

Attachment 1

STUDENT TRANSFER IN CALIFORNIA PUBLIC HIGHER EDUCATION

Introduction

This paper provides a brief history of student transfer from California community colleges to baccalaureate-granting institutions, and includes recent data on how the University of California (UC) and the California State University (CSU) are meeting the 60:40 upper division to lower division student ratio called for in SB 121 (Statutes of 1991, Chapter 1188). In particular, it addresses past legislative efforts and statewide initiatives surrounding transfer and articulation, provides an overview of several current efforts and challenges, and identifies potential leadership opportunities for the Board of Governors in moving the transfer agenda forward.

Overview of the Role of Transfer

Providing lower-division instruction that prepares students for transfer to a four-year college or university to complete the work required for baccalaureate degrees is a fundamental component of the community college mission. It enables students who are not eligible for admission to the UC or CSU directly from high school to establish eligibility by performing well in community college courses and provides substantial cost savings for students, families and the State, due to the lower cost of community college education. By giving students the opportunity to attend a community college first and then transfer to a four-year institution, our colleges provide an important route to a baccalaureate degree and beyond for tens of thousands of students each year.

Background

The 1960 California Master Plan for Higher Education established transfer from community colleges to baccalaureate-granting institutions as a central element in providing the state's citizens with broad educational opportunity. In the late 1980s and early 1990s, several major legislative and education system initiatives established the framework for implementing transfer and articulation in California, including Assembly Bill 1725 (Statutes of 1988, Chapter 973) and Senate Bill 121 (Statutes of 1991, Chapter 1188), which resulted in the development of a common general education core curriculum and initial funding to establish a transfer center at each community college. SB 121 also called on the UC and CSU to provide transfer students with priority admission and to maintain a 60:40 ratio of upper division to lower division undergraduate students as a means of ensuring adequate space for all eligible transfer students (the attached charts show the ratio of upper division to lower division students for the UC system from 1994-95 through fall 2011, and for the CSU system for fall terms from 2006 through 2011).

Past Transfer and Articulation Efforts and Initiatives

Since that time, there have been additional efforts and initiatives to further increase transfer opportunities. In November 1997, the California Community Colleges and the UC signed a Memorandum of Understandings (MOU) to strengthen transfer efforts between the two segments. The MOU included a mutually-agreed upon goal to increase transfer enrollment to UC from 10,900 in the 1995-96 academic year to 14,500 in the 2005-06 academic year. A similar MOU with the CSU was signed in May 2000. Its goal was to increase qualified transfer to the CSU by five percent per year. A third MOU with the Association of Independent California Colleges and Universities (AICCU)

Attachment 1

was signed in the summer of 2001, establishing a goal of increasing transfer enrollments to the independent sector by 1,200 each academic year from 2001-02 to 2005-06.

Underlying efforts to increase the number of students who transfer is course articulation, the process of developing a formal, written agreement that identifies courses, or sequences of courses, that are comparable between two campuses and acceptable by the receiving institution in lieu of its own course(s). Articulation is important for ensuring that students are prepared for upper division work after transfer, and that courses a student takes at the community college will count toward the baccalaureate degree, without the need to repeat courses completed prior to transfer.

There have been several major statewide efforts to increase the number of articulated courses, to streamline the labor-intensive articulation process, and to display articulation information for use by counselors and students. These have included the California Articulation Number System (CAN), the Articulation System Stimulating Inter-institutional Student Transfer (ASSIST) project, the Intersegmental Major Preparation Articulated Curriculum (IMPAC) project and the CSU Lower Division Transfer Pattern (LDTP) project and the Course Identification Numbering (C-ID) system. Of all these important efforts, only ASSIST and C-ID remain active today. However, each of the others has played a key role in moving today's current transfer and articulation efforts and initiatives forward.

Current Efforts Built upon Past Work

For example, although CAN no longer exists, much of the work of CAN was useful in the development of today's Course Identification Numbering (C-ID) system. C-ID, which was developed in response to legislation calling for common course numbering in the California Community Colleges system, was initially envisioned to help students identify similar courses at two or more community colleges where

Major Statewide Intersegmental Articulation Efforts to Ensure the Transferability of Coursework and Help Students Navigate Transfer Requirements

CAN

The California Articulation Number System (CAN) was a course identification system that facilitated the acceptance of lower-division, transferable major preparation courses taught at one California Community Colleges or CSU campus, as comparable to similar courses taught at another.

ASSIST

The Articulation System Stimulating Inter-institutional Student Transfer (ASSIST) is a web-based system that serves as the official statewide repository of articulation information for California. The ASSIST database maintains 45,494 community college courses transferable to a UC and 100,527 community college courses transferable to a CSU.

IMPAC

The Intersegmental Major Preparation Articulated Curriculum (IMPAC) Project facilitated faculty dialogue and consensus around lower-division, major preparation course requirements needed for community college transfer to UC or CSU campuses. IMPAC was funded through a five-year, \$2.75 million dollar grant and received its annual allocation through a contract administered by the Chancellor's Office. The project was designed to work in conjunction with other intersegmental efforts, including CAN and ASSIST.

Attachment 1

the course names and numbers differ. C-ID works by assigning a “supra-number” to courses that match a course descriptor developed and approved by intersegmental discipline faculty. The writing of mutually agreed-upon C-ID course descriptors was accelerated by work begun in the IMPAC and CSU LDTP projects.

More Recent Initiatives to Streamline Transfer and Articulation

C-ID, in addition to helping identify comparable courses between institutions, is also a mechanism to streamline articulation by allowing for “one-to-many” articulation opportunities throughout the state. This means that when a community college course is deemed to match a C-ID descriptor, that course is articulated with all institutions agreeing to accept a course matching that descriptor. Today, 352 course descriptors exist within 30 disciplines. As a result, 88 community colleges have courses (ranging from a low of 1 course to a high of 89 courses) that have been granted C-ID numbers and can be articulated to 785 CSU courses without the need for the more time-consuming, course-to-course articulation. In addition, C-ID allows for the articulation of courses from a community college to a four-year institution, where that institution would not have previously articulated courses with certain community colleges, such as out-of-area or low-transfer colleges.

LDTP

The CSU Lower-Division Transfer Patterns (LDTP) Project attempted to establish lower-division, transferable major preparation pathways for popular majors. California Community College students who completed any portion of the statewide component of an LDTP pathway benefited because CSU campuses offering the discipline would honor the preparation for the major and the progress towards the CSU degree.

C-ID

Similar to CAN, the Course Identification Number System (C-ID) began as a two-year pilot project in 2007 and continues today to administer a voluntary, supra-numbering system that responds to mandates and the expressed needs of UC, CSU, and the California Community Colleges. The project also welcomes independent colleges and universities participation. Courses sharing the same C-ID number are deemed comparable, allowing for efficient course reciprocity determinations and one- to-many course articulations.

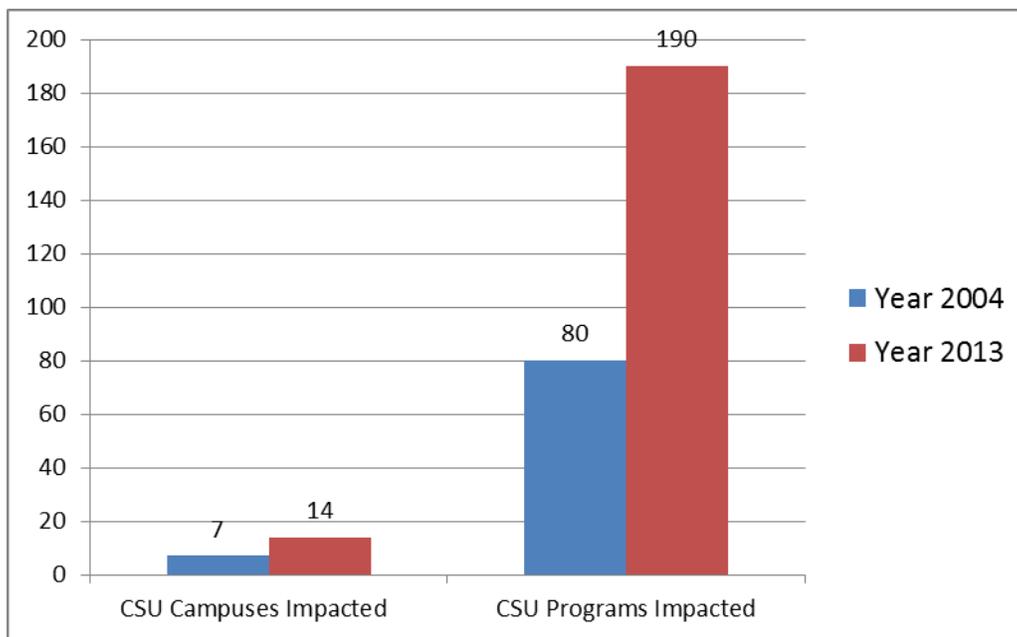
In addition, C-ID has served as a critical infrastructure upon which the SB 1440 Associate Degree for Transfer program was built. Most notably, the C-ID framework has been used to build transfer model curricula (TMCs) that assist colleges in developing Associate Degrees for Transfer. So far, TMCs are in place for 20 popular majors and 4 additional TMCs are in development. These majors represent approximately 75 percent of the current transfer volume. Across the state, 453 AA-T/AS-T degrees are in place at community colleges and CSU faculty have identified 628 similar baccalaureate degree options, establishing a growing number of new transfer pathways for students. In addition, the UC system has recently established a policy to guarantee a comprehensive review of any applicant with an AA-T/AS-T degree. Under the direction of the SB 1440 Implementation and Oversight Committee, and through strong collaborative efforts by the CSU and California Community College Statewide Academic Senates, significant progress has been made in the implementation of SB 1440 in a relatively short period of time. It is important to note that ongoing initiatives such as ASSIST, and the more recent initiatives mentioned above, are sustained from a budget line item for transfer which was reduced 50 percent in 2009-10 and remains at that level.

Attachment 1

Challenges of Reduced Funding and Limited Access

In spite of California’s many statewide efforts to streamline and facilitate student transfer, the state’s recent economic challenges continue to reduce the capacity of public four-year institutions to admit transfer-prepared students. As a result, campus and program admission policies have become increasingly more complex and transfer admission more selective. Impacted campuses and programs represent one of the greatest challenges for students, and the problem has worsened over the recent decade. Campus impaction means that a campus has exceeded its enrollment capacity and must restrict enrollment for a particular category of students (e.g., first-time freshman or transfers). This can result in a campus utilizing supplemental criteria for admission. For 2013-14, 14 of CSU’s 23 campuses are designated as campus impacted for upper division transfers.

Program impaction means that the number of applications from fully-eligible students exceeds the number of spaces in a particular program or major. The CSU identifies over 190 undergraduate programs impacted for the 2013-14 year. The Fullerton, San Diego, San Jose and San Luis Obispo campuses are impacted for all majors and account for 128 of those programs, making admission to any program or major at one of these four campuses highly competitive.



CSU has indicated that spring 2013 admissions will be significantly limited, with only AA-T/AS-T awarded applicants being accepted and at just 10 of the 23 CSU campuses. Typically, the CSU system has been able to offer spring admission to 16,000 to 18,000 transfer students. After the spring 2013 application cycle closes on August 31, data will be available to determine the AA-T/AS-T qualified applicant volume. However, it is already apparent that restricted spring 2013 admission will limit options for a significant number of transfer-prepared students, particularly those without an AA-T/AS-T degree. Thousands of students will be left to: 1) apply to other baccalaureate-granting institutions, such as private in-state or out-of-state colleges and universities; 2) drop out

Attachment 1

of school and re-apply at a later date; or 3) continue at a community college for another semester accruing unnecessary courses and units.

Transfer trends over the last seven years to in-state and out-of-state higher education are displayed on the table below.

**Annual Percentage of California Community College Transfers to
Baccalaureate Granting Institutions**

	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
CSU	54%	54%	54%	54%	50%	41%	51%
UC	13%	14%	14%	14%	14%	16%	14%
ISP	20%	20%	19%	19%	21%	25%	18%
OOS	12%	13%	13%	13%	15%	19%	17%

(ISP=In-State Privates incl. profit and non-profit; OOS=Out-of-State incl. public and private)

Community college budget cuts have affected transfer as well, including 1) the increased difficulty students face in securing needed course sections, 2) fewer community college counselors to assist students in the complex transfer process, and 3) fewer community college articulation officers to ensure that adequate articulation is in place to facilitate the acceptance of transfer-level courses. For example, at several community colleges, the transfer center directors are being returned to general counseling positions, or positions are left vacant as experienced directors retire. Also, students attempting to use their college's transfer center are finding reduced access. Inadequate staffing and budget is consistently reported each year by transfer center directors as the highest barrier to transfer, with university admissions challenges ranking a close second. Colleges operate transfer centers primarily on general fund revenue and funding amounts that the colleges allocate to transfer centers has been trending downward along with general fund apportionments. The effects are seen in decreases of transfer center hours of operation, months of operation, and when open, a decrease in the number of transfer counselors staffed.

Opportunities for Board of Governors

In spite of the many challenges facing California and its public college and university systems, continuing the important work around transfer and articulation is critical to providing California community college students with access to the baccalaureate degree, to meeting the state's future workforce needs and to maintaining our technological edge—ideals that contribute to making California once again strong and competitive. As both the California Community College and CSU are about to face leadership transitions at the highest level, and as fiscal challenges appear to remain for the foreseeable future, there is a critical role for the Board of Governors to play in helping to keep this work on track.

Below are several areas where the Board of Governors could consider focusing its attention and efforts through continued discussion and dialogue with college and university leaders, legislators and policy makers to maintain the momentum of current efforts, and to reinvigorate efforts to fulfill the intent of past legislation:

- The Associate Degree for Transfer (AA-T/AS-T) shows the greatest promise for significantly streamlining and transforming transfer in California. However, it could also add to the complexity of transfer if not fully implemented across all California

Attachment 1

community colleges and all CSUs. Specifically, the community colleges need to continue expanding the number of AA-T/AS-T degrees offered, and the CSU needs to continue its push for full acceptance of these degrees as “similar” across all CSUs offering the major and in many more concentrations of the major, particularly the most popular transfer concentrations.

- Transfer centers are the hub for student transfer at a community college and a well versed transfer center director is the key to keeping abreast of and sharing complex and ever-changing transfer admission information. A transfer center is not only the communication point for students who use it, but it also ensures current information is disseminated to other counselors throughout the campus, so that all students have access to timely and accurate transfer information. The board might consider inviting a panel presentation at a future board meeting by some colleges that have exceptional transfer centers. Members of the board might also ask to visit the transfer center when visiting colleges, to raise awareness and signal the center’s importance to a core mission of the system. Further, as resources become available, the board could consider asking for transfer center funding when developing the system’s annual budget request.
- Community college participation in C-ID is critical for students who take courses at two, three and sometimes four different colleges as a means of cobbling together a full load or a complete program. In addition, with its “one-to-many” articulation opportunities, it has the potential to free up articulation officer time. Yet, 21 percent of community colleges still do not participate in C-ID, and a similar percentage participate minimally. The board could assist by asking for regular updates on C-ID participation, as well as requesting that the Chancellor author a letter to all college presidents encouraging participation.

Conclusion

The good news is that students who transfer from a California community college to a UC or CSU perform as well or better than native students in terms of grade point average at graduation and persistence to graduation. However, transfer students can only be successful if given the opportunity to transfer. Therefore, in addition to advocating for adequate funding for higher education overall, we must continue to push for full implementation of SB 1440, complete participation in C-ID and sufficient transfer center funding for the efforts, initiatives and practices that show the greatest promise for ensuring that California’s community colleges remain a viable gateway to the baccalaureate degree.

This report was produced by the Chancellor’s Office, California Community Colleges
Student Services and Special Programs Division

Linda Michalowski, Vice Chancellor
Jeff Spano, Dean of Student Services
Bob Quinn, Coordinator for Transfer and Articulation

Attachment 1

Data on the 60:40 Ratio of Upper Division to Lower Division Undergraduate Students

University of California

Note: The UC is now using a 2:1 ratio of newly admitted California freshmen to California transfers in place of the 60:40 metric. According to the most recent UC Accountability Report, "...UC should enroll one new transfer student for each two new freshmen, or 67 percent new resident freshmen to 33 percent new resident California Community College transfer students."

	Percent Resident Freshmen	Percent Resident California Community College	New CA Freshmen To New CA Transfer Ratio
1994-95	71%	29%	2.47
1995-96	71%	29%	2.47
1996-97	73%	27%	2.66
1997-98	74%	26%	2.79
1998-99	75%	25%	3.01
1999-00	75%	25%	3.01
2000-01	71%	29%	2.48
2001-02	71%	29%	2.42
2002-03	71%	29%	2.41
2003-04	71%	29%	2.49
2004-05	69%	31%	2.23
2005-06	70%	30%	2.09
2006-07	71%	29%	2.50
2007-08	71%	29%	2.48
2008-09	72%	28%	2.52
2009-10	69%	31%	2.26
fall 2010	67%	33%	2.05
fall 2011	67%	33%	2.03

California State University

CSU All Undergraduate Headcount for Fall Terms		
	Upper Division	Lower Division
2006	64.4%	35.6%
2007	63.0%	37.0%
2008	62.9%	37.1%
2009	64.3%	35.7%
2010	64.9%	35.1%
2011	64.6%	35.4%