



California State Senate

SENATOR

RICHARD ALARCÓN

TWENTIETH SENATORIAL DISTRICT

SENATE MAJORITY WHIP

May 2002

As Chair of the Select Committee on College and University Admissions and Outreach, I'm pleased to present the first report of our findings and recommendations. I'm honored to continue the work of Senator Teresa Hughes -- who led the Select Committee before me -- in examining issues of access to a quality higher education. I thank her for insisting that I carry on her work. And as Chair of the Senate Labor and Industrial Relations Committee, I also believe education is a stimulus to the economy, and that an educated and diverse workforce will allow California to thrive in a competitive global market. The state's economic potential alone is vastly reduced when 20 percent of the population makes less than \$12,000 and 1 percent makes over \$850,000 annually.

This report underscores the urgency of ensuring that all capable and willing Californians are able to increase their educational attainment. Even as our public universities are refining and improving their admissions policies, and K-12 schools are implementing state-mandated reforms, we have yet to tap the full potential of California's students. At public schools across the state, access to college advisors is limited and uneven. Too many high schools are failing to offer Advanced Placement courses. As this report notes, establishing a college-going culture at every middle- and high-school campus would be an important step to assuring that talented students who otherwise might not have considered college will explore the many benefits of higher education.

Still, this report finds, admission into college does not guarantee successful graduation, nor does a four-year degree readily open doors to graduate school. The report recommends we more closely monitor how students fare after they enter our colleges and universities. What's more, we need this information broken down by subgroups, such as by ethnicity and by whether students were required to take pre-collegiate courses to handle college-level work. In this way, we can know if students' needs are being met. Our focus must move beyond simply enrolling students from diverse backgrounds to encouraging campuses to actively maximize the many rewards that diverse enrollments and faculties offer *all* those associated with our universities.

This report represents the expert opinions, research and analysis of over 80 educators, faculty members, advocates, administrators, students, community organizations, elected officials, and decision-makers. It represents almost 20 hours of hearings and hundreds of hours of research and debate. Senate Publications has in storage the background materials presented at our five hearings and the hearing transcripts.

I would like to give special thanks to: Marlene Garcia, from the Senate Office of Research for her commitment to the issues of access and diversity and her exemplary work with the committee; Jamillah Moore, Instructor at California State University, Sacramento and former consultant to Senator Hughes' Select Committee, for volunteering her time and expertise; Dr. David Hayes-Bautista, Professor at the University of California at Los Angeles, for his assistance and succinct presentations; Dr. Jeannie Oakes, Professor at the University of California at Los Angeles for her motivating research and life long commitment to these issues; Dr. Manuel Gomez, Vice-Chancellor of Student Affairs at the University of California at Irvine, for his leadership and eloquence; the University of California, the California State University, the Association of Independent California Colleges and Universities, and the California Community Colleges for their collaboration; my staff for their invaluable service, their dedication, and persistence; and all the individuals that continue to dedicate their time and efforts to improve the quality of California's education system.

I look forward to working with fellow policy-makers, decision-makers, and advocacy groups in advancing the discussion of higher education to better serve California's needs and interests.

Yours Truly,

A handwritten signature in cursive script that reads "Richard Alarcón". The signature is written in black ink and is positioned below the "Yours Truly," text.

RICHARD ALARCÓN
State Senator, 20th District

California Senate Select Committee on College and University Admissions and Outreach

Richard Alarcón, Chair

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Report of Findings and Recommendations for

Increasing Access and Promoting Excellence:

Diversity in California Public Higher Education

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Executive Summary

As California has moved from enforcing diversity by statute to fostering diversity as a matter of enrichment and equity, colleges and universities are becoming a staging ground for maximizing the benefits of California's unprecedented mix of races, ethnic groups and cultures.

More than five years after voters passed Proposition 209, which ended use of race, gender and ethnicity as considerations in university admissions and hiring practices,¹ it is appropriate to examine new ways to promote access and diversity within California's 140 public campuses of higher education.

This paper reflects findings and recommendations of five hearings throughout California by the Select Committee on College and University Admissions and Outreach. The Select Committee believes diversity must become a core value of our colleges and universities to maximize the benefits of this important resource, a topic developed in the concluding chapter of this paper.

The benefits of diversity are both social and economic. By educating across the diverse breadth of its population, California widens the doors to intellectual enrichment and middle-class prosperity. Education is closely tied to economic success, meaning that a broadly educated populace will bring California closer to bridging the two-tiered economy that has been leaving poorer residents behind.

¹ Prop 209 bans discrimination or preferential treatment based on race, ethnicity or gender in public education, hiring or contracting. Its lead proponent, Ward Connerly, is promoting a proposed initiative for the November 2002 or March 2004 ballot to prohibit state and local governments from using race, ethnicity, color or national origin to classify students, contractors or employees in public education, contracting or employment. Exceptions would be made for actions required for federal funding.

The true value and meaning of diversity can best be understood by examining its two dimensions in college and university settings: 1) student equity issues and 2) institutions' commitment to diversity as a core value.

For years, state policy interests centered on addressing issues of student equity and access. Appropriately, the state has responded by supporting numerous initiatives to strengthen educational opportunities for all students wishing to pursue higher education in California.

State policy-makers, however, have not focused much policy attention on the institutional practices that position colleges and universities to maximize the benefits of diversity. For example, little is widely known about public higher education's more decentralized practices, such as how graduate students are chosen and how faculty members are hired. These are two areas that have a tremendous impact on how a university positions itself to teach the breadth of the student population in the state now and into the future. They also have significant implications for how California is preparing to train an increasingly sophisticated labor force to function effectively in a highly competitive global economy.

The University of California (UC) is both the most selective and the least diverse of California's three systems of public higher education. It accepts students in the top 12.5 percent of each year's statewide crop of high-school graduates, while the California State University (CSU) system accepts those in the top third. Generally anyone over 18 who can benefit from a college education may attend a community college.

Enrollments of underrepresented minorities -- generally Latinos and African-Americans -- plummeted by 45 percent at UCLA and by 42 percent at UC Berkeley in the five years after UC Regents in 1995 banned race and ethnicity in admissions criteria. (However, this representation nearly doubled at UC Riverside, a less competitive campus.)

In the fall of 2000, Latinos made up 11 percent of UC and 20 percent of CSU enrollments. African-Americans comprised just 3 percent of UC students, but achieved a near-parity ratio of 6 percent at CSU.

It is noteworthy that Latinos represent 42 percent of California's traditional "college-age" population, from 18 to 29 years old,

making this group significantly underrepresented in public institutions of higher education.

California should establish a college-going culture in its high schools, experts told the Select Committee, to help overcome patterns that otherwise threaten the long-term socioeconomic wellbeing of all residents, especially underrepresented minorities

UC Regents last year approved a comprehensive selection process aimed at overcoming barriers to admissions by weighing a broad array of qualifications. The university also is overhauling admissions testing and taking other steps, which are explained in these pages, that may widen its doors.

Other serious issues persist, however. The Legislative Analyst's Office reports about a third of freshmen at UC and more than two-thirds of freshmen at CSU are unprepared for college-level reading, writing and/or math. This spotlights the importance of developing effective college-preparatory coursework and support systems.

Yet many high-school students have trouble getting the help they need. California's student-to-counselor ratio is 1,182:1, more than double the national average. Public universities do have outreach programs to high schools, as explained in these pages. But the recommendations here focus on creating environments on high school campuses that, as a matter of course, will foster an interest in pursuing more education.

Continuing that theme, these recommendations also explore ways to encourage college students from diverse backgrounds to begin thinking of themselves as potential graduate students. Without more diverse enrollments, graduate schools will stagnate. UC's combined master's, doctoral and professional degrees, for instance, crept up only 4.4 percent during the last 10 years, a figure that portends skilled-labor shortages. Although 40,000 more college and university faculty will be needed by 2010 in California, diversity within the state's faculty has not increased noticeably in the past decade.

As a bottom line, perhaps the most important goal to emerge from the Select Committee's five hearings was a need to ensure that California's colleges and universities internalize a commitment to diversity as a core institutional value. By fundamentally appreciating the wealth that inclusion offers, institutions of higher education will naturally seek out, incorporate and promote the richness of our culture.

In this way, diversity among students and faculty enhances the academic and intellectual environments of colleges and universities. Even more importantly, it prepares students to accept, embrace and maximize the advantages that racial, ethnic and gender inclusiveness can bring to their professional and personal lives beyond the university.

Overview of Key Recommendations

- Monitor implementation of the comprehensive review policy that will be used by UC to admit freshmen beginning with the class of fall 2002, including the demographic composition of freshmen selected under the new policy.
- Support UC's efforts to develop an admissions test that gauges a student's academic preparation within specified course-content areas.
- Require or request each public higher-education segment to collect student-retention and graduation-rate data that show whether students have been required to take college remedial courses, and recording other characteristics including ethnicity, gender and family income.
- Establish a college-preparation curriculum for all high-school students, unless the student opts out, to provide them the choice of pursuing education at a two-year or four-year institution in addition to the option of moving directly into the work force after graduation.
- Create a professional-development program for all middle- and high-school counselors so they can gain first-hand knowledge of college and university admissions requirements and financial-aid opportunities (including the newly expanded Cal Grant program) to help establish college-going cultures on their campuses.
- Examine a need to expand graduate enrollments at CSU and UC and supply-and-demand issues within various advanced-degree fields and related industries.
- Expand the Graduate Assumption Program of Loans for Education (Grad APLE) for students from diverse backgrounds who are enrolled in an academic program leading to a graduate

degree. The state could increase the loan assumption from \$6,000 to \$10,000, spread over three years, for students who complete three years of service as full-time faculty at California colleges or universities.

- Urge CSU and UC to explore the possibility of adopting a comprehensive application-selection process at both systems to guide individual departments in choosing graduate students.
- Develop a pilot program to create an articulated connection between specific CSU master's programs and related UC doctoral programs to increase the pool of prospective doctoral candidates.
- Urge the executive leadership at California colleges and universities to create campus environments that value diversity as a key element of the learning experience for all students on campus and society as a whole.
- Establish a permanently funded Institute on Diversity and Inclusiveness. The Institute would have formal affiliations with campus research centers that delve into related issues, but its mission would encompass a broader framework of the socioeconomic ramifications of inclusiveness.
- Urge the leadership within each public segment of higher education to make a clear commitment to faculty diversity and to identify recruitment and intervention strategies that target "new opportunities to hire" to achieve this goal.

Introduction

For the first time in modern California history, the U.S. census has confirmed, no single racial or ethnic group composes a majority of the state's 34 million residents.

These changing demographics present a challenge to the state's systems of higher education. One dimension of the challenge is to ensure that college students participate effectively in a pluralistic and democratic society. The second dimension of this challenge is to ensure the youth of today becomes the well-prepared work force of tomorrow. The state's colleges and universities must produce students who work and function in a global economy. Moreover, a highly educated population yields significant economic returns to the economy. The Business-Higher Education Forum recently spelled out the benefits:¹

The education of all Americans benefits the national economy. The Educational Testing Service estimates that "if Hispanics and African-Americans had the same education and commensurate earnings as whites," there would be "an upsurge in national wealth" of \$113 billion annually for African-Americans and \$118 billion for Hispanics.

The need for ensuring access to a college education has never been more pressing. Diversity and excellence go hand-in-hand. Together, they enhance the educational experience for all students. For many students, college presents the first real opportunity to learn from students of diverse backgrounds. Research shows that students exposed to diverse ways of thinking and living are better critical thinkers and show greater social development and interpersonal skills than students sheltered from diversity.² These

¹ "Investing in People, Developing All of American's Talent on Campus and in the Workplace," Business-Higher Education Forum, 2001.

² Ibid.

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skills also carry into the work force. Employers increasingly are looking for creative thinkers who challenge “group think” and who can function in diverse workplaces.

In a post-Proposition 209 environment, the state’s challenge is to find greater merit and value in tapping the state’s intellectual diversity and enriching the learning and working experience of all Californians.

The challenge is to reframe the value and meaning of diversity. Colleges and universities play a key role in helping define the multiple dimensions of diversity. First, they lead by example. This means institutionalizing their commitment to diversity beyond just student enrollment. It means making inclusion a core value that is reflected in practices throughout the institution, such as hiring faculty from diverse backgrounds. The state’s colleges and universities are called upon to examine whether they are positioning themselves to maximize the benefits of the full breadth of the state’s population.

Over the past seven months, the Select Committee on College and University Admissions and Outreach conducted a series of five hearings and heard many hours of important testimony throughout the state.

The first hearing, held in the state Capitol, focused on admissions policies and practices at the University of California (UC). This focus was due largely to recent changes in its enrollment patterns and ongoing discussions about current admissions policies and practices.

The second hearing, convened at UC Berkeley, examined the retention and graduation rates of students attending UC, the California State University (CSU) and independent colleges and universities. These are key indicators of student success in higher education. This hearing also looked at who goes to graduate school and what can be done to expand the graduate and professional school pipeline, particularly for segments of the population underrepresented in these programs.

The third and fourth hearings took place on two consecutive days in Los Angeles. The first day looked at K-12 reforms and their impact on reducing the achievement gap and increasing college participation among graduating seniors from the lowest-performing schools. On the second day, the Select Committee took an in-

depth look at the Los Angeles Unified School District to understand the challenges of increasing student achievement in the state.

Finally, the last hearing was held at the state Capitol. This hearing took a broader look at how institutions value and maximize the benefits of diversity beyond enrolling broadly inclusive student bodies. Policies and practices were examined that make diversity a high priority for institutions. These include recruiting a faculty that reflects the breadth of the population, supporting scholarly research on the subjects of diversity and inclusion, and articulating the importance of a diverse university environment as a core value in the institutions' mission statements.

This document summarizes the key findings and recommendations offered throughout the series of hearings. These are presented in five parts:

- 1) University Admissions Policies and Practices,
- 2) Successful Graduation and Retention of Undergraduates,
- 3) K-12's Link to College Participation: Creating a College-Going Culture,
- 4) The Graduate School Pipeline: Implications for California's Socioeconomic Growth, and
- 5) Institutional Commitment to Diversity as a Core University Value.

This report briefly touches on community college issues. The challenges facing community colleges deserve greater attention and review, and will be addressed in the next series of hearings.

Part I University Admissions Policies and Practices

Challenges in Attracting More Underrepresented Students

Since the mid-1990s, when UC Regents voted to end any consideration of race, ethnicity or gender in the university's admissions decisions, many policymakers have expressed concern over a precipitous drop in student diversity at many UC campuses.

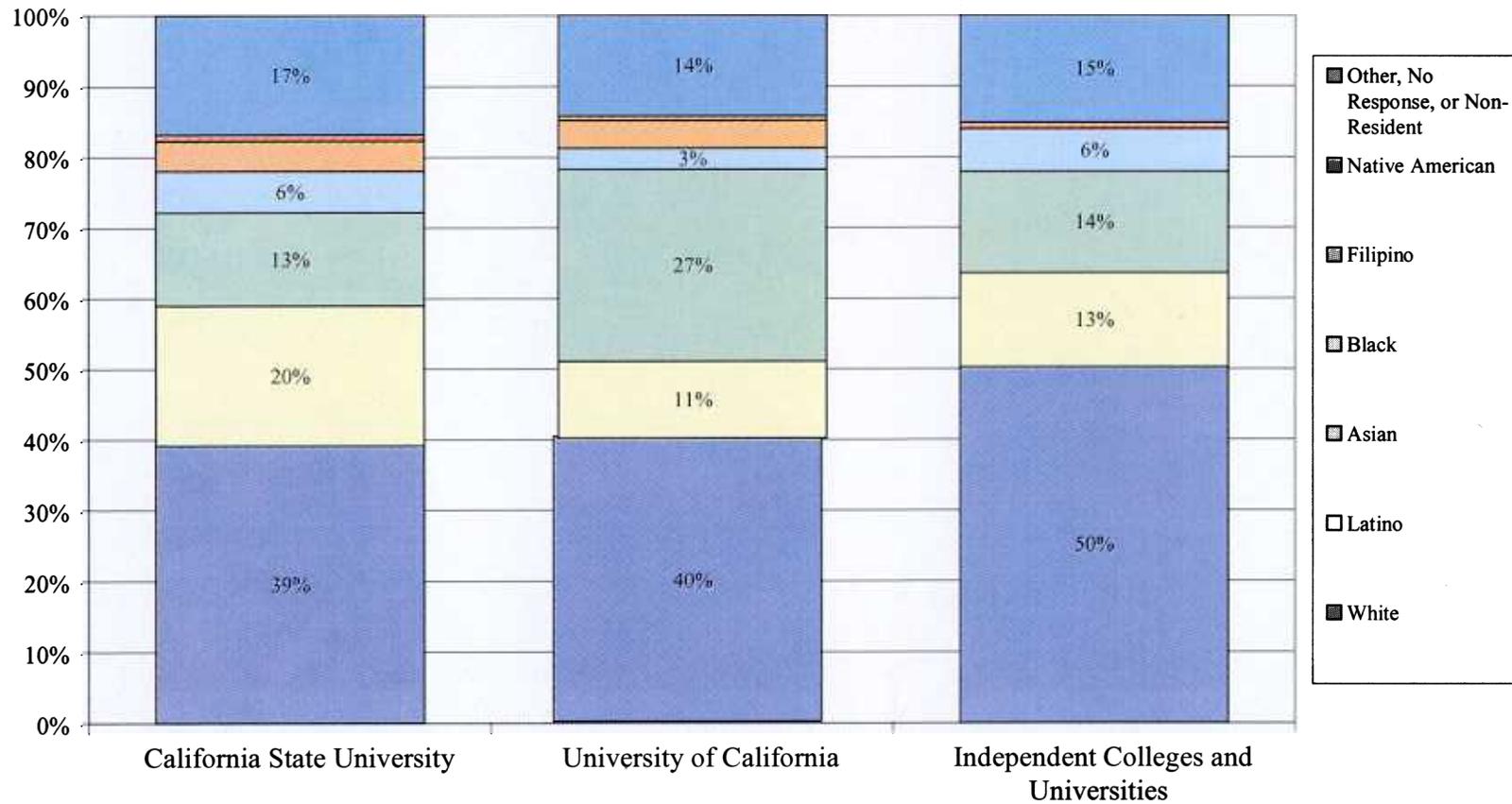
The trend occurred at a time when California's population was becoming historically diverse. In the 2000 census, 46.7 percent of Californians reported they were white, 32.4 percent said they were Latino, 11.2 percent were Asian-American, 6.7 percent African-American, and 1 percent Native American. Nearly 5 percent said they were of mixed-race ancestry.

Last year, the Regents rescinded their controversial 1995 ban, but the prohibition continues under Proposition 209. Approved by voters in 1996, it forbids discrimination or preferential treatment based on race, ethnicity or gender in public education, hiring or contracting.

The challenge to reflect California's population diversity has not materialized in the same way at CSU and community college campuses as it has at UC. Under the Master Plan for Higher Education adopted in 1960, UC has long accepted the top 12.5 percent of California's statewide high-school graduating classes, while CSU accepts the top third and the community colleges are open to virtually any adult who can benefit.

For a variety of reasons, trends in student enrollment in the 23-campus CSU system have begun to reflect the changing demographics of California, even in a post-Proposition 209 climate.

Figure 1.
Enrollment by Ethnic Groups in the Fall of 2000



Source: CPEC 2000.

However, some overcrowded, or impacted, CSU campuses have turned away otherwise-eligible students, so it remains important to monitor selection policies at CSU campuses and system-wide. The community colleges, given their open admissions policy, continue to admit students reflecting the demographics of the state. For example, a quarter of community college students are Latino and 8 percent are African-American. Figure 1 illustrates the composition of fall 2000 enrollments at four-year public and private universities in California, although these ratios of racial and ethnic groups are hampered by large categories of "other," non-responding and non-resident entries.

In its first hearing, given the timing of UC's recent policy changes on admissions, the California Senate Select Committee on University Admissions and Outreach focused its attention on the university. UC is where the greatest challenge exists in diversifying student enrollments.

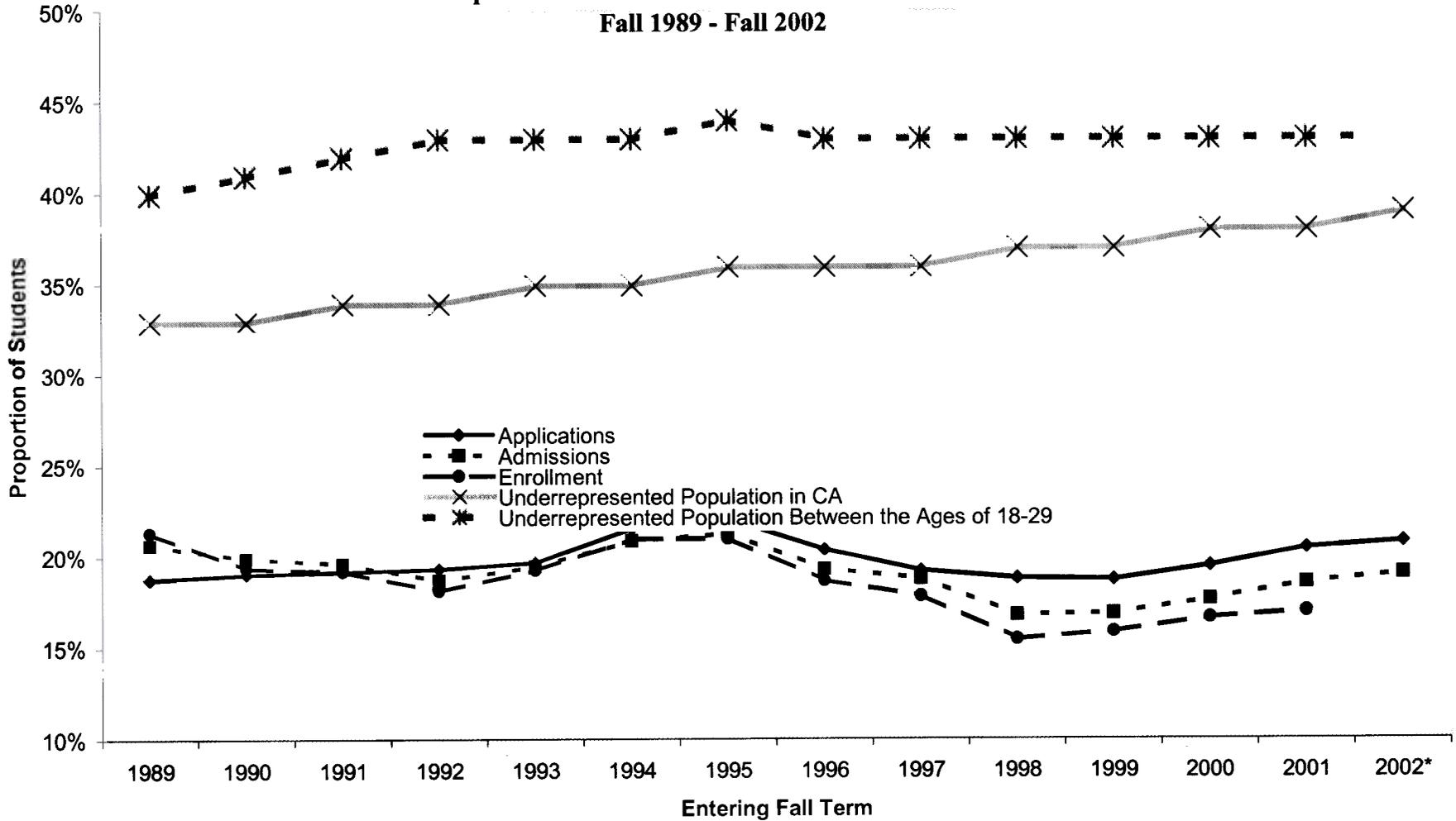
In the fall of 1995, UC had the most diverse undergraduate student population ever. Twenty-one percent of incoming freshmen were students from underrepresented groups, which in present-day California have been primarily Latinos and African-Americans. But in the fall of 2001, only 17 percent of incoming freshmen were underrepresented students, after dropping to a low of 15.5 percent in 1998. For the fall 2002 freshman class, underrepresented students comprise 19 percent of the students who have been offered admission to the UC. (See Figure 1A.)

While the overall percentage of underrepresented students dropped significantly after 1995, the more dramatic change was the shift in population within the eight undergraduate campuses. UC reports that its most selective campuses (Berkeley and Los Angeles) have experienced significant declines, while the numbers have grown dramatically at some of the less competitive campuses. (Figure 2.)

These issues take on new urgency given projections for the growing numbers of Latino high-school graduates in coming years. The overall number of seniors who graduate from California high schools is expected to soar by 26 percent within just six years. Even more striking, the number of Latino graduates will jump by a whopping 70 percent. (See Figure 3.)

Yet Latinos are far less likely than white or Asian-American students to go beyond high school to college. Unchecked, this trend portends a decline in important indicators of California's economic health and the personal wellbeing of its residents.

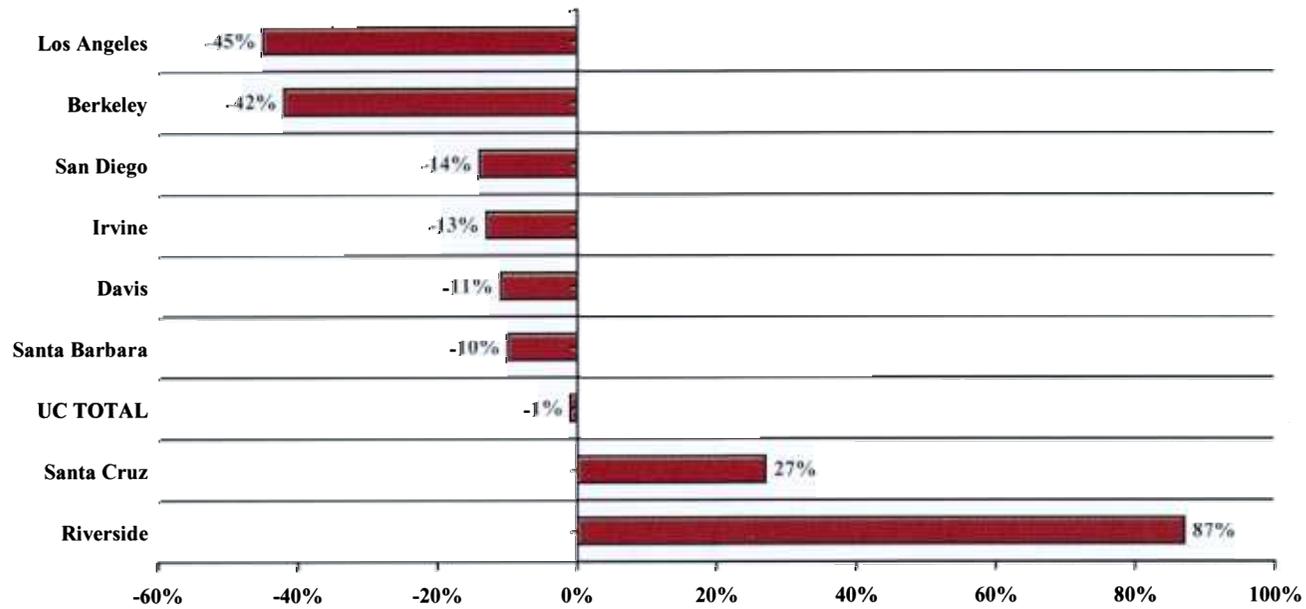
**Figure 1A. UC Application, Admission and Enrollment Flow
Underrepresented Students - California Resident Freshmen
Fall 1989 - Fall 2002**



* Fall 2002 data are preliminary and are subject to change.

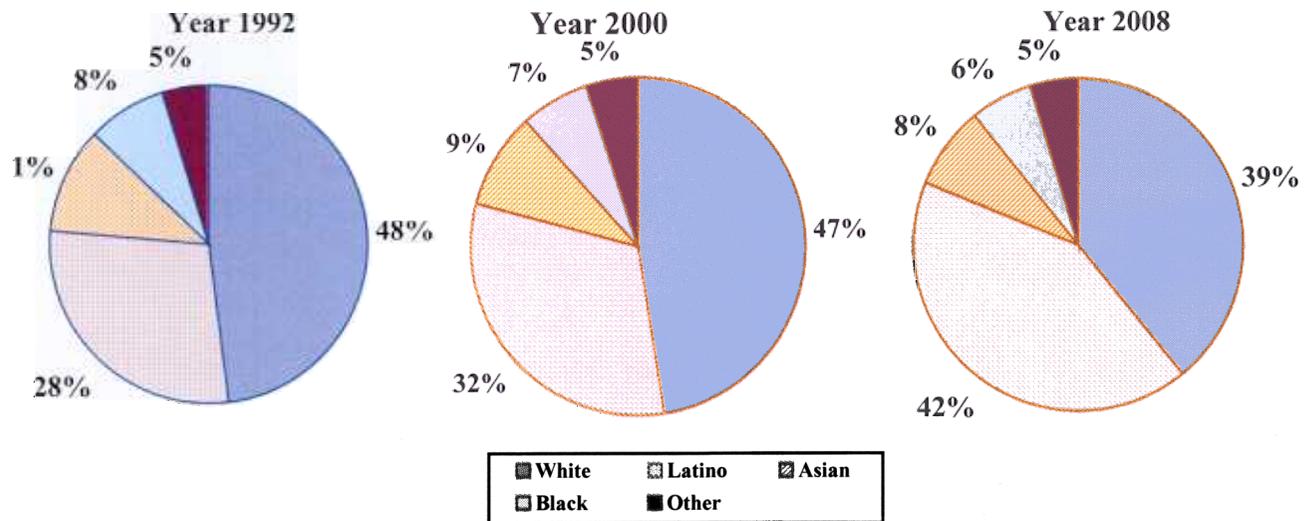
Source: App Flow 1989 - 2000, OA&SA, REG004/006, f02/preadm-Cal Fr, Department of Finance

Figure 2.
Net Change in Admissions of Underrepresented Minorities at UC Campuses Between 1995 and 2000



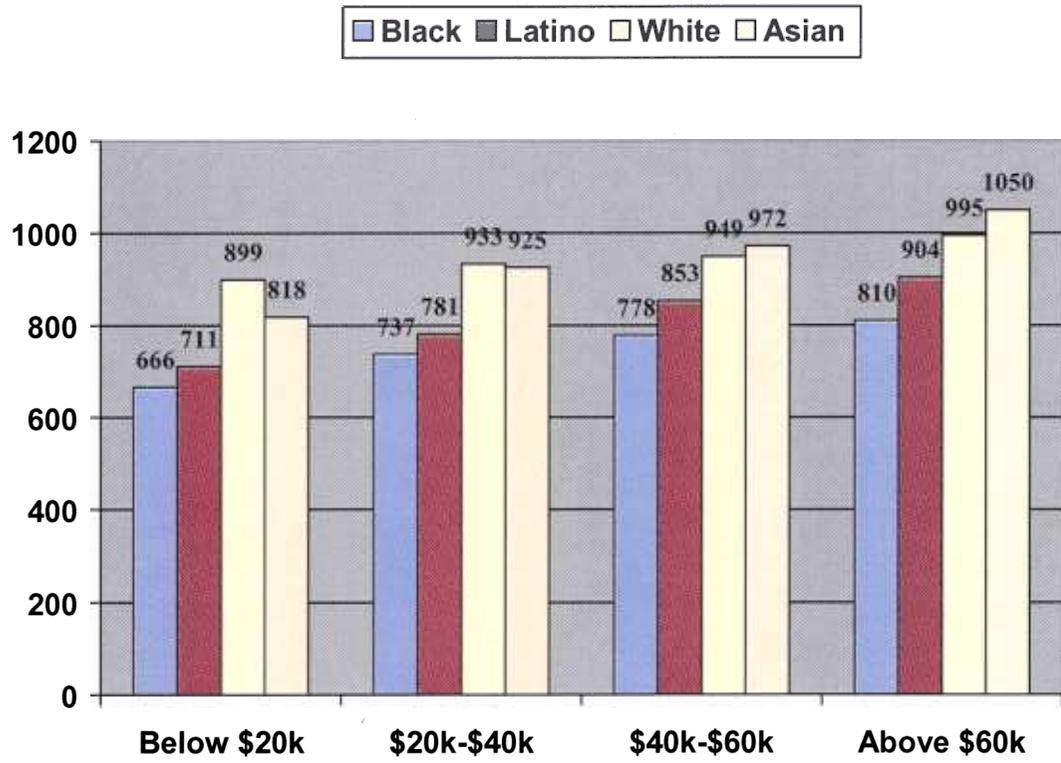
Source: UC Office of the President

Figure 3.
Actual and Projected Percentages of California
Public High School Graduates by Race and Ethnicity



Source: Admissions Briefing Paper, UC Office of the President

Figure 4.
Average SAT Scores by Parental Income and Race/Ethnicity



This includes the educational and skills attainment of its work force and earnings potential of its workers.

Underrepresented high-school graduates frequently are ineligible for admission to UC. Just 3.8 percent of Latino and only 2.8 percent of African-American graduating seniors in 1996 were qualified for UC. About 12.7 percent of white and 30 percent of Asian-American graduates were eligible.³

The California Postsecondary Education Commission (CPEC) reported in a 1996 eligibility study:

Assuming that present trends continue, Chicano/Latino and African-Americans will together comprise almost half, 48 percent, of California public high school graduates by 2008 but only 17 percent of the UC eligibility pool.

As explained next in this chapter, recent revisions in UC selection procedures may help avoid such trends. However, a number of factors have contributed to these statistics. Academic success correlates closely with household income, for instance, and underrepresented students are more likely to be poor. A study in 2000 by UC San Francisco and the Field Institute found that working African-Americans are four times more likely than whites to live in poverty, and Latinos are 13 times more likely than whites to be among the working poor.⁴ Figure 4 shows that student performance on the Scholastic Aptitude Test, a criterion for college admission, rises with parents' income.

Access to academic resources also correlates with student achievement. Yet some public schools lack the basic tools to prepare students for college. For example, in January 2000, 129 high schools in California still did not offer any Advanced Placement (AP) courses, although AP coursework is an important factor for considering admission to the most selective UC campuses.

³ California's three-tier system of public education is designed so that students who may not qualify initially for UC or CSU can be accepted and transfer to one of the public universities if they satisfactorily complete required lower-division coursework at a community college.

⁴ Defined in the survey as a four-member household with an income of less than \$20,000.

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UC has undertaken several new initiatives that seek to improve its admissions-selection process by strengthening how it identifies students with the greatest academic talent and potential, including an examination of these attributes in the context of the opportunities available to students.

Comprehensive Review Of Applications

UC Regents in November 2001 approved a comprehensive review process for selecting freshman applicants to attend one of UC's eight undergraduate campuses. They may allow UC campuses to engage in a more thorough process when determining how to assess and define academic ability, achievement, and motivation.

Beginning with the fall freshman class of 2002, the campuses will weigh a broad array of academic and personal qualifications when considering a student for admission to the university. This means student records will be analyzed not only for their grades and test scores, but also for evidence of qualities such as motivation, leadership, intellectual curiosity, and initiative. In the past, UC relied predominantly on grades and test scores to make admissions decisions. This practice reduced access to the university for large numbers of talented and promising achievers from all backgrounds who may have excelled in areas in addition to grades and scores.

The comprehensive review process will be similar to admissions procedures used by the nation's most selective public and private universities.

UC's New 4 Percent Policy

In 1999, UC Regents adopted a proposal to make the top 4 percent of graduating seniors from each high school in the state automatically eligible to attend the university, provided they have taken the UC-required "A-G" pattern of courses. This automatic admissions program, called Eligibility in the Local Context (ELC), is designed to ensure that high-performing students from all areas of the state have access to UC, regardless of where they live or the high school they attended.

The program went into effect with the fall freshman class of 2001. UC in 2001 identified 11,254 students as ELC-eligible for admission. Of these, 9,111 (81 percent) applied to the university and were admitted as freshmen.

Based on demographic projections and regional distribution, UC estimates that about 1,700 applications were generated under ELC from students who otherwise might not have met UC's requirement that they be in the top 12.5 percent of the *statewide* class of graduating high-school seniors. Many of these students appear to have come from rural areas of the state.

Use of SAT Exams

UC President Richard Atkinson last year surprised the academic world by recommending that UC no longer require the Scholastic Aptitude Test (SAT) I for freshman admission to the university. Based on this plan, UC would continue to use SAT II achievement exams, which are more closely linked to the state's high-school curriculum. President Atkinson asked faculty leaders within UC to review his proposal and report back with recommendations by summer 2002.

After reviewing this issue, UC's Board of Admissions and Relations with Schools – a statewide committee of the Academic Senate – recently proposed that the university eliminate the use of SAT exams altogether and seek a new custom-designed admissions test to measure what a student has learned in high school.

This proposed new test would focus on measuring a student's academic achievement. It would include one three-hour achievement test covering reading, writing and math, plus a writing sample. Two additional hour-long tests in specific subjects were also recommended.

Says President Atkinson:

The SAT I test of verbal and math reasoning had assumed a larger-than-life importance to students and too much time is being wasted learning how to take it, stealing time from learning the academic subjects important to success in college.

ACT, a national testing service, and the College Board, which produces the SAT exams, have agreed to work with the university to develop this new tailor-made admissions test for California. In addition, discussions have been under way to determine the feasibility of aligning the California Standards Test and the Golden State Examinations so that scores on these K-12 tests can be used in the admissions and placement processes in higher education.

UC/Community College Dual Admissions Proposal

In declaring community college transfers a high priority, UC Regents in July 2001 approved development of a dual admissions program to increase community college transfers to UC campuses. Under this proposal, students who fall between the top 4 percent and 12.5 percent of their graduating classes at each California high school, based on grades in UC-required courses, would be granted UC admission provided they complete a transfer program at a community college.

The Regents have delayed statewide implementation of this program pending state allocation of \$2.5 million to implement it. Meanwhile, a few campuses have implemented a dual admissions pilot program with local community colleges using existing funds.

By way of background, in 1997 President Atkinson signed a memorandum of understanding with Chancellor Thomas Nussbaum of the California Community Colleges aimed at increasing the number of students who transfer to the university by 33 percent. In a July 2000 partnership agreement with Governor Davis, the university reinforced its pledge to raise transfers from community colleges to UC by 6 percent annually, to 15,300 students by 2005-06.

Recommendations

Monitor implementation of the comprehensive review policy that will be used by UC to admit freshmen beginning with the class of fall 2002. Request the Office of the President to report to the Legislature on:

- ❑ How each campus implements the policy, including a campus-by-campus list of factors used in selecting applicants.
- ❑ The demographic composition of freshmen selected under the new policy once the data is available.
- ❑ An analysis of key lessons from the first-year implementation of the comprehensive selection process based on continued review and further refinement of campus-based selection criteria that measure applicants' academic performance and potential.

2. Support UC's efforts to develop an admissions test that gauges a student's academic preparation within specified course-content areas. Any test used by the UC should be aligned with California's K-12 content standards and coordinated with other K-12 exams, such as SAT 9, Advanced Placement tests, the Golden State Exam and the high school exit exam.
3. Request the Office of the President to report on the first-year implementation of the ELC initiative, including how many students enrolled, their geographic and demographic characteristics, and their first-year persistence rates, with a focus on those who otherwise would not have been admitted to UC. Based on this analysis, consider whether expansion of this program is warranted in the future.
4. Direct CSU to report to the Legislature on its enrollment and demographics data for impacted campuses and programs. Also describe what, if any, supplemental systemwide and campus admissions selection policies are being implemented to respond to the needs of impacted campuses and programs.
5. Direct CPEC to collect and analyze California high-school graduation and college-enrollment growth data – broken down by race, ethnicity and gender – with trends in population growth among relevant age groups in California. CPEC would collaborate with the state Department of Finance and other state demographers to present this data in the broader context of the changing demographics of the state, and report this information to the Legislature annually.
6. Request UC to report to the Legislature on the degree to which it currently offers undergraduate part-time enrollment and the feasibility of expanding part-time enrollment opportunities.
7. Request UC and the community colleges to develop a pilot project to enable part-time community college students who transfer to UC to continue their part-time coursework, and to consider providing these students a transfer guarantee or dual admissions to both institutions. Urge the institutions to ensure that support systems can meet the needs of this student population. Currently, the vast majority (more than 90 percent) of UC students attend college full-time. Data suggests Latino and African-American community-college transfer students attend college part-time in far greater numbers than their white and Asian-American counterparts. This pattern likely

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correlates with students from lower-income backgrounds having a financial need to work more hours.

8. Urge UC to continue its commitment to develop and implement a community college-UC dual admissions program and to report to the Legislature on the following:
 - ❑ Who is the targeted population and how many students are expected to participate in this program?
 - ❑ What are the specified services to be offered these students?
 - ❑ How, in a detailed accounting, would the proposed funding be allocated for this program?

Part II Successful Graduation and Retention of Undergraduates

Historically, significant attention has focused on increasing diversity in admissions within California's public institutions of higher education. While higher education access is central to increasing educational opportunity, access alone does not guarantee college completion and graduation.

Far less state policy attention has focused on college completion or graduation rates at UC and CSU. This is a key indicator of students' ultimate success in reaching their educational objectives and should be subject to increased review and assessment.

Based on data provided by CPEC, college-completion rates are tracked by looking at persistence and graduation rates during a five-year period for entering freshmen and a three-year period for community college transfer students who enroll at UC and CSU.

At CSU, the most recent data (students enrolled between 1995 and 2000) shows that 32.6 percent of the native freshmen graduated in five years and 27.6 percent continued to persist or were on track to graduate. In other words, 60.2 percent had either graduated or were persisting toward that goal. (It should be noted that the average CSU student is older, is more likely to attend college part-time and work more hours than students at UC, extending the average time to degree to six years.)

During this same 1995-00 period at UC, 69.1 percent of students graduated in five years and 4.8 percent continued to persist, for a total of 73.9 percent who either graduated or were persisting. Overall, these persistence and graduation figures track closely with national trends in this area.

Member campuses of the Association of Independent California Colleges and Universities show the following graduation rates: 72

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percent for UC-comparable independent institutions and 48 percent for CSU-comparable independent institutions.

Figure 5 compares the percentage of graduates who received bachelor's degrees from CSU, UC and private schools by race and ethnicity, along with a comparison to persons of "college age" -- from 18 to 29 -- in California's general population. Latinos, who represent 42 percent of the college-age group in California, are significantly underrepresented in all institutions of higher education.

College Proficiency and Remediation

The Legislative Analyst's Office reported in January 2001 that approximately one-third of freshmen at UC and more than two-thirds of freshmen at CSU are assessed as "unprepared" for college-level reading, writing and/or mathematics.

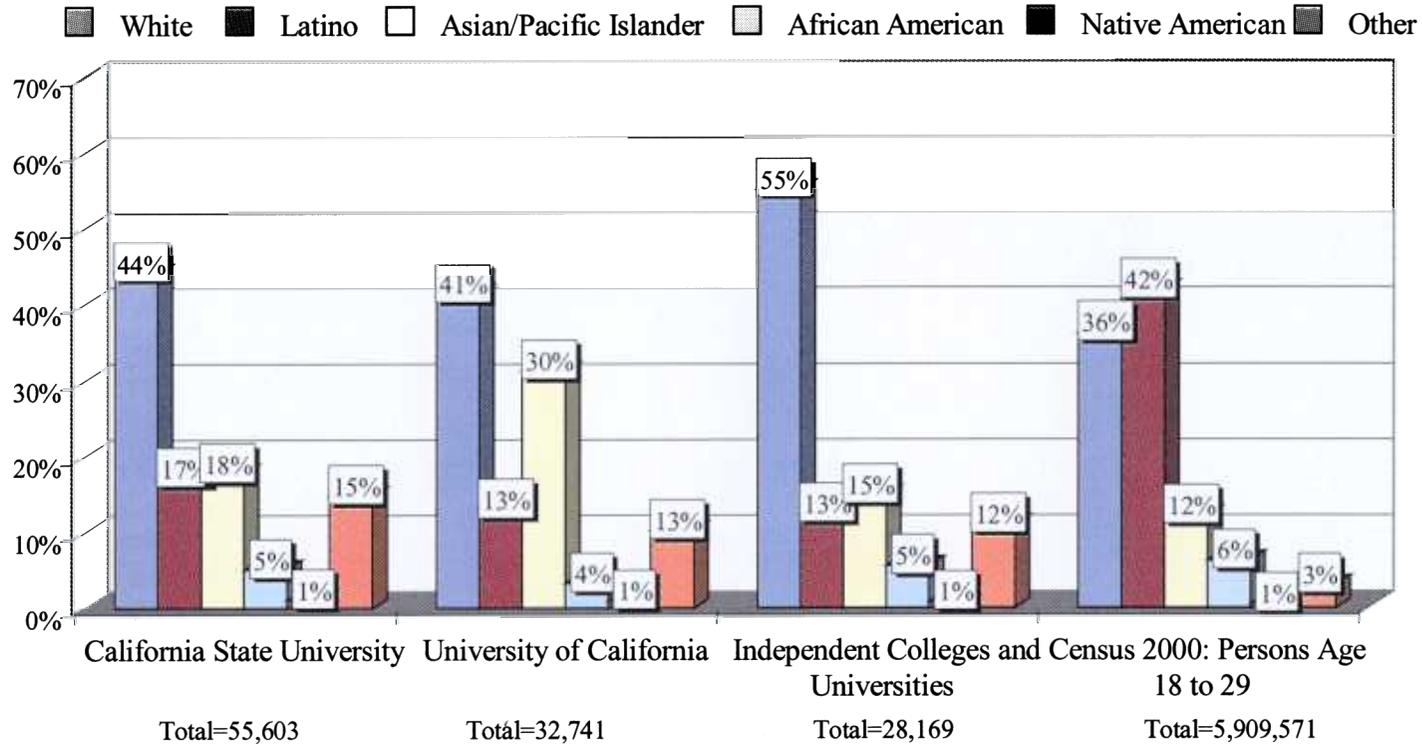
Almost 67 percent of admitted first-time freshmen could not pass CSU's English or math placement test. UC tests only for proficiency in writing, called its "Subject A" requirement. In 1999, 32 percent of UC's regularly admitted students did not satisfy the Subject A requirement. *These are students who are fully eligible to attend the universities and have taken all the requisite college preparation coursework for regular admission.*

In addition, national research shows that students who require extensive college-level remediation graduate at lower rates. For instance, students who need one remedial course graduate at a rate of 45 percent. The graduation rate drops to 18 percent among students who need three remedial courses. Finally, only about 9 percent of students who need more than two semesters of reading ever graduate with a bachelor's degree.

Yet California data is not collected by whether a student is enrolled in remedial courses, what the persistence rates are for these students and what the demographic make-up is of this population.

Currently, the only separated, or disaggregated, enrollment and retention data in California public higher education is in the form of "snapshot" information, which offers data about a set of students at one point in time. This data does not offer any insight about students' persistence over time and masks rates of attrition for various student subgroups, such as those who were required to take pre-collegiate courses. Compiling disaggregated data would

Figure 5: Bachelor Degrees Awarded in 2000 by Segment & Ethnicity



Source: CPEC 2000 & Census 2000.

Note: UC, CSU and independent colleges and universities include in their "other" category "other," "no response" and "non-resident."

Census 2000 data in the "other" category include "other" and those of multiple races.

help policymakers understand whether the cohort of students graduating reflect the diversity of students entering the state's colleges and universities. It also would indicate whether certain student subgroups are persisting at acceptable rates.

Recommendations

Require or request each public higher-education segment to collect and report to CPEC graduation and persistence-rate data by whether a student has been required to take pre-collegiate courses, and by other characteristics including ethnicity, gender and family income. The data should also be analyzed with respect to attrition rates broken down by the same categories. This data would be submitted annually to CPEC and maintained in a longitudinal data system. It could serve as a diagnostic tool for UC and CSU and their respective campuses in developing targeted and effective on-campus support systems for students who are struggling to graduate.

2. Consider funding a faculty incentive program to increase the number of faculty at UC and CSU who mentor first-year students enrolled in mandatory pre-collegiate or remedial courses. Research shows that developing a strong and meaningful relationship with faculty is critical to the academic success of under-prepared college students.
3. Request each segment of higher education, including member schools of the Association of Independent California Colleges and Universities, to provide information to CPEC on their campus support and retention programs. CPEC would use this information to create a clearinghouse to assist each segment in evaluating the effectiveness of its programs.
4. Direct the Legislative Analyst's Office (LAO) in collaboration with CPEC to comprehensively evaluate retention and support programs in each public segment of higher education. The evaluation would review what works, under what conditions, and at what cost. Each segment would be required or requested to report on the effectiveness of its system-wide and campus-based programs. The LAO would review the state's investment in them, the graduation and retention rates of their participants, and student attrition. This assessment would help the segments and campuses determine the strengths and weaknesses of programs and, if necessary, retool efforts to respond to particular group or subgroup needs.

Part III – K-12’s Link to College Participation: Creating a College-Going Culture

California schools face enormous challenges in educating a growing and increasingly diverse population. By 2005, California’s K-12 school population will be 12 percent larger than the 1999 population, with the largest growth among low-income children from diverse backgrounds and English-language learners, (currently 25 percent of school attendees).⁵

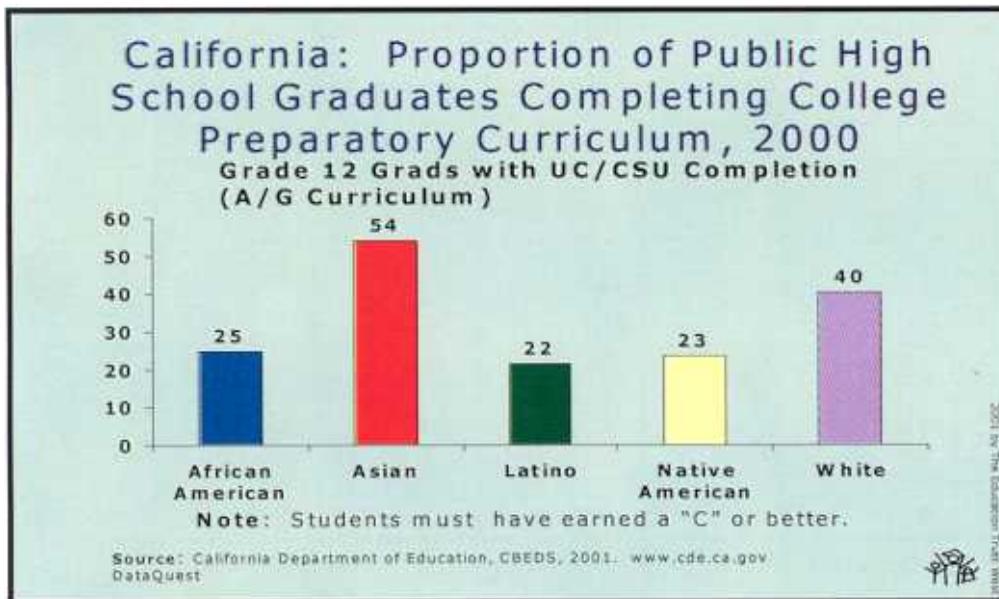
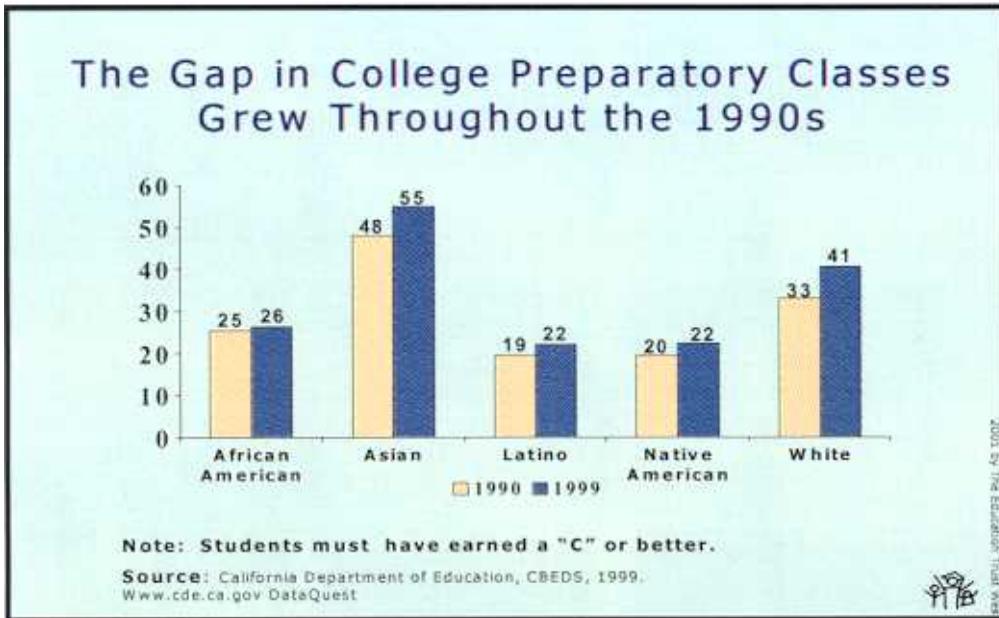
A significant achievement gap continues to persist between the lowest-income students who are disproportionately represented at the lowest-performing schools and the highest-income students who are concentrated at the highest-performing schools.

Research from the Education Trust shows that the academic rigor of high-school curriculum is the single most important predictor of college completion, even more important than the SAT or a student’s grade point average. Yet in California, only 25 percent of African-American students and 22 percent of Latino students successfully complete the A – G course pattern requirements for admission to UC and CSU. The gap in access to quality instruction between low-income students and their more wealthy counterparts grew in California throughout the ‘90s and is steadily rising.⁶ (See Figures 6 and 7.)

⁵ Jeannie Oaks and John Rogers, “The Public Responsibility of Public Schools of Education,” UCLA.

⁶ Achievement Gap 2000, Education Trust-West.

Figures 6 and 7



Reducing an achievement gap among schools has been the focus of extensive K-12 reforms in recent years. These efforts seek to remove structural barriers in education that impede student achievement by improving teacher quality, strengthening the curriculum and improving student assessment and school accountability. Many of these initiatives are now being implemented with great hope for their success.

The recommendations in this section, however, do not focus on existing K-12 reforms, as they are extensive and already in progress. Instead, recommendations address issues related to increasing college participation by strengthening the college-going culture on school campuses across the state.

A key to increasing access to college is to help students develop college plans early in their academic careers. According to research, a student is 21 percent more likely to attend college if the student has begun forming college plans in the 10th grade, rather than in the senior year of high school.⁷ Moreover, most agree that students should have college preparation plans well in place by at least the 9th grade in order to keep up with strict college preparation coursework requirements beginning in this grade. Early planning is essential for students to prepare academically and financially to take advantage of assistance available to guide them into college classrooms.

Fostering college aspirations, along with the appropriate planning and course completion, is not easy at many schools. California has one of the largest student-to-counselor ratios in the country. Nationally, the average student-to-counselor ratio at public high schools is 513:1. In California, it's 1,182:1.⁸

Further, counselors have myriad responsibilities such as course scheduling, discipline, and drop-out prevention, often leaving little time for college and academic advising. Given the workload of counselors and their multiple responsibilities, a student is lucky to have an early and meaningful interaction with a counselor to learn what it takes to get to college.

For students from homes where there is little or no information about college, this is particularly problematic. Schools are the primary source of college information and play a critical role in influencing whether a student develops the aspiration to go to college and stays on track to get there. Unfortunately, the students who most need this information are most likely to attend the schools that are least equipped to provide it. At these schools, whether a student receives timely, accurate and relevant college information largely determines whether the student does or does not go to college.

⁷ Patricia McDonough, "Creating a College-Going Culture," UCLA.

⁸ Ibid.

A College-Going Culture

A way to reverse this trend would be to create a culture on every school campus that prepares all students “for a full range of post-secondary options through structural, motivational, and experimental college-preparatory opportunities,” believes UCLA Professor Patricia McDonough, author of *Creating a College-Going Culture*. Based on years of research on college access and educational attainment, Professor McDonough has developed nine principles to foster a stronger college-going culture in high school:

- ❑ *College Talk* – This involves establishing clear and ongoing communication on school campuses about what it takes to get to college.
- ❑ *Clear Expectations* – Students need to know exactly what is expected of them in order to be prepared for the full range of post-secondary options when they graduate from high school.
- ❑ *Information and Resources* – Students must have access to easily accessible and up-to-date information and resources about college. All counselors and teachers should be aware of the information and resources available and regularly incorporate this information into daily classroom practices.
- ❑ *Comprehensive Counseling Model* – In a school with a successful college culture, all counselors are college counselors.
- ❑ *Testing and Curriculum* – Standardized tests such as the Pre-SAT and SAT are critical steps on the path to college. Schools must play a strong role in informing students about upcoming testing dates, deadlines, assistance with registration, how to prepare, and where to get resources to cover testing fees should a student have need.
- ❑ *Faculty Involvement* – School faculty must be active partners in the creation and maintenance of a college-going culture on campus. They should be kept up to date on important college information and integrate this into their classrooms wherever possible.
- ❑ *Family Involvement* – Parents and families must be active partners in the process of building a college-going culture that extends into the home. Parents must work with school

counselors and teachers to become knowledgeable of the college-planning process.

- *College Partnerships* – Schools should maintain formal links with local colleges and universities to facilitate regular interaction among the students, schools and colleges and universities.
- *Articulation* – The college-going message should be present at all phases of a student’s education experience, from elementary school through the middle-school years and high school.

Expanded Outreach

College and university outreach programs offer another important strategy and resource for the state in opening post-secondary education opportunities for K-12 students from low-income and disadvantaged backgrounds.

Both UC and CSU have a long history of operating outreach programs and working with K-12 students and schools throughout the state. For the 2000-01 academic year, CSU served 459,056 elementary, middle and high school students at 6,265 school sites. UC served nearly 100,000 elementary and secondary students in its UC-led student-centered programs and has increased its UC-Partnership schools to 256 low-performing schools, with enrollments exceeding 165,000 students.

In recent years, UC and CSU have expanded and refined their outreach programs to widen educational opportunities, especially for students concentrated in the lowest-performing schools. In this process, they have learned that success depends on developing trust and sustaining strong working partnerships with K-12 school officials. They also recognize that K-12 school personnel, especially from low-performing schools, are under considerable pressure to meet school-reform requirements. Moreover, many of these schools are in the midst of managing significant change, often with high rates of student, teacher and principal turnover. A strong relationship between school personnel and university staff can sometimes take years to develop.

There are numerous federal, state, local and privately sponsored outreach initiatives that strive to increase student achievement and college preparatory opportunities at many of the targeted low-performing K-12 schools. For example, there are seven different statewide, state-funded outreach programs operated by different

institutions that are designed to provide college-preparation information and various enrichment services to students. It is not clear to what extent the various outreach programs are coordinated in the field or overlap in providing services to many of the same schools. Managing and scheduling these services on a campus can be a demanding and time-consuming responsibility for school personnel. This issue needs to be explored more fully.

While university outreach programs have served a key function in providing students, schools and families critical information about college and what it takes to get there, they must continue to develop effective ways to deliver these services within a complex and changing K-12 environment.

Recommendations

- 1 All students shall enroll in an academically rigorous college-preparation curriculum (the A-G pattern of courses serves this purpose), unless the student opts out of this program. This academic preparation is designed to provide the foundational skills needed for a student to exercise his or her choice in deciding whether to pursue a post-secondary education or move directly into the work force. Currently, students generally opt into a college-preparation program in negotiation with their high school counselors. Given the shortage of counselors who provide this college advising to students, students may miss the opportunity to make an informed decision to enroll in college-preparation classes. This is a particular problem for prospective first-generation college students who do not have access to college information in the home and are especially dependent on the school for guidance in this area. This recommendation requires the student to make an active decision not to enroll in these courses.
2. Create a “college-going culture” on K-12 campuses, whereby all counselors are “college counselors” and faculty are full-partners in creating and maintaining a college culture on campus. As part of this effort, develop a pilot project that coordinates university-outreach services and resources on specified campuses and designate one person on the K-12 campus whose primary responsibility would be to coordinate all college-advising activities that lead to a strong college-going culture on campus. This will help establish a coherent and comprehensive college-advising program that is an integrated part of high school. This proposal establishes the importance of annually having someone within the K-12 structure to coordinate

information, especially A-G course requirements, and to tap the expertise of university staff.

3. Create a professional-development program for all counselors at middle schools and high schools to provide first-hand knowledge of college-admissions requirements for California universities and colleges, admissions-testing requirements, financial-aid opportunities (including the newly expanded Cal Grant program), and other college-preparation resources available for students. These professional-development or continuing education programs could be developed by the state Department of Education in conjunction with representatives from UC, CSU, community colleges, independent colleges and universities, and the California Student Aid Commission. This proposal elevates the importance of keeping key school personnel informed about college preparation and the changing requirements.
4. Require data that districts report on student assessments, testing outcomes, access to college-preparation courses, among other reporting requirements, to be broken down by individual tracks within multi-track, year-round high school campuses. This proposal would ensure that all students, despite their individual track at a multi-track school, have access to and are prepared for the full-range of post-secondary education opportunities.
5. Develop a California Higher Education Access and Equity Bill of Rights that outlines the fundamental right of every student in California to receive an equal and quality K-12 education that opens opportunity for each student to pursue educational or work force goals beyond high school. This student bill of rights would establish a clear education standard and expectation to which all students could aspire.
6. Amend existing law (*AB 1570/Chapter 916/Statutes of 1999*) that requires the establishment of a K-16 longitudinal student database that tracks student movement within and between each educational system. These amendments should help facilitate implementation of the law by addressing issues of increased security, privacy and clarification of data-exchange agreements between the educational segments and CPEC. This legislation was adopted several years ago and has not been implemented because of technical difficulties. This information is important for California to analyze how students persist within the state education system. The information from this

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system could be used as a diagnostic tool for refashioning policies, programs and practices to best serve the students of California.

Part IV The Graduate School Pipeline: Implications for California's Socioeconomic Growth

Students who continue their education beyond a bachelor's degree contribute to California's social and economic vitality in many ways. They perpetuate a system of higher learning that ensures the students of tomorrow can learn more, achieve more and reach further.

Master's degrees have become hallmarks of professional attainment in many fields and, increasingly, entry keys into the most skilled reaches of California's labor force. They may be an end in themselves, or pave the way for more advanced education

Professional degrees from medical, dentistry and law schools are critical to meeting community needs for vital services while conferring upon their recipients social status and, typically, the means for economic success. Importantly, professionals who grew up in under-served communities are more likely than outsiders to work in these communities when they gain their diplomas.

Doctoral graduates, although they number only about 5,500 a year in California, also play a key role in the state's economy. They typically lead high-level research and development in private industry, and become university faculty and researchers. Their work spawned Silicon Valley, and remains a significant factor in fueling California's high-tech industry.

Also importantly, all three segments of public higher education face a growing shortage in teaching faculty as waves of baby-boomer professors begin to retire. UC, CSU and the California Community Colleges project a need for more than 40,000 faculty by 2010.

Those faculty are today's – and tomorrow's – graduate students.

For these and other reasons, it matters that California's graduate institutions in an era of historic diversity strive to bring more students from all backgrounds into their classrooms. Graduate education is no longer a purview of the historic elite but, increasingly, a logical pathway for those committed to pursuing goals tied to knowledge. Given the stakes, it becomes a responsibility of colleges and universities to encourage more students to begin thinking of themselves, perhaps for the first time, as graduate material.

Yet UC is not keeping the pace. Even as the number of bachelor's degrees it annually awarded rose by 17 percent during the past 10 years, its combined master's, doctoral and professional degrees crept up only 4.4 percent. Its doctorate degrees rose from 2,476 in 1990-91 to 2,729 in 1999-00.

Picking up the slack are the state's independent colleges and universities, which handed out 52 percent of the master's degrees and 49 percent of the doctorates conferred in California in 1999-00. Doctorates from these schools jumped by a whopping 47 percent in the decade between 1990-91 and 1999-00, from 1,973 to 2,655. For comparison, UC awarded 6,462 master's degrees in 1999-00. The private schools conferred 22,112.

Also filling the void is the CSU system, which has issued ever-growing numbers of master's degrees. The total leaped during the decade of the 1990s from 10,487 to 13,544, a hefty 22.6 percent increase.

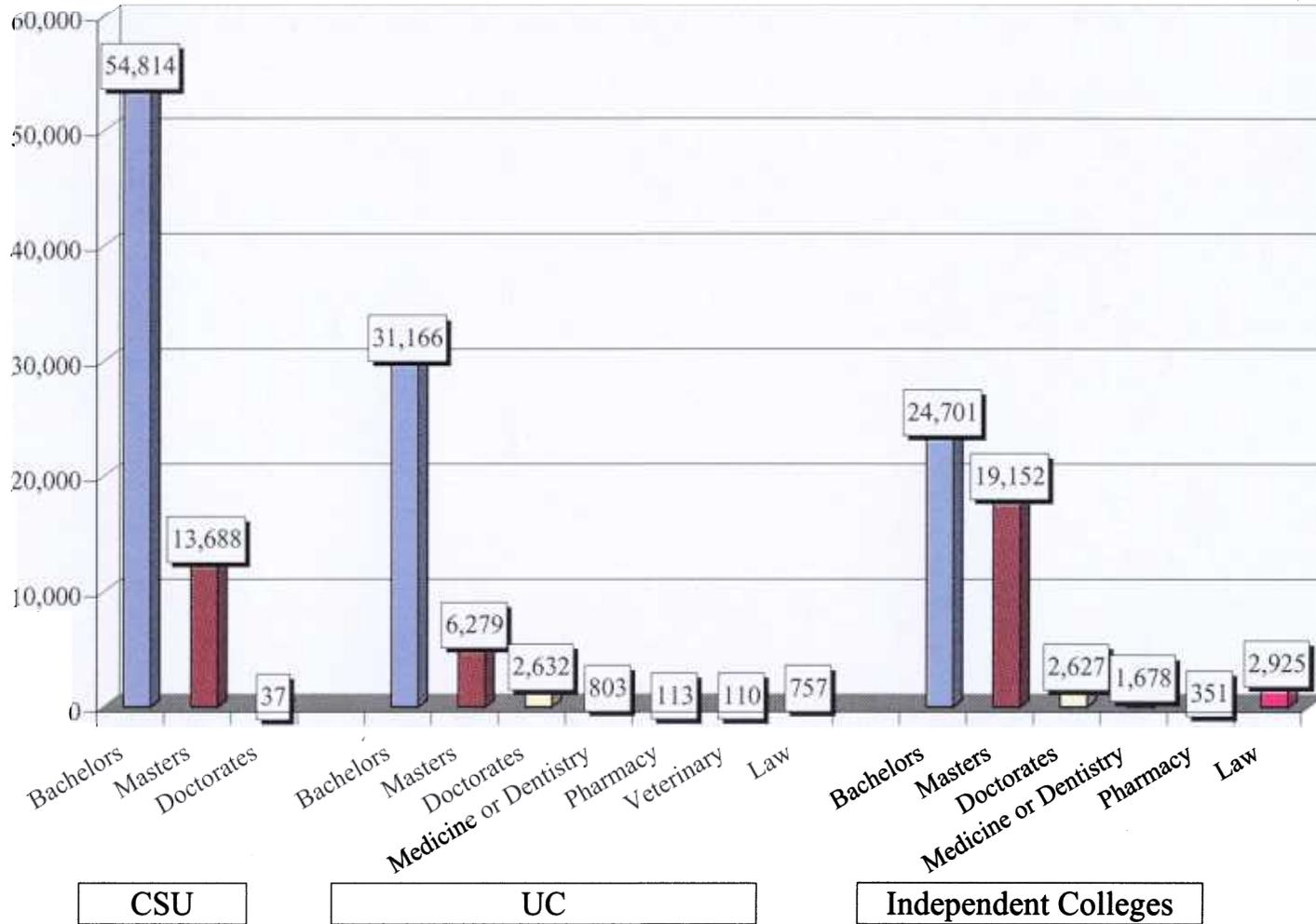
CSU's power to award doctorates is severely curtailed by the 1960 Master Plan for Higher Education, which gives that authority to UC. In limited cases, CSU can offer a joint doctoral degree in partnership with a UC campus or an independent college or university. CSU participates in 18 of these joint doctoral programs.

In 1999-00, CSU issued 40 doctorates, compared with UC's 2,729 and the 2,675 of the private schools. For a graphic look at these trends, see Figure 8.

Graduate School: An Untold Story

By longstanding academic traditions, graduate schools aren't especially accessible to most newcomers. Applicants who meet *undergraduate* admissions requirements at UC and CSU are

Figure 8. Degrees Awarded in 1999 by Public and Private Universities



Source: CPEC 1999.

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guaranteed places somewhere within those systems. However, it's a different story at the graduate level -- graduating college seniors frequently are not aware of opportunities to pursue graduate education. Relatively few may understand that graduate admissions and eligibility requirements at CSU and UC are highly decentralized and determined within academic departments and schools.

System-wide, UC offers about 600 graduate programs, each with its own admissions committee. These evaluate the benefits that prospective students can bring to their programs, departments and schools. Sifting through grades, resumes, recommendations, interviews and assessment scores from the Graduate Record Exam (or the equivalent), these committees determine whether the academic interests and research goals of a particular applicant will mesh with, or even enhance, the institution's offerings. UC's graduate programs admit only 28 percent of all who apply.

CSU offers 732 master's degree programs along with its joint doctoral degrees. The graduate admissions process is more formulaic at CSU, relying heavily on grades and test scores. However, even at CSU, graduate school admissions requirements can vary from department to department.

It helps enormously for applicants to develop mentoring relationships with professors who can guide and sponsor them, yet the importance of building such relationships can be easily overlooked during the undergraduate years. Potential graduate students, especially those from underrepresented groups, may lack an understanding of, and perhaps accessibility to, the kinds of academic networks that typically pave the way for earning advanced degrees.

In fact, the number of graduate degrees awarded to underrepresented students at all segments of higher education reveal a troubling trend. Latinos, especially, receive a disproportionately low percentage of graduate degrees awarded each year, well below population trends. For example, although Latino students earned 18.3 percent of CSU's bachelor's degrees in 2000, they received only 11 percent of master's degrees that year.

Further, UC graduate enrollments among underrepresented minorities have fallen, according to the university's figures, since UC's affirmative-action programs ended in 1995. African-Americans were 2.7 percent of UC graduate students in 1999-00, down from 3.8 percent in 1995. Latino graduate enrollments fell

from 7.6 percent to 6.7 percent between 1995 and 2000. However, Asian-American enrollments climbed from 14.7 to 15.8 percent.

Figures 8 and 9 show, respectively, the numbers of undergraduate and graduate degrees awarded by public and private institutions in 2000 and the percentages that went to persons of various race and ethnic backgrounds.

Outreach to Graduate Students

Outreach efforts, such as preparation workshops sponsored by the California Forum for Diversity in Graduate Education,⁹ have begun addressing this gap. Several other graduate outreach programs, discussed later in this section, are relatively small and receive nominal funding.

According to a report issued by the College Board, *Priming The Pump*, a variety of steps can be taken to increase the pool of “high achieving underrepresented students competitively eligible for graduate and professional school study in the full range of academic disciplines.”¹⁰

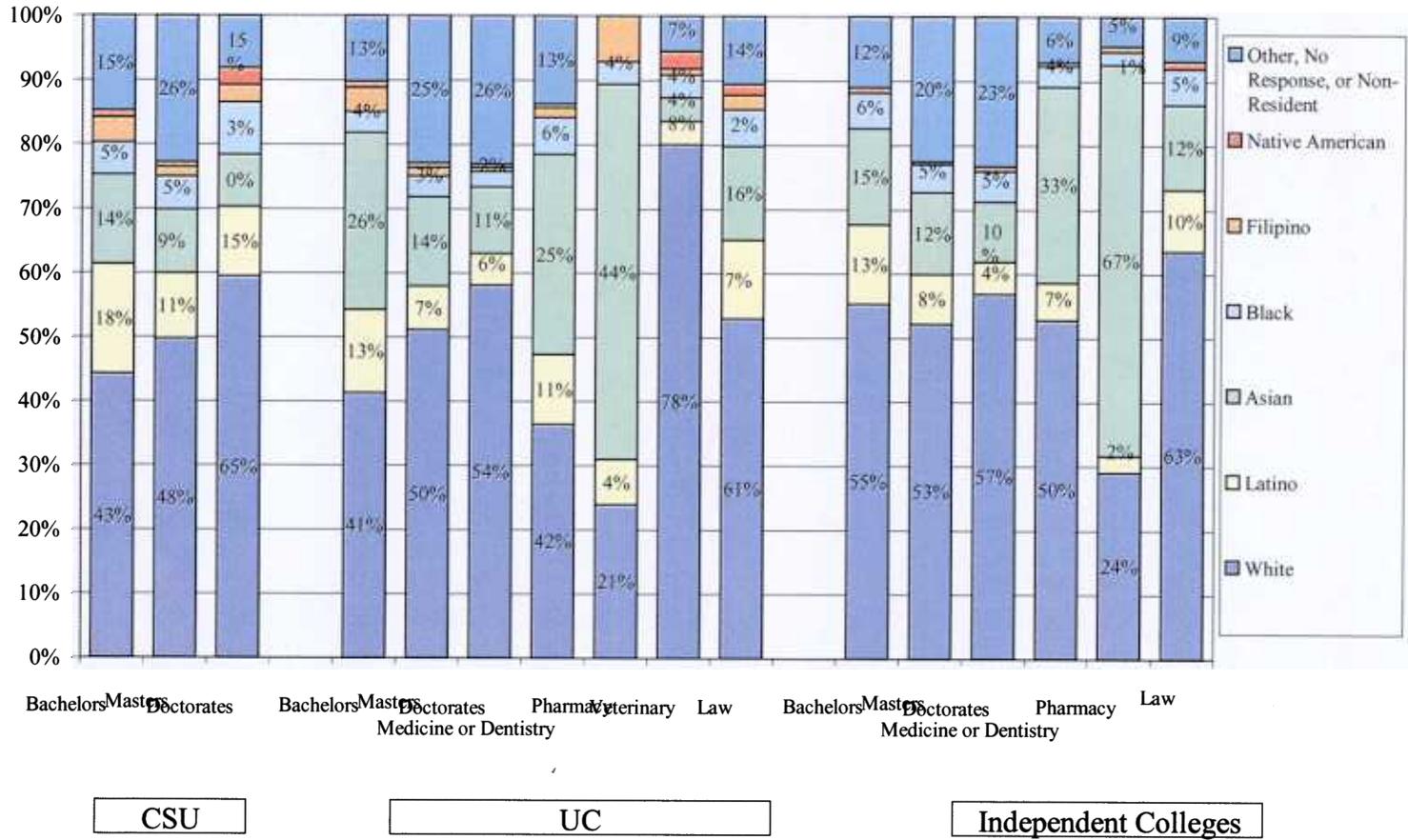
This is a pool of students who, for example, have GPA’s of 3.5 or higher on a 4.0 scale, graduate with honors, or graduate in the top 10 percent of their classes. This is a ready pool of students who are strong candidates for graduate studies, but are not necessarily making the connection.

Most academic support systems focus on helping students strengthen academic skills to succeed in graduating. Little is done to help increase the numbers of high-achieving, underrepresented students who are competitively eligible to pursue graduate and professional school opportunities. Patricia Gandara, author of *Priming the Pump*, says “this is a programmatic area deserving of greater focus, attention and expansion of opportunities for high achieving underrepresented students.”

⁹ The graduate deans of the UCs, CSUs and most of the independent colleges and universities in California host about 1,000 undergraduate and master’s students each spring in all-day workshops on graduate admissions, education, financial aid and preparation for the Graduate Record Exam.

¹⁰ Patricia Gandara with Julie Maxwell-Jolly, *Priming the Pump: Strategies for Increasing the Achievement of Underrepresented Minority Undergraduates*, University of California Davis, The College Board, 1999.

Figure 9. Degrees Awarded in 2000



Source: CPEC 1999.

Financial aid is another important consideration for students when pursuing advanced graduate studies. Unfortunately, state-funded financial aid is limited for graduate students.

What the state does offer is a Graduate Assumption Program of Loans for Education (Grad APLE). This program repays education loans of up to \$2,000 applied over three years for graduate students who fulfill pledges to work as faculty at accredited California colleges and universities after receiving their advanced degrees. The Grad APLE program is authorized to issue up to 550 warrants a year. For the past several years, however, less than half of the available warrants to pay off loans actually were issued.

Additionally, CSU offers a Forgivable Loan/Doctoral Incentive Program that forgives the loans of doctoral graduates who ultimately teach at CSU campuses. Originally designed to encourage doctoral study by underrepresented minorities and women, it's now open to applicants regardless of race, ethnicity or gender. About 106 graduate students receive these forgivable loans each year.

Also, as many as half of the nation's graduate students help pay their way by working as teaching or graduate assistants in their departments.

The UC Commission on the Growth and Support of Graduate Education last year launched a campaign to increase financial aid for graduate students with the goal of adding 11,000 more students at UC campuses by 2010.

Other graduate outreach programs at CSU and UC include:

- *Dissertation-Year Fellowships* – These stipends, worth more than \$12,000 each, are awarded to UC graduate students from disadvantaged backgrounds during the year they write their doctoral dissertations. The goal is to enhance their qualifications as applicants for UC faculty positions. Of the 53 current participants, 34 percent are Latino, 7.5 percent are African-American, 18.9 percent are Asian-American and 32 percent are white.
- *Medical Postbaccalaureate Reapplications* – Applicants who were not accepted the first time at UC's medical schools can take prescribed courses and workshops to help them reapply more successfully. Originally intended for underrepresented

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minorities, the program now targets disadvantaged students or those who intend to work as doctors in under-served areas. The 70 students participating this year across UC's five medical schools are 39 percent Latino, 27 percent Asian-American, 23 percent African-American and 4 percent white.

- *UCLA Law Fellows Program* – Disadvantaged students spend Saturdays building skills to improve their academic competitiveness for admission to top law schools. Of the 180 who have participated, 50 percent have been Latino, 23 percent African-American, 19 percent Asian-American and 7 percent white.
- *California Pre-Doctoral Program* – Designed to improve chances for disadvantaged CSU students to win admission to doctoral programs, this project selects about 80 students each spring to participate in research internships at doctoral campuses, most often in the UC system.
- *Various Campus Graduate Outreach Programs* – These prepare disadvantaged undergraduates at UC for admission to graduate and professional schools, sometimes with a focus on science, math and engineering. One such program at UCLA is called *Medicos Para El Pueblo: Medical Education Preparation Program*. It offers an introductory class, “Health in Underserved and Linguistic-Minority Communities,” taught at UCLA to provide students subject content, analytic skills, statistics overview, research skills, and cultural competency. The program goal is to triple the number of underrepresented students who matriculate to medical school and other health-related programs.

Texas Model

Recent Texas legislation may offer a model for expanding graduate diversity. Adopted last summer, the new law spells out 11 factors that may be considered in granting admission or scholarships to graduate and professional students. These include socioeconomic status, multilingual skills, and a need for specialized professionals in an applicant's community. The law will prevent standardized tests such as the Graduate Record Exam from being used as the primary criteria for admission or scholarships. An applicant's scores will have to be compared with others in the same socioeconomic group.

In short, the Texas law forbids using rigid formulas in determining who is accepted into graduate and professional schools.

Foreign Students

As a final note, a newly released report by the California Council on Science and Technology¹¹ warns that California's system of higher education is failing to produce enough highly skilled resident workers to fill the state's science and engineering jobs. It notes, among other things, that ever-larger numbers of nonresident immigrants are earning advanced degrees in California, especially in high-tech fields.

Back in 1979-80, nonresident immigrants received 5 percent of the graduate degrees awarded by CSU. Within 20 years, that number more than doubled to 12 percent. UC reports that, as of last fall, nearly 18 percent of its graduate and professional students were nonresident immigrants.

The council says nearly 42 percent of the master's degrees awarded in science and engineering in California in 1999 went to international students. That trend, it says, is spurring California industries to hire foreign-born workers as a solution to the state's high-tech labor shortages.

Recommendations

Commission a study to examine a need to expand graduate enrollments at CSU and UC. Examine supply-and-demand issues within various advanced degree fields and related industries.

2. Consider expanding the outreach programs at UC and CSU that demonstrate the greatest effectiveness in increasing access and diversity in graduate and professional programs. Focus on providing information on the graduate admissions process and financial aid to first-generation college students. Link students with graduate advisors. Explore development of a faculty mentoring program for undergraduate students from diverse backgrounds who are interested in pursuing advanced degrees.
3. Expand the Graduate Assumption Program of Loans for Education (Grad APLE) for students from diverse backgrounds

¹¹ "Critical Path Analysis of California's S&T Education System," a report by the California Council on Science and Technology, 2002.

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who are enrolled in an academic program leading to a graduate degree. The state would increase the loan assumption from \$6,000 to \$10,000, spread over three years, for students who complete three years of service as full-time faculty members at California colleges or universities. The Legislature should urge UC, CSU and the community colleges to give special consideration to hiring Grad APLE students.

3. Require the Student Aid Commission to work with California colleges and universities in establishing a GRAD APLE contact on each campus as a point person for graduate education outreach and to ensure full utilization of the GRAD APLE warrants allocated to each campus.
4. Urge CSU and UC to explore the possibility of adopting a comprehensive application-selection process at both systems to guide individual departments in choosing graduate students. Factors to consider include:
 - ❑ Past academic performance,
 - ❑ Academic potential,
 - ❑ Parental educational achievement,
 - ❑ Past ability and potential for overcoming adversity,
 - ❑ Natural leadership abilities,
 - ❑ Commitment to community,
 - ❑ Interest in pursuing work in high-shortage areas and in under-served communities.
5. Develop a pilot project to create an articulated connection between specific CSU master's programs and related UC doctoral programs to increase the pool of prospective doctoral candidates. At a time when more faculty are needed to teach, this proposal would open access to doctoral education by formally establishing CSU as a feeder school for certain UC doctorates.

Part V Institutional Commitment to Diversity as a Core University Value

Encouraging diversity has been perceived primarily as a student access and enrollment issue for underrepresented students. As a result, most diversity initiatives have centered on student outreach and monitoring student enrollment and graduation. While this perspective continues to be important, researchers are beginning to understand the “multi-dimensions of diversity.”¹² For example, it is not enough to just focus on student enrollment when assessing whether the goal of diversity has been achieved. This is only one side of the equation. The other side focuses on the university’s ability to embrace and maximize the benefits of diversity on campus so that everyone benefits from this enrichment.

In a post-Proposition 209 environment, California has moved away from a regulatory approach to addressing diversity issues. Instead, university leaders now have the opportunity to define the issues of diversity more broadly and in a value-added context. This new approach reinforces the notion that diversity enriches the educational and intellectual experience for all students in the classroom. Moreover, it cultivates an understanding that the benefits of diversity have less to do with students’ physical characteristics and more to do with the personal and intellectual insights students acquire from their individual life experiences and consequently bring to the educational setting.

A report by the James Irvine Foundation that studied diversity initiatives at California private colleges and universities noted the following:

¹² Daryl G. Smith, “A Diversity Research Agenda.”

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*The massive transformations we are witnessing have profound implications for higher education, not only in educating an increasingly diverse student population, but also in educating all students to live and take leadership in a complex society.*¹³

University leaders have an opportunity to set the tone and create a new ethos whereby diversity is a source of institutional pride. One way to accomplish this is by making the value of diversity a core element of the university mission statement. While most college and university mission statements reference the value of diversity, few are explicit about how to institutionalize this commitment.

Institutionalizing a commitment to diversity means elevating diversity to become the responsibility of presidents, senior academic officers, campus administrators and the faculty; it is not just the purview of student affairs and admissions officers.

Any discussion of these issues raises questions about how well our universities today are positioned to educate diverse student populations and whether they are prepared to embrace the integration of diverse ideas and cultures. When examining the multiple dimensions of diversity, an institution can ask itself, “What kinds of institutions best serve a diverse and pluralistic society?”¹⁴

It is also important to know whether college and university efforts to address diversity are long-term and sustainable. Are they central rather than marginal to the institution? Are they connected to core academic and institutional activities? Will they be maintained by a permanent institutional infrastructure? These questions begin to examine whether the commitment to diversity is integrated into all aspects of the institution.¹⁵

Faculty Diversity

The benefits of diversity extend into academic departments. A diverse faculty enriches the intellectual capacity of a department, much as a diverse student population enriches the educational experience of students in class.

¹³ Daryl Smith, “The Progress of a Decade: the Higher Education Diversity Initiative,” report to the Irvine Foundation, 1997.

¹⁴ Daryl Smith, “A Diversity Research Agenda.”

¹⁵ Ibid.

The business community recognizes the benefits of diversity. According to the research of law Professor Steve Ramirez of Washburn University, “Diverse workgroups have been shown to be more innovative and creative than culturally homogenous workgroups.”¹⁶ Businesses are learning that well-managed, culturally diverse work teams enhance the economic performance of their organizations.

Achieving an inclusive work force in California has proven to be a particularly difficult challenge, however. According to CPEC,¹⁷ diversity among public higher-education faculty, with few exceptions, has expanded only slightly or remained unchanged in the past decade. Between 1990 and 1999, Asian-Americans and women have made the most significant gains in expanding faculty diversity. Latino faculty hires have increased nominally and the percentage of African-American faculty has remained steady for the past decade. The state also struggles to promote a teacher work force that is reflective of population trends in the state. Both higher education and K-12 faculty composition trends run counter to population realities in California. (See Figure 10.)

While it is true that colleges and universities across the country are trying to diversify their faculties, this has been one of the most difficult challenges to overcome.

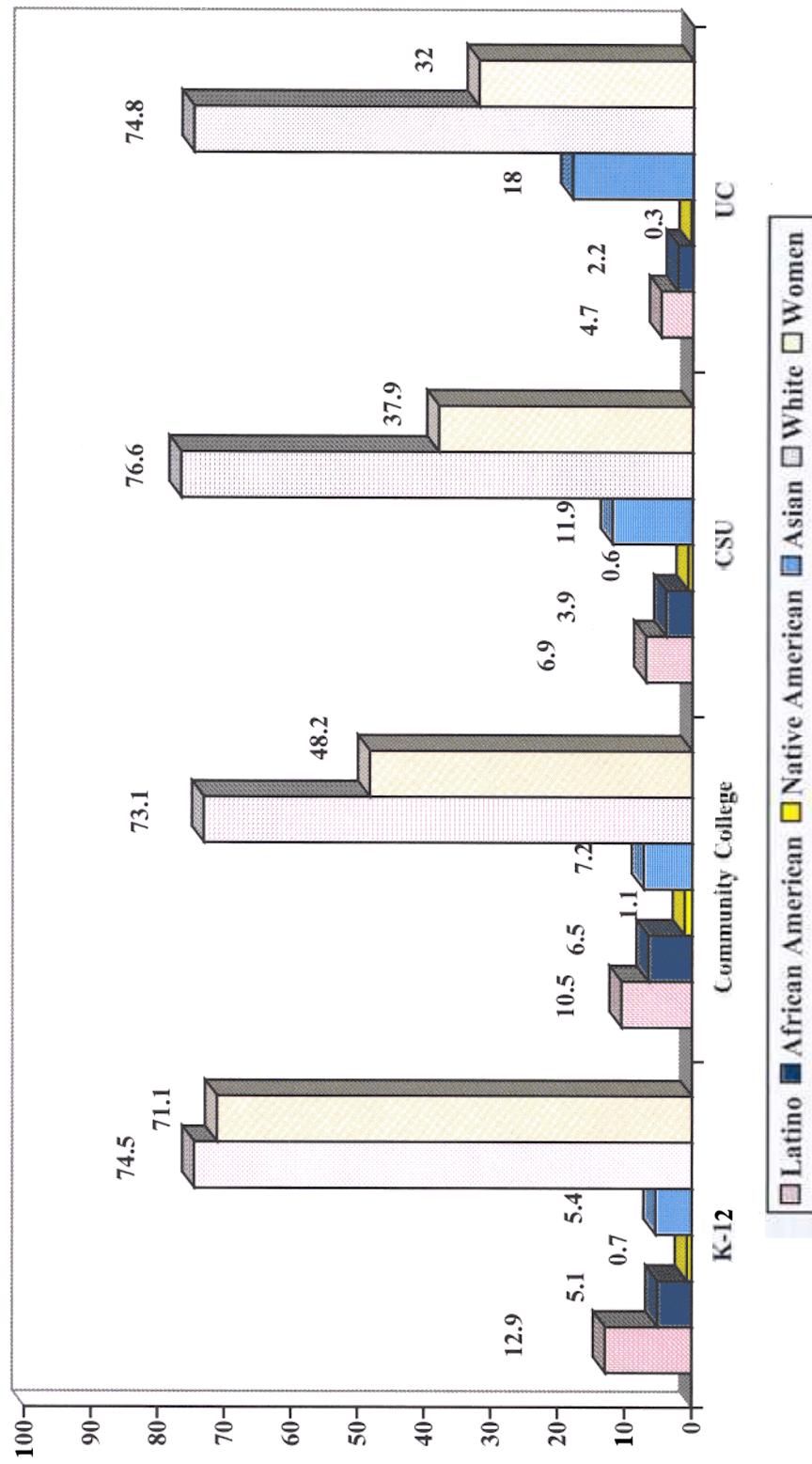
College and university officials responsible for faculty hiring explain that these trends reflect a shortage of diverse faculty in the marketplace that often result in “bidding wars” to hire faculty from underrepresented backgrounds. Even community colleges make the limited pipeline argument, although the minimum qualification to become a community college professor is a master’s degree in the subject to be taught.

Most policy decisions about hiring faculty are made at the departmental level. It is individual department head and senior faculty who decide how to structure the hiring process to fill faculty vacancies in their disciplines. They make decisions about issues, such as designing the recruitment plan, determining what constitutes “quality,” and what intellectual endeavors are most worthy of consideration.

¹⁶ Steven A. Ramirez, “Diversity and the Boardroom,” *Stanford Journal of Law, Business and Finance*, 2000.

¹⁷ Higher Education Performance Indicators, 2000.

Figure 10: Percent of Full-Time Faculty in California Public Education, 2000



Recent research suggests the challenge of hiring diverse faculty may be more than just a shortage issue. The real challenge is taking a hard look at the faculty search and selection process.

Challenging Assumptions, Removing Barriers

A recent national research study looked at the competing theories about faculty diversity -- whether it is a shortage issue or a question of how the search and selection process is designed. It determined that the “bidding war” phenomenon was vastly overstated. Rather, it found the hiring selection process to be quite subjective with vague criteria often favoring candidates with the right “academic pedigree” or kinship networks, as opposed to academic qualifications.¹⁸

Experts who have studied issues associated with diversifying faculties recommend strategies that remove attitudinal and structural barriers.¹⁹ These strategies include steps such as:

- Urging top university administrators to reclaim their role in approving the final decision about new faculty hires. It is commonplace for top university officials to authorize a department to make the final decision about which faculty member is hired.
- Making it clear from the top down that the institution is committed to attracting and hiring a diverse faculty. This commitment becomes a core value that filters down to every department and is a consideration when implementing decisions.
- Urging an examination of the department hiring process, including a review of the composition of the selection committees, to determine whether job descriptions indicate a commitment to diversity, and whether there are appropriate campus intervention strategies to assist in faculty recruitment and selection.

Experts believe that the campuses that have experienced the greatest success in diversifying their faculty have implemented at least two of the above three strategies.

¹⁸ Daryl Smith, et. al., “Interrupting the Usual: Successful Strategies for Hiring Diverse Faculty,” 2002.

¹⁹ Ibid.

Support of Scholarly Research on Diversity

The development of new curriculum and research on diversity is a powerful tool for engaging more faculty in the scholarship of inclusion. Such a commitment can drive more activity centered on recognizing the intellectual and academic dimensions of diversity in university settings. This work also can help identify and address significant public-policy issues in the state that are directly tied to population trends. A commitment to the development of this scholarship could have long-term impacts on shaping the way diversity is embraced throughout an institution.

There are numerous university centers across the state doing excellent work in addressing issues of diversity. Much of this work, however, is relatively new with respect to examining issues in a post-Proposition 209 climate, when diversity is not a set goal but a desired result.

Moreover, most of these centers are financed outside of the permanent research funding framework. As a result, they depend on outside grant funding and whatever support they can garner from the campus.

Outside of the academic world, the practical work of these centers is not well-known. Organizations with an interest in understanding and framing issues of diversity have a difficult time identifying the intellectual and academic resources available on this topic.

As the largest and most diverse state in the country, California has the opportunity to lead the nation in determining ways to tap its human capital to yield long-term socioeconomic benefits for the state. Nowhere can California better maximize the public benefits and opportunities of diversity than on its college and university campuses. This is where the next generation of leaders is being prepared to take on the challenges of an increasingly complex and diverse society, both at home and globally.

This work is both strategic and wise in guiding California into a new century.

Recommendations

1. Urge the executive leadership at California colleges and universities to create campus environments that value diversity as a key element of the learning experience for all students and for the civic, social and economic vitality of our society as a

whole. This commitment can be defined within a college or university mission statement as a mechanism to create a new “ethos” whereby diversity is a source of pride for the institution.

2. Establish a *permanently funded* Institute on Diversity and Inclusiveness. Although the Institute would have formal affiliations with the campus research centers that delve into related issues, its mission would encompass a broader framework of the socioeconomic ramifications of inclusiveness.
3. Direct CPEC to study university and college faculty demographics, supply-and-demand issues, and faculty retirement patterns for the next decade. These issues would be examined within the framework of projected enrollment growth to project future faculty-hiring needs.
4. Urge the leadership within each public segment of higher education to make a clear commitment to faculty diversity and to identify recruitment and intervention strategies that target “new opportunities to hire” to achieve this goal.
5. Recommend a study of the faculty-hiring process from the point of view of institutional practices. The study should establish a sample group from UC, CSU and the community colleges to examine these practices. Specifically, the study should look at the search process, including a review of such factors as:
 - Whether the value of intellectual diversity is included in the job description,
 - The composition of the search committees, and
 - Whether the institutions utilize any intervention strategies to increase applicant diversity.
6. Create faculty incentive programs to diversify research interests that are beneficial to addressing important public policy and socioeconomic interests of the state.

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