Office of the President

TO THE REGENTS OF THE UNIVERSITY OF CALIFORNIA:

DISCUSSION ITEM

For Meeting of March 19, 2020

OPPORTUNITY FACTORS IMPACTING UNDERGRADUATE STUDENT DIVERSITY

EXECUTIVE SUMMARY

This item focuses on the state of K–16 opportunity in California that affects both freshman and transfer access to UC for students who are low-income, first-generation, and/or from underrepresented groups, and how disparities in K–16 opportunity affect the compositional diversity of the university's undergraduate student body. An analysis of opportunity trend data over the last decade shows progress in multiple areas related to increasing access for all students. However, despite improvements, significant opportunity gaps remain.

A complementary item presented to the Academic and Student Affairs Committee during the March 2020 meeting will focus on UC's role in academic preparation to mitigate disparate impact and access to educational opportunity in more detail.

BACKGROUND

Under the University of California Diversity Statement (Regents Policy 4400), the University is committed to "seek[ing] to achieve diversity among its student bodies and among its employees." This commitment supports critical aspects of the University's mission, including "sustain[ing] the social fabric of the State" and the "achievement of excellence." Article I, 31 of the California State Constitution, known as "Proposition 209," prohibits the University from "grant[ing] preferential treatment" or discriminating against individuals on the basis of race, sex, color, ethnicity, or national originⁱ "in the operation of" public education. Given Article I, the University has focused on understanding the factors affecting undergraduate diversity and providing strategies and interventions that address those factors.

Policy changes that have been effected have had some impact on student access to UC. A September 2007 *Report to the UC Regents of the Undergraduate Work Team of the Study Group on University Diversity* outlined many of the challenges to UC undergraduate diversity both in structural barriers in educational opportunity across the state as well as some of UC's own policies and practices. As a result of the 2007 report, the Board of Regents approved changes to the eligibility and guarantee requirements for freshman admission. This policy change (Regents Policy 2103: Policy on Undergraduate Admissions Requirements) included a guarantee of

ⁱ For simplicity, this item will generally refer to race, color, ethnicity, and national origin collectively as "race."

admission to the top nine percent of graduates statewide as determined by an academic index and the expansion of the Eligibility in Local Context (ELC) guarantee to include the top nine percent of graduates in each high school. The policy also added a new category of applicants who are guaranteed a comprehensive review, but not necessarily admission, referred to as "Entitled to Review" (ETR). These policy changes led to a more diverse applicant pool, since students were being considered within the context of their high schools. In addition, the expansion to the top nine percent (from four percent) allowed for more diversity among the students who are able to take advantage of the guarantees.

However, these policies cannot completely mitigate local educational or socioeconomic inequities as reflected in A-G completion rates, access to Advanced Placement courses, and enrollment in UC-approved honors courses.

ACADEMIC PREPARATION AND ACCESS

A-G completion rates have improved, but gaps persist

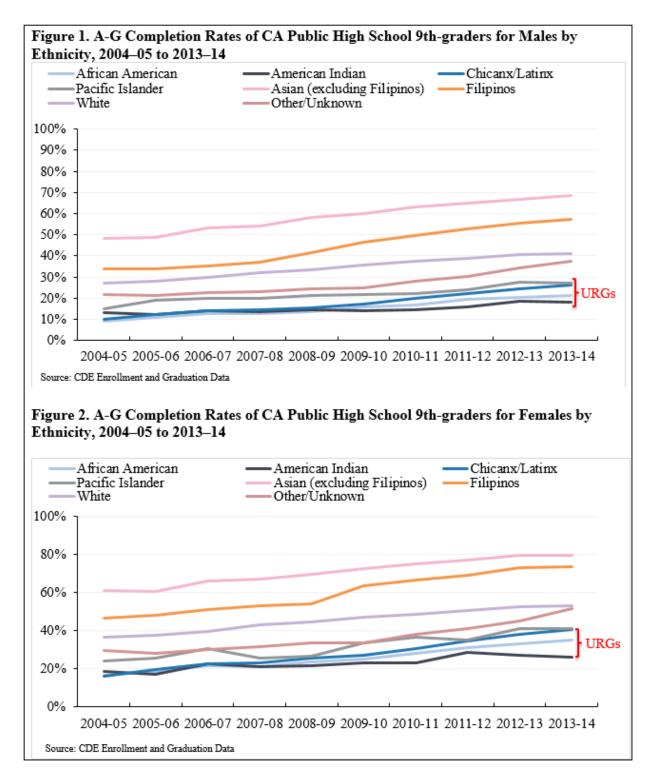
Research indicates that California students who take a pattern of courses in high school that are not aligned with UC and California State University (CSU) college entrance requirements ("A-G")ⁱⁱ have a lower likelihood of enrolling in college.ⁱⁱⁱ

As shown in Figures 1 and 2 below, A-G completion rates have increased across all racial/ethnic groups, as well as for males and females, over time. And while the A-G completion rates for students from underrepresented groups (African American, American Indian, and Chicano/Latino) have also increased, the gap between completion rates for students from underrepresented groups (URGs) compared to White and Asian students remains around 20 percent.

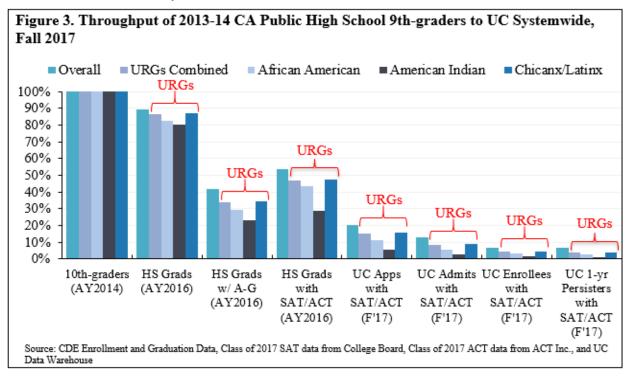
http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/0000019b/80/1b/9d/ec.pdf.

ⁱⁱ The A-G coursework sequence comprises 15 high school classes that students must take in order to be eligible for freshman admission to both the UC and CSU systems

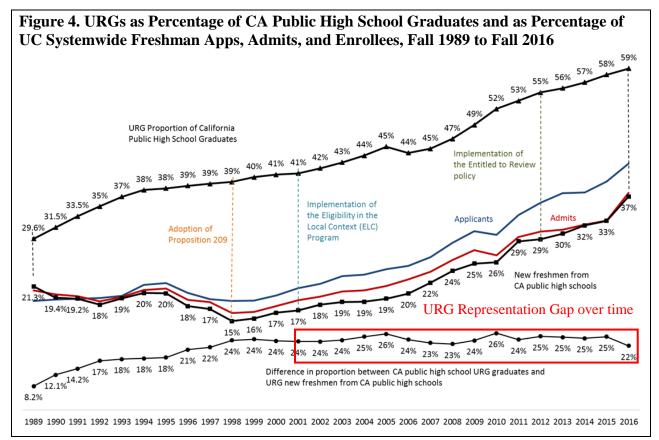
ⁱⁱⁱ Kilchan Choi & Edward Shin, "What are the Chances of Getting into a UC School? A Look at the Course-Taking Patterns of High School Students for UC Admissions Eligibility" Center for the Study of Evaluation (UCLA), CSE Report 623 (2004), *available at*



Another way of looking at equity gaps is by looking at the throughput of California high school students through the milestones of high school graduation, A-G completion and UC enrollment. As shown in Figure 3 below, the throughput for students from URGs is lower than that of the overall student rate at every milestone.



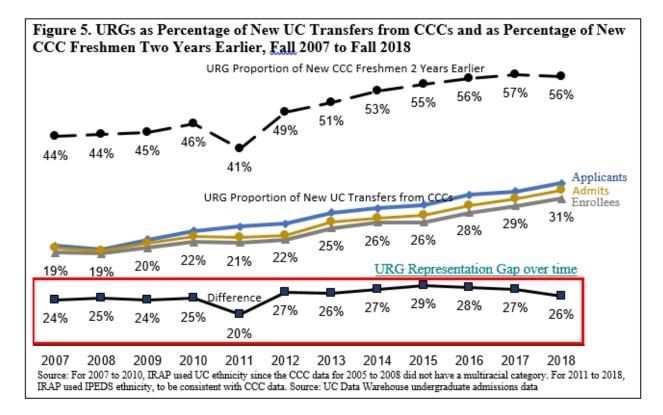
Even though more students are graduating from California public high schools than ever before, the increase in the *number* of high school graduates masks discrepancies between the percent of students from URGs who graduate and those who enroll at UC as freshmen (Figure 4 below). Specifically, in spring 2016 nearly three out of five public high school graduates were members of a URG. However, that subsequent fall, fewer than two of five freshman enrollees were from these same groups. This means that, while the proportion of public high school graduates becomes more diverse, freshman enrollment at the University has not kept pace with the state's diversity.



Source: California Department of Education Public School data; UC Data Warehouse undergraduate admissions data

Among community college transfer students, the trend of progress over time with consistent gaps is also apparent. As shown in Figure 5 below, the proportion of students from URGs transferring to UC from California Community Colleges (CCCs) has steadily increased. However, while 56 percent of California community college freshmen were from underrepresented groups in 2016, they represented only 31 percent of new UC transfer students in 2018. This represents a 26-percentage point gap between community college freshmen and transfer enrollees, and this gap has remained steady at around 25 percentage points for the past 12 years.

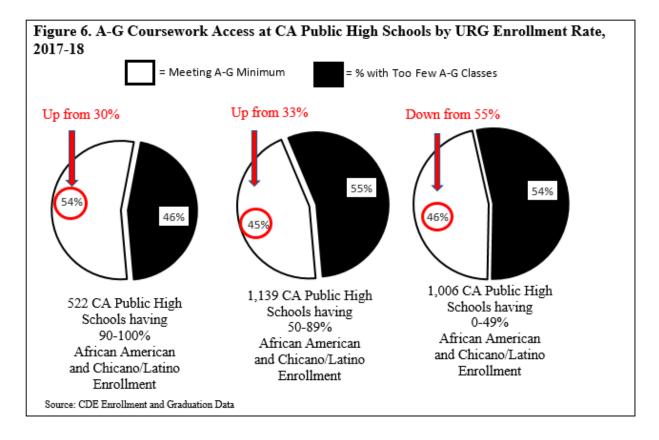
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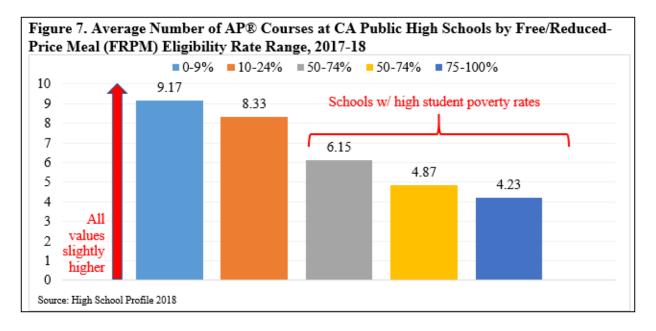
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Access to rigorous UC-preparatory coursework has improved but still remains an issue for less-resourced schools

The opportunity gap is not merely an issue of students taking and completing classes; it represents a much larger structural issue surrounding the availability of courses in under-resourced public high schools. Data reveal that schools with larger percentages of students from underrepresented groups have fewer A-G classes available when compared to schools with lower percentages of students from these groups. The good news is that this trend has improved over time. In 2004, in schools with high URG enrollment, only 30 percent of the schools offered enough courses to meet the A-G minimum requirements, but by 2017, 54 percent of those schools offered enough courses to meet the A-G minimum (see Figure 6 below). Yet there is still room for improvement, as schools with 50 percent to 89 percent African American and Chicano/Latino enrollment do not yet provide enough A-G classes for all their students, and less than half (45 percent) offer enough courses to meet the A-G minimum.

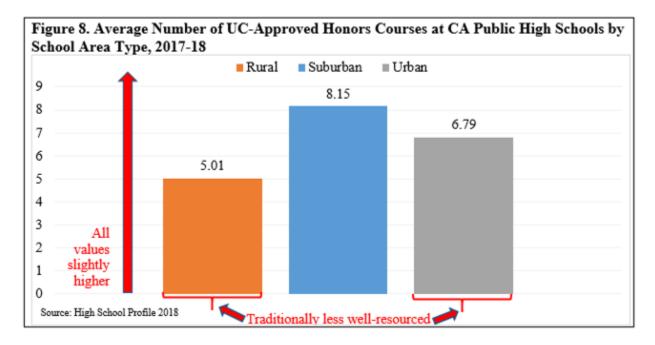


In addition to access to A-G courses, students have unequal access to other types of rigorous coursework, such as Advanced Placement (AP) and UC-approved honors courses. Across California, the number of AP course offerings has increased in the last decade, demonstrating progress, and yet there are substantial differences between high schools in the availability of AP courses. High schools with lower proportions of students eligible for free/reduced price lunch tend to have more AP courses available. As shown in Figure 7 below, high schools with less than 10 percent of their study body eligible for free/reduced price lunch have an average of nine AP classes. By comparison, schools with more than three-quarters of their student body eligible for free/reduced price lunch offer an average of four AP courses.



There are also differences in access to UC-approved honors courses, despite increases in these types of course offerings in California high schools. As shown in Figure 8 below, suburban high schools have an average of eight UC-approved honors courses, compared to seven in urban schools and five in rural schools. This distribution of UC-approved courses demonstrates regional differences, with more work needed to increase access for all students.

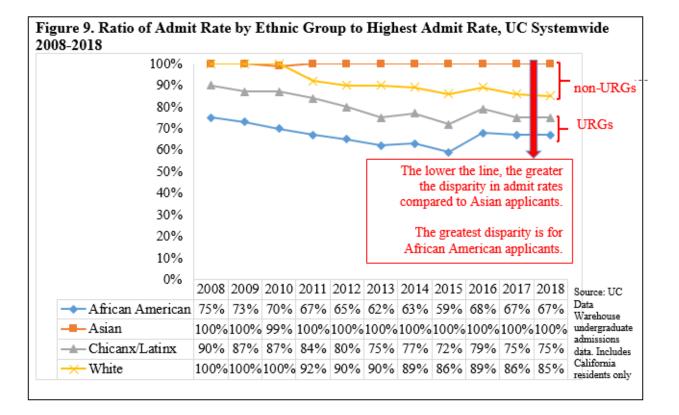
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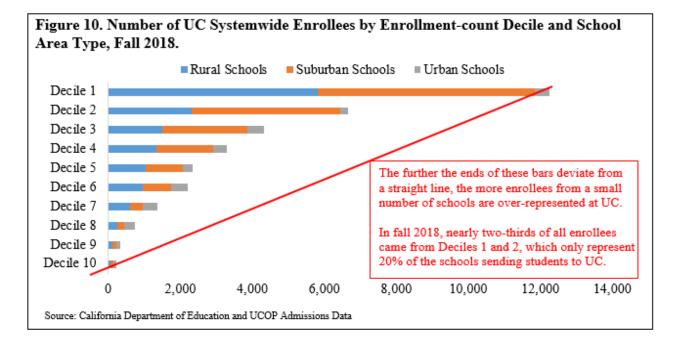
ADMISSIONS AND ENROLLMENT

Undergraduate admissions continue to reflect opportunity inequities

UC's undergraduate admissions policies attempt to account for educational inequities by considering local or school context in eligibility (Eligibility in the Local Context) and in selection (Comprehensive Review). Yet it is clear in examining the admissions rates of freshmen that these policies cannot completely mitigate local educational or socioeconomic inequities. Figure 9 below shows the admissions rates of different racial/ethnic groups relative to the group having the highest admit rate. Overall, admit rates for African American, Chicano/Latino, and White applicants have fallen over the last decade when compared to admit rates for Asian applicants.



There are also differences in the types of schools from which students come. As shown in Figure 10 below, 56 percent of fall 2018 enrollees from California public high schools came from only 20 percent of schools. In other words, when California public high schools sending students to UC are ranked by the number of students they send, a strong majority of enrollees come from the top 20 percent of schools (labeled as Deciles 1 and 2 in Figure 10). Moreover, about nine percent of all enrollees came from urban California public high schools, 49 percent from suburban high schools and 42 percent from rural high schools. While this means that UC is drawing from a broader pool of high schools, it also shows that there are regional differences in enrollment.



Data show that while UC is an attractive option for higher education enrollment, there are other opportunities that compete for the same students. Overall, over half of admitted students enrolled in one of the nine UC campuses (52 percent) in fall 2018. Asian admits are more likely to enroll at UC than other ethnic groups, particularly Chicano/Latino and White admits. UC is losing a large proportion of students to private selective colleges throughout the state, which is especially the case for African American, American Indian, and White admits, where 12 percent from each group enroll at these types of institutions.

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	Overall	African	American	Asian	Chicano/Latino	White
		American	Indian			
UC	52%	52%	53%	58%	49%	47%
CSU	17%	14%	15%	12%	23%	16%
CCC	7%	6%	7%	6%	9%	5%
Other	9%	11%	9%	8%	6%	13%
Private Selective	10%	12%	12%	11%	6%	12%
Public Selective	1%	1%	0%	2%	1%	2%
Unknown	5%	5%	5%	4%	6%	5%

Table 1. Percent of Each Ethnic Group Choosing Particular School Type, Fall 2018 Admitted California Resident Freshman Applicants

Source: UC Data Warehouse undergraduate admissions data and National Student Clearinghouse. Note: totals can add up to 101% or 99% due to rounding

In 2018, UC attracted and enrolled over half of all admitted students (53 percent). More importantly, nearly 60 percent of the **top one-third of admits** (as ranked by an academic index^{iv}) enrolled in one of UC's nine undergraduate campuses. Among the top-third students from underrepresented groups, UC improved this yield since 2005, with a 16 percentage point increase (58 percent in 2018 and 42 percent in 2005). For African Americans in particular, the enrollment yield of top admits more than doubled from 26 percent in 2005 to 55 percent in 2018.

Table 2. Enrollment Rates overall and for selected subgroups, 2018

	CA residents without referrals
Overall	53%
Top one-third of admits	59%
URGs in top one-third	58%
African Americans in top one-third	55%
Chicano/Latino in top one-third	59%
Source: UC Data Warehouse, UC Application Processing data file	

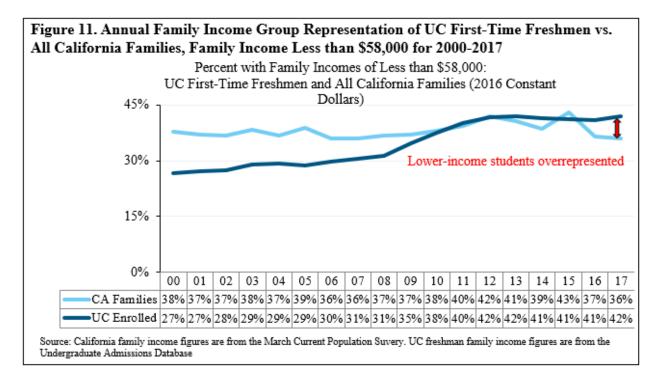
^{iv} Academic index combines high school GPA and SAT/ACT scores. The group is then divided into thirds: top, middle, and bottom-third.

Note: Data reflect all freshman admits in 2018. Admits were ranked by an academic index that combines HSGPA and SAT/ACT scores and placed into three groups. Referrals are those who opted in to admission at UC Merced after being referred there.

A recent study^v conducted by UC faculty on the college admissions and choice processes of African American students revealed that, despite the fact that the African American students in the sample were in the top tenth percentile of their high school classes, many of them were not admitted or chose not to enroll at UC even if they were admitted. The findings from this study suggested that high-achieving African American students in California are not attending UC campuses for a variety of reasons, including admissions access, campus climate and diversity, affordability, financial aid, K–12 college counseling support, and academic program offerings.

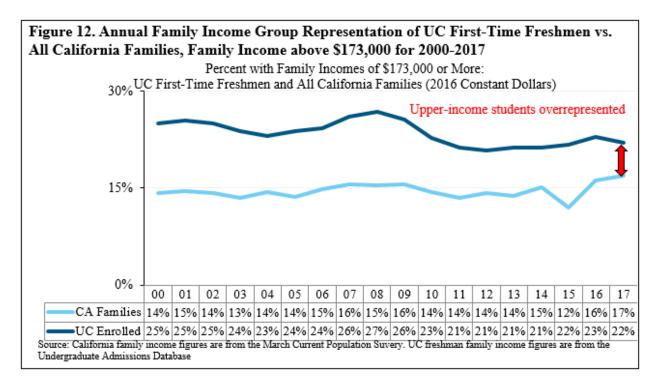
More lower-income students are coming to UC

Low-income students are much better represented at UC than ever before, with a higher share of students coming from families with incomes under \$58,000 than the share of such families in the California general population. In fact, lower-income students are overrepresented as first-time freshmen at UC campuses compared to all lower-income families in California (see Figure 11 below).



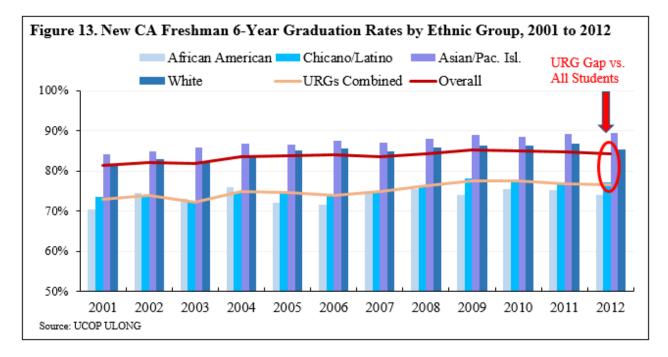
^v Contreras, F., Chapman, T., Comeaux, E., Rodriguez, G., M., Martinez, E., & Hutson, M. (2015). Investing in California's African American Students: College Choice, Diversity & Exclusion. San Diego, CA; Report Prepared for the University of California Office of the President.

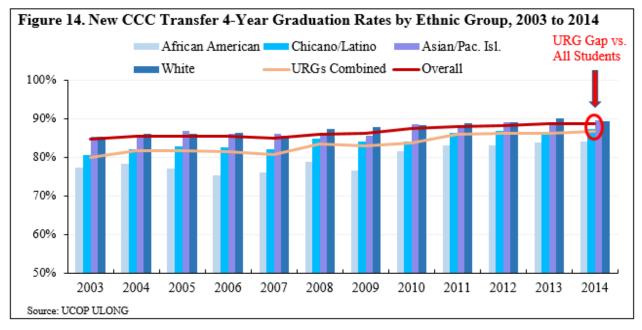
While the representation of students from low-income families has increased over time, students from the highest-income families are still overrepresented at UC. This means that while UC has broadened access to low-income students, high-income students also enroll at UC at higher than average rates as well (Figure 12 below).



PERSISTENCE AND GRADUATION

Previous presentations to the Regents have discussed undergraduate persistence and graduation rates in depth. Two data points are worth repeating. First, six-year graduation rates have improved for all freshmen overall, with the gaps for students from underrepresented groups (URGs) roughly unchanged when compared to those from non-URGs (see Figure 13 below). Secondly, four-year graduation rates have improved for all transfer students overall, with the graduation gap between students from URGs and those from non-URGs *decreasing* over time (see Figure 14 below).





CAMPUS CLIMATE

Research shows that positive campus climates are associated with a higher sense of belonging, and this is connected to a variety of student outcomes, such as persistence, achievement, and degree attainment.^{vi} Specifically, if a student feels like they belong to a campus community, they are more likely to persist and graduate.^{vii} One way to ensure that students feel a stronger sense of belonging on campus is to establish and maintain a positive campus climate where inclusivity is centralized and students can identify with mentors, faculty, staff, and campus leaders.^{viii}

Colleges and universities measure campus climate through campus climate and student experience surveys. At UC, the 2012–13 Campus Climate Study surveyed over 400,000 UC faculty, students, and staff. That survey found that one out of four respondents believed that they had personally experienced exclusionary, intimidating, offensive, and/or hostile conduct and that a higher percentage of persons from historically marginalized groups (underrepresented groups, LGBTQ₊, and disabled persons) reported experiencing this conduct as compared to others. Campus climate for undergraduate students is measured bi-annually through the UC Undergraduate Experience Survey (UCUES). UCUES data show that most undergraduates feel students of their race/ethnicity are respected on campus, but the proportion of African American respondents sharing this perspective is lower than other groups (Figure 15). LGBTQ+ students are also less likely to feel respected (Figure 16).

^{vi} Hurtado, S., Alvarez, C. L., Guillermo-Wann, C., Cuellar, M., & Arellano, L. (2012). A model for diverse learning environments: The scholarship on creating and assessing conditions for student success. *Higher Education: Handbook of Theory and Research*, 27, 41–122.

^{vii} Harper, S. R., & Hurtado, S. (2007). Nine themes in campus racial climates and implications for institutional transformation. *New Directions for Student Services*, Winter 2007 (120), 7-24. Strayhorn, T. L. (2012). College students' sense of belonging: A key to educational success for all students. New York, NY: Routledge

viii Hurtado, S., Alvarez, C. L., Guillermo-Wann, C., Cuellar, M., & Arellano, L. (2012).

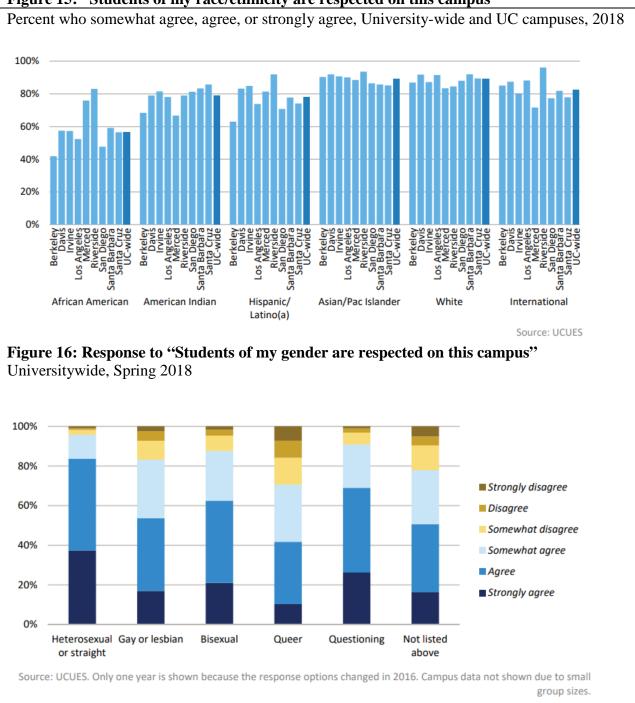


Figure 15: "Students of my race/ethnicity are respected on this campus"

STRATEGIES TO ADDRESS OPPORTUNITY GAPS

Closing opportunity gaps such as those described herein, improving access to baccalaureate degrees, and supporting greater campus diversity are key University priorities. Future presentations to the Regents will discuss these efforts in more detail.

Student academic preparation and educational partnerships

UC's primary approach to addressing educational disparities comprises seven overarching strategies provided through a portfolio of programs, services, and supports collectively known as Student Academic Preparation and Educational Partnerships, or SAPEP. The SAPEP portfolio of programs prepares California students—including those who are first-generation college-goers or socioeconomically disadvantaged and those for whom English is a second language—for postsecondary education and for graduate and professional school opportunities, as well as success in the workplace.^{ix}

Through SAPEP and other efforts, the University:

- Partners with every high school and community college in California to align readiness standards (known as A-G courses for high school students and transferable courses for community college students)
- Provides direct services to students and their families at both secondary and postsecondary levels to raise student achievement and impact academic aspirations, particularly for students from underrepresented groups, who are low-income and/or are first-generation
- Engages in partnerships with secondary schools, other education sectors, communitybased organizations and business/industry partners to address inequities in opportunity and improve access
- Provides high-quality educator preparation and professional development that contributes to diversity and quality in K–12 teaching, learning and leadership
- Provides online courses for A-G, honors and Advanced Placement credit that are UCapproved and available for free to any California pupil
- Participates with K–12 schools and community colleges in data-sharing agreements that provide feedback to K–12 schools on course access and student achievement through transcript analysis aligned to UC/CSU readiness standards and to community colleges on transfer applicant characteristics to increase the number of transfer students at UC
- Conducts research that enhances educational policy and practice across California and is directly relevant to increasing equity along its education pipeline

Collectively, in 2017–18 SAPEP programs reached 1,430 public schools, 114 California Community Colleges, and nearly 210,000 K–20 students. Additionally, more than 400,000 high school transcripts were evaluated for UC and CSU A-G progress and completion for students in

^{ix} In addition to SAPEP programs, campuses provide pre-college and other services in their respective regions, and the University of California administers the California State GEAR UP program for middle schools and middle grades students on behalf of the State.

grades 9–12. Of the 564 high schools served by the Early Academic Outreach Program (EAOP), Mathematics, Engineering, Science Achievement (MESA), and Puente programs, 64 percent were LCFF+^x, indicating that SAPEP programs are in schools with the largest need. In addition, large numbers of parents, teachers, and educators participated in SAPEP program activities. While this reach is significant, it is insufficient to address the whole spectrum of need for underresourced schools and students.

State and University funding for SAPEP have remained constant since 2011–12 at \$24.5 million (from a high of \$85.2 million in 2000–01). However, the reach of SAPEP programs has not grown as a result, and the University is challenged in serving additional under-resourced schools and in reaching the increasing number of K–12 charter schools that educate large numbers of students from underrepresented groups.

Admissions and Enrollment policy and practice

Through a comprehensive review of applications, UC is able to better understand a student's achievements within the context of available opportunities. This involves multiple measures of academic achievement, resources available, and the performance of the student relative to other UC applicants from the same high school. Priority is afforded to top applicants from each high school and/or based on student background information (i.e., low socioeconomic status, first-generation college status), which places individual achievement in context. Additionally, the eligibility reform policy expanded the Eligibility in the Local Context (ELC) guarantee category from the top four percent to the top nine percent of graduates in each high school, which draws high-achieving students from every participating high school, thus supporting geographic diversity and opportunity for students throughout the state.

Finally, for the 2018–19 admissions cycle, a new systemwide policy called Augmented Review went into effect to ensure that there are no admission barriers to qualified students. The Augmented Review policy provides criteria for an additional review of applicants who fall within the margins of admission but whose application has an initial gap in qualifications or presents extraordinary circumstances that warrant further review. Under this policy, students have the opportunity to submit additional materials for consideration—such as letters of recommendation, seventh-semester high school grades, or responses to a questionnaire—that provide a more complete understanding of their educational and personal achievements. This new policy will allow UC to continue to examine and refine its eligibility and admissions processes to better understand student applicants in the context of their lived experiences.

Research indicates that yield activities targeting specific student populations are key in improving racial and socioeconomic diversity.^{xi} To foster relationships with students and communities early in the educational pipeline as a way to familiarize students with UC, each campus developed "high touch" relationships with schools and students. Irvine represents a

^x LCFF+ schools are schools where more than 75 percent of the school's total enrollment is composed of pupils who are identified as either English learners, eligible for free or reduced-price meal, or foster youth.

^{xi} Espinosa, L., Gartner, M., & Orfield, G. (2015). Race, class and college access: Achieving diversity in a shifting legal landscape. Washington, D.C. Publication of the American Council on Education.

Retention, graduation, and campus climate

As part of the multi-year framework presented to the Regents in November 2018, the University set a goal of producing 200,000 more degrees by 2030. To realize this goal, the University has taken concrete steps, including setting campus-specific goals for improving graduation rates, identifying proposed campus strategies for degree production, improving timely graduation, and closing undergraduate graduation gaps.

Campuses are employing a variety of strategies to increase graduation rates and close graduation gaps. For instance, pre-matriculation, orientation, and first-year programming help to jump-start a UC education and promote timely graduation by ensuring students get off to the right start. UC campuses have also established teaching and learning centers to research pedagogies and provide instructional enhancement and support for instructors, thus showing that curricular innovation contributes to active learning and engagement. Many campuses are expanding their approaches to student advising and success by broadening academic advising to include holistic concerns, including wellness, basic needs, and mental health. Expanded summer programming is an important tool for timely graduation and a way to maintain student engagement year-round. Several UC campuses are integrating online technology into existing courses, thus expanding the number of courses available online, and developing stand-alone online degree programming. Campuses are also providing and promoting undergraduate participation in faculty-led research, which is associated with campus engagement and timely graduation. Finally, students with a greater sense of belonging are more likely to graduate and do so within four years for freshmen and two years for transfer students. Given this, campuses are engaging in targeted strategies to create a stronger sense of belonging and support structure on campus.

Moreover, all UC campuses have ongoing programs to improve campus climate. These include training programs, speaker or dialogue series, campus climate innovation grants, and the expansion of population-specific resource centers. For example, **Diversity, Equity, and Inclusion for Students,** a new mandatory online training program at UC Santa Barbara, UC Santa Cruz, and UC Davis introduces incoming students to concepts that will assist them in further understanding how inclusive practices foster a healthy and welcoming campus climate for our diverse student body. In another example, UC Davis has a mandatory training for all graduate student teaching assistants (TAs), called **Creating Inclusive Classrooms**, to equip TAs with practical tools and techniques for minimizing bias in the classroom and fostering a climate of inclusion. Furthermore, the San Diego, Davis, and Berkeley campuses now have Black/African/African American resource or cultural centers. The **Black Resource Center** at UCSD offers internships, a peer mentoring program, and events to connect students with local community members and alumni. Work is also being done at the systemwide level. For example, the **Moving Beyond Bias** pilot training program, a UC and CSU joint initiative funded by the 2018 California Budget Act, will launch in January 2020. Some 1,600 senior administrators, staff, faculty, and student leaders will participate in an immersive and evidence-based implicit bias training program designed to mitigate bias at the intersections of race, gender, religion, and sexual orientation.

CONCLUSION

While committed to achieving excellence through diversity in its students, the University of California is formidably challenged in doing so because of structural barriers in educational opportunity and less-than-adequate resources to play a greater role in issues of educational improvement. The large disparity in educational achievement among different California demographic groups is a compelling a dilemma today. In the 21st century, providing all Californians with access to a quality education is one of the most pressing social problems, one that UC, in partnership with other education segments and organizations along with the necessary resources, can help the state address.

Advanced Placement
California Community Colleges
California State University
Early Academic Outreach Program
Eligibility in the Local Context
Entitled to Review
Schools where more than 75 percent of the school's total enrollment is composed of pupils who are identified as either English learners, eligible for free or reduced-price meal, or foster youth. (Not connected to the California Department of Education's Local Control Funding Formula process)
Mathematics, Engineering, Science Achievement
Student Academic Preparation and Educational Partnerships
UC Undergraduate Experience Survey
Underrepresented group (includes African American, American Indian, or Chicano/Latino)

Key to Acronyms