyone. Community college staff have great insight into the challenges faced by their students and their needs. At Oxnard Community College, Mr. Guzman found rehabilitative services that he could not find anywhere else. Ms. Sakaki thanked Mr. Guzman and expressed pride in his accomplishments. The community college pathway represents one of the most important doorways to UC.

Mr. Skinner confirmed that preparing students for transfer is a very important function of the CCC, along with the provision of basic skills instruction and workforce training. Community college transfer students represent more than half of CSU graduates and nearly one-third of UC graduates. CCC transfer students perform as well as or better than CSU and UC students who enter as freshmen. Mr. Skinner welcomed the thoughtful report of the Transfer Action Team as an opportunity for the three segments to work together to improve the transfer process by building on existing structures and proposing new ideas.

Mr. Skinner suggested that the Report’s recommendation to improve the transparency of the transfer process should be a major focus. Much of the difficulty students encounter in the transfer process was a result of complexities created by having separate and diverse academic pathways across various academic programs. In clarifying the transfer process between CCC and CSU, greater uniformity and clarity were brought to transfer pathways without sacrificing academic rigor or the unique aspects of various programs. In

development of the associate degree for transfer, clearly articulated pathways for transfer in 26 disciplines were developed in partnership with the CSU system with a great deal of faculty leadership by the CCC and CSU Academic Senates. The report recommends review and consideration of these transfer model curricula by UC and its Academic Senate as a foundation on which to build.

Mr. Skinner expressed hope that as this work proceeds, focus would be maintained not only on increasing the pool of transfer candidates from CCC, but also on increasing the volume of transfers, since there is a need for more students to be able to transfer from the CCC to UC. He expressed his and CCC Chancellor Harris' support for the report and their desire to partner fully with UC to bring the report's recommendations into action.

Student observer Vanessa Garcia expressed appreciation for President Napolitano's leadership in enhancing the transfer process. She noted that the 1960 California Master Plan for Higher Education states that every California student should have a seat in the community college system and students who attain at least a 2.4 grade point average (GPA) shall be potential candidates for entry to the University of California. Ms. Garcia remarked that the Master Plan still gives hope to many California students, in spite of its need for reinvigoration and reevaluation. She recalled that she saw many high school classmates enter community colleges following high school, but their pursuit of higher education ended there. At the same time, the demographics of UC fail to represent the demographics of California. The transfer process brings low-income and underrepresented students to UC. However, nearly 75 percent of UC's transfer students come from only 20 percent of the state's community colleges, creating an impression of exclusivity that is fundamentally wrong. Ms. Garcia urged the Regents and chancellors to reach out to all the CCCs and work with their administrators to determine what exactly each community college needs to do to improve the transfer process for its students.

Committee Chair Reiss agreed that each community college should have pathways for transfer to UC, and urged UC and the CCC to collaborate to ensure that this is the case. Results of these efforts should be included in future reports to the Committee.

Governor Brown expressed his interest in this topic, noting that he was a transfer student into UC Berkeley in 1960 from a Jesuit seminary. He observed that the best use of the transfer function has long been a subject of consideration and debate. The Governor noted that, even in the current discussion, Mr. Skinner advocated increasing the number of transfer students, while others advocated maintaining the current number so that freshman students would not be displaced. Governor Brown advocated examining the role of the freshman and sophomore years, where those years should take place, and whether freshmen should be displaced by an increase in the proportion of transfer students. He also expressed his view that it was critical to address the fact that most of UC's transfer students currently come from a relatively small number of the state's community colleges, since increasing diversity is crucial to providing access to higher education for students from low-income families. The numbers of transfers must be increased to maximize this potential, since it is much more affordable to live at home and attend a local community college for the first two years and then transfer to a UC.

Governor Brown urged a serious consideration of displacing freshmen with increased numbers of transfer students. He asked for an analysis of the cost of this change to the University, since educating freshmen and sophomores is likely less expensive than educating upperclass students; the savings to the State, since community colleges are less expensive than UC to support; and the effect on the Cal Grant system. The present cost structure of the University is inconsistent with maintaining current tuition levels, given the amount of State funding UC can expect. Increasing the proportion of transfer students could be a way to maintain the quality of the University, increase diversity, and lower the University's cost structure. The interaction and collaboration among the three segments of California public higher education, along with online education, must be examined as a way to increase diversity and affordability.

Governor Brown pointed out that demographics indicate that the number of California high school graduates would not increase between the current time and 2025, so growth of the University was not a given. The State currently faced more than \$300 billion in unfunded liabilities and expectations that far exceeded likely tax revenues. Careful decisions would have to be made, consistent with collective goals.

Regent Gould expressed appreciation for President Napolitano's leadership on improving the transfer process and the work of the Transfer Action Team. As a transfer student to UC from a California community college himself, Regent Gould said he recognizes the value of the opportunity to transfer and shared the Governor's interest in examining the optimum use of the transfer process as a way to provide an avenue to UC for low-income students. Clearly, the number of the CCCs from which students transfer to UC must be increased. Regent Gould recalled that, during the time that the Commission on the Future examined this issue, there was a good deal of resistance from faculty. He commented that the language used in some of the proposals in the Transfer Action Team report was too weak and should be strengthened to avoid leaving room for the same inconsistencies that create difficulties for transfer students, particularly those applying to multiple UC campuses. He also recommended accelerating the report's proposed implementation timeline, since these proposals have been discussed for many years and have the support of President Napolitano, Governor Brown, and the Regents. Committee Chair Reiss agreed that the timeline should be accelerated.

Regent Blum expressed support for the comments of Regent Gould and the Governor. He asked how many students transferred to UC from the CCC in the prior year. Ms. Sakaki responded that in the prior year UC had 26,376 California transfer applicants; 18,021 were admitted, a 68 percent admit rate, and approximately 14,000 enrolled. Regent Blum asked whether the publicly understood criteria for transfer admission to UC of achieving a 2.4 GPA in the prescribed coursework at a CCC was practiced, since it would be unfair if students who relied on that expectation were not being admitted to UC. He expressed concern that highly qualified California students were being denied admission, while out-of-state students were being admitted because they paid higher tuition, a situation that had developed over time because of the underfunding of the University. UC has 78,000 more students currently than it did 25 years prior, with the

same amount of funding. Regent Blum emphasized the importance of being accurate in publicized transfer admission requirements, to be fair to community college students.

President Napolitano and Ms. Sakaki clarified that 29 percent of UC's admitted students were community college transfers.

Regent Lansing thanked the Transfer Action Team for its work and Mr. Guzman for his inspirational message. She affirmed her belief in the Master Plan, particularly its three-tiered structure of the CCC, CSU, and UC systems. She questioned how improving the transfer path for students who have completed two years at a community college would displace UC freshmen. Regent Lansing observed that if students are transferring to UC from only 25 percent of the community colleges, then the other community colleges should be examined to determine why they are not preparing students for transfer and how they could be improved. She expressed her understanding that UC is required to accept transfer students who had completed the prescribed courses with the requisite GPA, and asked whether this was the case, and if not, why. If UC lacked the capacity to accept all qualified transfer students, Regent Lansing recommended addressing this through advocacy to the Legislature, requesting funding specifically to accept more community college transfer students. Accepting transfer students is a clear way to increase the diversity of the University.

Mr. Johnson explained concerns that, if the number of transfer students were increased and funding were not increased so that the University could support only the same number of students overall, then numbers of other students, such as freshmen, would have to be reduced. He expressed his view that the Master Plan describes requirements for eligibility, but does not provide a guarantee of admission.

Governor Brown agreed with Mr. Johnson's comment that, if UC's enrollment is unchanged, then admitting more upper division transfer students would displace freshmen, a proposition worthy of consideration. UC does not need to grow more than the number of high school graduates, which was currently not increasing. It is a matter for debate whether UC should grow only to accommodate the number of high school graduates, or grow larger to accommodate assumptions about the needs of the state's economy. Governor Brown warned that the latter course could lead to unlimited growth financed through increases in tuition.

Regent Lansing proposed another alternative, which would be to increase the proportion of transfer students and seek new funding specifically to support these upper-division transfer students.

Mr. Johnson added that there were minimum requirements for eligibility to transfer, but no guarantee of admission. He pointed out that admission of transfer students was determined by departments and could be very competitive in certain departments.

Regent-designate Saifuddin thanked the Transfer Action Team and expressed her appreciation of the important role of the community colleges. She reported concerns from

incoming transfer students about sometimes inhospitable campus personnel during their transition to a UC campus. She advocated increased training of campus personnel to better meet the particular needs of transfer students.

Staff Advisor Coyne stated that, through her work in admissions, she saw the importance of the transfer pathway for middle class families who did not qualify for financial assistance. She asked whether the Transfer Action Team would consider the issue of the graduation rates for various disciplines, since that would have an effect on campuses' ability to admit more transfer students. Associate Vice President for Undergraduate Admissions Stephen Handel said that data regarding graduation rates were reviewed and were generally very good across various disciplines, but data were not available to the specificity of individual majors.

Regent Ruiz thanked the Transfer Action Team for its report, which he had eagerly awaited, particularly since when he completed his community college education, he was unaware of any tools that could help him continue his education. He thanked President Napolitano for her leadership and for bringing the chancellors of CSU and CCC together in this effort. Regent Ruiz acknowledged that consideration of the transfer process involves complex issues, but advocated maintaining an initial focus on straightforward recommendations of the report. If this effort to improve the transfer process were successful, it could create structural questions for UC in the future. Regent Ruiz stressed the importance of this effort to families in the Central Valley, where often community college is the only affordable education for UC-ready students who then need the tools to transfer successfully to UC. Regent Ruiz requested that progress on this important initiative be reported to the Regents regularly and encouraged the UC chancellors to become involved.

Committee Chair Reiss agreed that regular updates would be appropriate and asked that the Committee receive an update on the accelerated implementation timeline at its next meeting.

Regent Island echoed Regent Lansing's prior question regarding requirements for transfer to UC. He expressed his prior understanding that, if a community college student met certain publicized course requirements with a prescribed GPA, the student would be guaranteed transfer admission to a UC campus. However, information provided during the current discussion would indicate that this was not the case. He requested clarification of transfer admission requirements, whether there is a guarantee of admission, and where it is expressed. Mr. Handel responded that every eligible transfer student who applied was offered a place at a UC campus. Committee Chair Reiss said the information requested by Regent Island should be included in a report to the Regents at the next meeting.

Regent Island expressed support for increasing diversity at UC and inquired about enrollment of African American transfer students. UC enrollment of African American students was currently less than four percent, and the data in the report shows that there were 2,764 African American community college students who were transfer-ready in

2012-13, of whom 1,312 applied to UC, 700 were admitted, and 497 enrolled. Regent Island pointed out this clear opportunity to enroll a larger number of African American students and asked why this had not occurred. He would expect that if 1,312 transfer-ready students applied to UC, close to that number would have been admitted. Mr. Handel responded that “transfer-ready” was actually a very rough measure of the number of community college students who might be eligible for UC. The category was used as a broad marker of the potential of students who might be able to be preparing for or applying to UC. The University does not have more accurate data than this. Regent Island asked why UC would not have this data. Mr. Handel responded that UC does not have access to this community college data, particularly since there are 72 community college districts throughout the state. Obtaining eligibility depends on the kinds of courses a student takes and UC does not have data of that specificity. Regent Island stated that this data should be obtained. Mr. Handel agreed, noting that one of the Report’s recommendations is to use much better data to identify and provide assistance to such students. Mr. Skinner volunteered that the community colleges would provide assistance in this effort, adding that his office had information about the transfer paths of community college students.

Regent Flores thanked Mr. Guzman for his inspirational presentation. She cited the excellent work of Transfer Action Team member UCLA Assistant Vice Provost Alfred Herrera of the Center for Community College Partnerships. Regent Flores stated that improvements to the transfer pathway must be viewed holistically and include efforts like UCLA’s recently adding a position for a transfer student representative on its Undergraduate Students Association Council. She suggested focusing on the disparity between the number of community college students who are transfer-ready and those who enroll in UC.

Committee Chair Reiss asked for an explanation of data in the report indicating that, of the 7,928 CCC transfer-ready students from underrepresented minorities who applied to UC, only 4,928 were admitted.

Regent Kieffer commented that UCLA researchers have conducted an annual survey of the attitudes of incoming freshmen; the survey has revealed changes in undergraduate students’ attitudes and values over time. He stated that as trustees of the University, the Regents have an obligation to the state regarding UC’s undergraduate and graduate education, research, and public service. As an alumni Regent in 1980, he had introduced a resolution that was adopted regarding UC’s undergraduate educational policy and at that time periodic updates to the Regents were discussed. The development of curriculum and other academic issues was wisely delegated to the UC faculty; however, this was not an abdication of the Regents’ responsibility to the University and the state. In this period of reduced State support, these questions have become even more critical. Regent Kieffer asked for a report at the September meeting on UC undergraduate education, including the faculty’s methodology at UC’s various campuses for establishing core curriculum and general education requirements, the meaning of a UC degree, methods used by other leading universities to establish their undergraduate curriculum, the balance between a broad liberal arts education and job preparation, and a consideration of what learning

should be common among all UC undergraduates. Committee Chair Reiss said she would work with Chairman Varner and President Napolitano to have this report presented to the Committee at a future meeting.

The meeting adjourned at 11:50 a.m.

Attest:

Interim Secretary and Chief of Staff