

D R A F T

ACCESS TO THE CSU: THE SOCIAL CONTRACT WITH THE PEOPLE OF CALIFORNIA

REPORT OF THE CSU ENROLLMENT MANAGEMENT WORKGROUP
TO THE COMMITTEE ON EDUCATIONAL POLICY OF THE
CALIFORNIA STATE UNIVERSITY BOARD OF TRUSTEES
MARCH 14-15, 2000

ISSUE

It is the intent of the Legislature that each California resident with the capacity and motivation to benefit from postsecondary education have the opportunity to enroll in a public four-year college (Education Code Section 66201). The Master Plan for Higher Education was designed to assure access to all qualified students either at the California Community Colleges, the California State University, or the University of California and delineates the roles and tasks of the segments to achieve this goal. The Master Plan calls on CSU to provide access to the upper one-third of recent California high school graduates. The CSU has guaranteed access to all these students somewhere in the CSU system. With the exception of certain high demand programs, virtually all CSU qualified students have been admitted to the campus of their choice. The ability of CSU to admit all fully eligible students and the CSU's service to first-generation students has created the impression with the public that CSU is indeed "the people's university."

However, for the first time in CSU's history, some campuses are unable to admit all CSU eligible students. As a result, a primary issue is now the extent to which CSU campuses should be required to provide access to qualified local applicants for whom the distance involved in attending another CSU campus would create financial or other hardships. To address this issue, several policy questions needed to be addressed. Should impacted campuses grant special consideration to all fully eligible freshmen and upper division applicants? Should local freshman and transfer applicants be admitted on the basis of systemwide admission criteria and higher academic criteria be required of out-of-area applicants? If the answers to these questions are not developed thoughtfully and carefully, new enrollment principles could result in an unacceptable hierarchy, status differential, or tiers among CSU campuses which would jeopardize CSU's social contract with the people of California.

The CSU Board of Trustees has conducted a review of CSU policies on access, admission, and enrollment management in relation to these and other policy issues and questions. To facilitate this review, a systemwide Enrollment Management Workgroup was appointed. The workgroup was asked to recommend enrollment management policy principles to guide campuses as they manage their enrollments consistent with Master Plan provisions, state laws, and trustee policies. The members of this workgroup are listed in Attachment A.

GOAL

CSU's enrollment management policies are designed to assist all eligible first-time freshmen and upper division transfer students to attend their first-choice CSU campus. However, when students cannot be accommodated at their first-choice campus, CSU guarantees admission to a campus within the California State University. Because of increasing enrollment pressures, some students who meet CSU admission eligibility requirements as freshmen and upper division transfer students may be denied access to a CSU campuses in their local area unless CSU modifies its policies to require admission of eligible students to their local CSU campus. This issue needs to be addressed before CSU's fundamental mission as the primary point of access to a baccalaureate degree is threatened.

The goal of CSU enrollment management policies is to preserve CSU's mission to provide access to all first-time freshmen and upper division transfer students who meet CSU's admission eligibility requirements. This requires CSU to continue to accept all freshmen in the upper one-third of the state's high school graduates and all upper division transfer students who earn a 2.0 GPA in at least 56 transferable semester units. In addition, access for graduate students should be maintained. The objective is to ensure that CSU enrollment management policies enable CSU to meet the needs of the California economy and civic life rather than narrow access.

BACKGROUND

Pressures and Projected Capacities

Several CSU campuses are approaching the point at which their physical and operational capacity will not permit all eligible students to be admitted. On September 20, 1999, CPEC announced enrollment demand projections to 2010. Statewide enrollment demand between 1998 and 2010 is expected to increase by 714,753 students. It is estimated that CSU will enroll 129,681 of these students in the next ten years. It is now clear that CSU is in a new time, a new situation not seen before.

When a program or campus receives more eligible applicants than can be accommodated, the program or campus is considered "impacted." Program impaction has enabled most CSU campuses to manage enrollment pressures. Now, some campuses are beginning to find that they have more qualified applicants than they have space for across the entire campus. Most programs at California Polytechnic State University, San Luis Obispo, Chico, and San Diego State University are impacted. Increasing demand for access to CSU campuses at Long Beach and Northridge may result in requests from these campuses to limit the number of students admitted as early as fall 2001. In addition, popular majors such as architecture, nursing, occupational therapy, and physical therapy are impacted at all campuses offering them. These are known as systemwide impacted programs, and since all fill on the basis of applicants who apply during the first month of the filing period, redirection is not an option.

In fall 2000, CSU enrollment is expected to increase by 4.5% to 291,000 FTE. Existing campus facilities can accommodate to 300,000 FTE students. CSU could enroll 400,000 FTE students if it were to receive its master plan construction funding. However, in the absence of this funding, CSU can enroll a total of 330,000 FTE students, 300,000 FTE students based upon existing capacity and 30,000 FTE students by expansion of off campus centers, year round operations, and distance learning opportunities.

Current Policy

State Law (California Education Code)

Campuses are required to heed the enrollment priorities described in Education Code § 66202 (Categories for Enrollment Planning and Admission Priority Practice) in the order outlined below to the extent practicable for the purpose of enrollment planning and admission priority practice at the undergraduate resident student level. Campuses may consider the overall needs of students in maintaining a balanced program and a quality curriculum in implementing these enrollment plans and admission priorities:

1. Continuing undergraduate students in good standing.
2. California Community College transfer students who have successfully concluded a course of study in an approved transfer agreement program.
3. Other California Community College students who have met all of the requirements for transfer.
4. Other qualified transfer students, i.e., California residents transferring from UC, independent colleges, other CSU campuses who meet admission standards.
5. California residents entering at the freshman or sophomore levels.

Further, the Education Code specifies that within each of the five categories above, campuses must provide the following groups of applicants priority consideration in admission practice in the order given:

1. Veterans who are residents of California.
2. Transfers from California public community colleges.
3. Applicants who have been previously enrolled at the campus to which they are applying, provided they left the institution in good standing.
4. Applicants who have a degree or credential objective that is not offered generally at other public postsecondary institutions.
5. Applicants for whom the distance involved in attending another institution would create financial or other hardships.

While it was the intent of the Legislature to ensure highest admission priority to fully qualified upper division transfer students from California community colleges, the Legislature recognized the importance of a balanced undergraduate enrollment. The Education Code requires CSU to recognize several factors in the development and implementation of enrollment management policies. These are described below and require campuses to exercise discretion in their enrollment management policies:

- CSU shall maintain an undergraduate student population composed of a ratio of upper-division to lower-division students of at least 60 to 40 percent (Section 66201.5).
- The policies must be practicable (Section 66202).
- Policies must accommodate eligible California freshman applicants as well as eligible transfer students (Section 66202.5).
- While policies should attempt to accommodate all qualified upper-division transfer students, they should not do so solely by denying places to eligible freshman applicants (Section 66201.5).
- Transfer students who meet CSU admission requirements must be accommodated within filing deadlines at the campus or major of choice unless these majors or campuses have been declared impacted (Section 66202.5).
- For impacted majors, students shall be given the opportunity to have access to the major when spaces become available, and new freshmen shall be admitted to the major in a controlled manner to ensure that all transfer students have an equitable chance of being accommodated (Section 66202.5).

- CSU must consider the overall needs of students in maintaining a balanced program and a quality curriculum (Section 66202.5).
- Campus enrollment planning processes must provide for the equitable treatment of all eligible entering freshmen, continuing students in good standing, and eligible community college transfer students with regard to accommodation in majors (Section 66202.5).

Therefore, while eligible upper division California community college students are accorded highest admission priority, California residents entering at the freshman or sophomore levels are not to be excluded entirely from admission. While a campus could possibly meet its enrollment target by admitting students entirely from the first and second priorities, i.e., continuing undergraduate students and new upper-division transfer students, it should not do so.

Trustee Policy: Title 5, Section 40650, Establishment of Enrollment Quotas

In response to Section 66202 of the Education Code, the CSU Board of Trustees established an enrollment management policy that opens with the following statement:

Admission to a campus shall be limited on the bases of authorized academic plans and programs, and the number of students for whom facilities and competent staff are available to provide opportunity for an adequate college education.

The Trustees authorized the Chancellor to provide for the establishment of enrollment quotas for any of the following enrollment categories:

- Academic area
- Class level
- Program
- Residence status

In establishing maximum enrollment levels for these categories, campuses must accord highest admission priority to fully qualified upper division transfer students from California community colleges.

Executive Order No. 563: Impacted Programs and Campuses (Undergraduate)

In Title 5, Section 40651, the Trustees authorized the Chancellor to establish supplemental or higher admission criteria to determine admission to impacted programs. CSU chancellors have implemented this authority by issuing a series of executive orders that enable campuses or programs unable to accommodate all qualified students applying during the first month of the admission application filing period to be

designated as impacted and to be authorized to use more stringent supplementary admission criteria to control admission to these high demand programs.

Executive Order 563, *Impacted Programs and Campuses*, delegates authority to campuses to manage enrollment by requesting designation of enrollment categories as impacted when those categories receive during the first month of the admission application filing period more qualified applicants than can be accommodated.

Executive Order 563 defined the four enrollment categories above as follows:

- Academic Area: discipline, division, or major
- Class Level: student's class level, e.g., freshman, sophomore, junior, senior.
- Program: Campus-defined activities apart from those defined by discipline, division, or major, e.g., Educational Opportunity Program, Student Affirmative Action, international students, athletics, etc.
- Student Residence Status: Student's residence classification for tuition/fee purposes as determined under Education Code provisions.

After campuses have expanded capacity and have employed all pre-impaction measures to control enrollment, campuses may pursue impaction designation but are advised to limit impaction to high demand programs. Only as a last resort may presidents request impaction designation of programs, schools, or campuses and the use of supplemental admission criteria. In support of this request, campuses are required to provide the following information:

- Trend data to justify the request that the program or campus be identified as impacted. This is enrollment and application data for the prior three academic years as well as for the academic year for which impaction is requested;
- A description of the steps the campus implemented to expand the number of students it was able to admit, including not only the enrollment management strategies but also the steps it took to expand its capacity;
- Supplementary admission criteria proposed by the campus;
- Information documenting the effects of impaction of the category on other enrollment categories;
- An evaluation of the anticipated effect of supplementary criteria on campus diversity and a description of campus provisions for mitigating any unintended consequences; and

- The campus redirection plan.

The data for each year must describe the enrollment capacity, total enrollment for new, continuing, and returning students, enrollment, and applications received during initial filing periods.

The following are the most commonly used supplementary admission criteria that have been imposed when more admission applications are received during the initial filing period than can be accommodated and the program or campus has been designated as impacted:

- Imposition of higher eligibility index for new freshmen;
- For transfer applicants, completion of prerequisite courses with a specified minimum grade point average; and
- Required college readiness in English and mathematics.

Redirection

Redirection is a process that ensures that applicants for admission who cannot be accommodated at their first-choice CSU campus or in their designated major(s) are given the opportunity to be considered for admission to another CSU campus without asking the redirected applicant (1) to complete another admission application, (2) to supply another complement of transcripts and test scores, or (3) to pay an additional admission application fee. Redirection must occur early enough to provide applicants with viable CSU enrollment options.

In accordance with Trustee policy on diversion of students as stated in Title 5, Section 40651, the chancellor issued Executive Order No. 673 on November 1, 1997 to ensure that all qualified applicants seeking access to the CSU are offered an opportunity to enroll at a CSU campus. This Executive Order established a formal systemwide definition of redirection and specified minimum common elements of campus redirection procedures. Campuses must comply with all provisions of Executive Order No. 673.

Current Practices

Enrollment Management Options that May be Utilized at Campus Discretion

A number of steps may be taken by to control enrollment at campus discretion prior to impaction and the use of supplementary admission criteria to screen applicants to programs, class levels, and campuses. The following approaches enable CSU campuses

to manage enrollments in accord with provisions of Section 66202 of the Education Code and Title 5:

- **Accept no applications** for an academic department and/or school, class level, program, student resident status, and/or term.
- **Cease accepting applications** any time after the end of the first month of the application filing period. Application quotas may be set for departments, schools, or class levels. Acceptance of applications may stop any time quotas are reached after the first month of the filing period.
- **Accept no applications from non-resident students, domestic and foreign.** Parents and public policy makers are sensitive about admitting domestic and foreign nonresidents when limited spaces are available. Therefore, campuses that need to control enrollment are strongly urged to eliminate or substantially reduce the admission of nonresident students, domestic and foreign.
- **Geographical proximity** to the campus can be used to grant priority to applicants from the campus' service area high schools and community colleges.
- **Suspend or limit special admission.**
- **Establish application file completion deadlines** so the campus may make admission decisions in a timely manner for advising and registration purposes.
- **Require nonrefundable deposits** to confirm enrollment plans.
- **Enforce academic disqualification policy** more strictly, including conducting midyear disqualification and imposing higher standards for immediate reinstatement.
- **Eliminate or reduce the admission of lower-division transfer students.** Lower division transfer students have other options, e.g., they can continue their studies at a community college. However, it is important for campuses that plan to eliminate or reduce the admission of lower-division transfer students to consult with community colleges from which they receive most of their transfer students. Historically, community college presidents have supported CSU campuses that restrict the enrollment of lower-division transfer students.
- **Establish prerequisites for admission to upper-division status.** To gain access to upper-division courses, an applicant may be required to have completed a minimum of 60 rather than 56 transferable units with a grade of C or better, pass a required lower-division prerequisite course with a grade of C or better, and have completed an additional 6 to 9 units of prerequisite courses with a grade of C or better. A campus may require that all 39 units of lower-division general education/breadth requirements be certified as complete by the community college prior to a student's transfer. CSU's graduation requirements

include completion of 39 hours of lower-division general education/breadth courses and students transferring without certification have to complete the missing lower-level courses at the CSU campus, thereby placing an unnecessary burden on the campus' GE program.

This option may be used if a program or campus is not impacted because a quantitative requirement is being imposed (e.g., completing a minimum number of units with a grade of C or better which is the minimum grade average needed to qualify for graduation) rather than a qualitative standard (e.g., requiring grades higher than C) which is permitted only if the program or campus is impacted.

- **Eliminate or reduce the admission of unclassified, post-baccalaureate students** seeking a second baccalaureate degree, postbaccalaureate students without a degree or credential objective, and unclassified graduate students.
- **Reduce the admission of first-time freshmen.** Campuses may reduce but cannot eliminate first-time freshmen. Campuses may reduce first-time freshmen by limiting admission to first-time freshmen who live in the campus service area or those fully qualified.
- **Accept no midyear admission applications.**
- **Admit "special program" students** on a space available basis. These would include senior citizens, step-to-colleges, and students who audit a class.

CSU initiatives to expand capacity

In addition to implementing appropriate enrollment management strategies, campuses are expected to use appropriate methods to accommodate all eligible students through such activities as the following:

- Implementing flexible scheduling and year round operations;
- Expanding distance learning through technology
- Increasing the capacity of existing off-campus centers and establishing new centers; and
- Employing imaginative use of facilities.

POLICY ISSUES DISCUSSION

The Master Plan, state law, and trustee policies are clear about relative priorities of categories of students admitted to CSU. Highest priority is accorded to upper division California Community College transfers. Once these students have completed 56 transferable semester units with a 2.0 GPA, they must have the opportunity to transfer to a campus in the CSU. Eligible first-time freshmen must be accommodated

somewhere in the CSU. California residents receive the highest priority, and campuses are required to maintain a balanced program and diversity as admission priorities are implemented.

The key policy question is the extent to which a CSU campus is obliged to provide access to eligible local applicants. To arrive at a set of policy recommendations that address this issue, the committee discussed the following policy questions and issues:

1. What should access to CSU mean for a CSU-eligible student seeking admission?
 - To a campus somewhere in the system
 - To any campus in the system
 - To a specific regional campus
2. For a student seeking a specific program, what does access to CSU mean?
 - To the program somewhere in CSU
 - To the program at a specific campus
3. What should access to CSU mean for the local student?
 - Law and Title 5 give priority
 - By plan and practice CSU campuses provide regional/local access
 - What kind of access should the local CSU-eligible student have?
 - To a campus in the CSU
 - To a specific local/regional campus(es)
 - If access is to a local campus, should the applicant be guaranteed (access) or given greater priority in competitive admissions?
 - How should local be defined?
 - By location of student
 - By location and personal circumstances (hardship)
4. How should CSU initiatives to expand enrollment capacity relate to enrollment management and impaction policies?
5. What should CSU policy specify regarding campus-wide impaction?
 - Progressive actions to be taken before impaction is granted, including enrollment management and the expansion of capacity.

- Nature and level of supplementary criteria allowed by policy including those criteria that concern the following:
 - The use of proficiency in English and mathematics as admissions criteria
 - Any preference given to priority enrollment categories

POLICY RECOMMENDATIONS

After considering the policy questions above, the CSU Enrollment Management Workgroup recommends the following enrollment management policy principles effective with students seeking admission to the CSU beginning fall 2001.

**CSU ENROLLMENT MANAGEMENT WORKGROUP
1999-2000**

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EDUCATION CODE SECTION 66201-66207

66201. It is the intent of the Legislature that each resident of California who has the capacity and motivation to benefit from higher education should have the opportunity to enroll in an institution of higher education. Once enrolled, each individual should have the opportunity to continue as long and as far as his or her capacity and motivation, as indicated by academic performance and commitment to educational advancement, will lead him or her to meet academic standards and institutional requirements.

The Legislature hereby reaffirms the commitment of the State of California to provide an appropriate place in California public higher education for every student who is willing and able to benefit from attendance.

66201.5. It is the intent of the Legislature that both the University of California and the California State University shall seek to maintain an undergraduate student population composed of a ratio of lower division to upper division students of 40 to 60 percent. Consistent with Section 66201, it is the intent of the Legislature that the University of California and the California State University reach and maintain this goal by instituting programs and policies that seek to increase the number of transfer students rather than by denying places to eligible freshmen applicants.

66202. (a) It is the intent of the Legislature that the following categories be followed, insofar as practicable in the following numerical order, for the purpose of enrollment planning and admission priority practice at the undergraduate resident student level for the California State University and the University of California:

- (1) Continuing undergraduate students in good standing.
- (2) California Community College transfer students who have successfully concluded a course of study in an approved transfer agreement program.
- (3) Other California Community College students who have met all of the requirements for transfer.

As stated in legislative findings, the transfer function plays a key role in meeting the state's goals of educational equity. Therefore, the Board of Regents of the University of California and the Board of Trustees of the California State University shall declare as policy for this paragraph and paragraph (2) of this subdivision that students who are eligible to transfer and who are from historically underrepresented groups or economically disadvantaged families shall be given preference, to the fullest extent possible under state and federal law, statutes, and regulations, in transfer admissions decisions, and shall design policies in conformity with state and federal statutes and regulations intended to facilitate their success in achieving transfer.

- (4) Other qualified transfer students.
- (5) California residents entering at the freshman or sophomore levels.

(b) It is further the intent of the Legislature that within each of the preceding enrollment categories, the following groups of applicants receive priority consideration in admissions practice in

the following order:

(1) Residents of California who are recently released veterans of the armed forces of the United States.

(2) Transfers from California public community colleges.

(3) Applicants who have been previously enrolled at the campus to which they are applying, provided they left this institution in good standing.

(4) Applicants who have a degree or credential objective that is not generally offered at other public institutions of higher learning within California.

(5) Applicants for whom the distance involved in attending another institution would create financial or other hardships.

(c) It is further the intent of the Legislature that those veterans referred to in paragraph (1) of subdivision (b) who were enrolled in good standing at a campus of the University of California or at one of the California State Universities prior to military service receive priority over other veterans recently released from military service.

66202.5. The State of California reaffirms its historic commitment to ensure adequate resources to support enrollment growth, within the systemwide academic and individual campus plans to accommodate eligible California freshmen applicants and eligible California Community College transfer students, as specified in Sections 66202 and 66730.

The University of California and the California State University are expected to plan that adequate spaces are available to accommodate all California resident students who are eligible and likely to apply to attend an appropriate place within the system. The State of California likewise reaffirms its historic commitment to ensure that resources are provided to make this expansion possible, and shall commit resources to ensure that students from enrollment categories designated in subdivision (a) of Section 66202 are accommodated in a place within the system. In addition, transfer students from paragraphs (2) and (3) of subdivision (a) of Section 66202, shall be accommodated at the campus or major of choice specified in the redirection agreement, the approved transfer program or written agreements, unless these majors have been declared "impacted." For impacted majors, students shall be given the opportunity to have access to the major when spaces become available, and new freshmen shall be admitted to the major in a controlled manner to ensure that all transfer students described in paragraph (2) of subdivision (a) of Section 66202 have an equitable chance of being accommodated. It is the intent of the Legislature to fund programs designed to accomplish the purposes of this subdivision through appropriations made in the Budget Act to the public institutions of higher education, and the annual Budget shall contain appropriations necessary to accommodate all students from all of the categories designated in subdivision (a) of Section 66202.

The segments may, in implementing these enrollment plans and admissions practice priorities, consider the overall needs of students in maintaining a balanced program and a quality curriculum, and are expected to consider the state's goals of educational equity and racial and ethnic diversity of students and faculty in the planning and management of their admissions practices. It is further the intent of the Legislature that campus enrollment planning processes provide for the equitable treatment of the following: (1) all eligible entering freshmen; (2) continuing students in good standing; and (3) eligible community college transfer students with regard to accommodation in majors.

66203. The California State University and the University of

California shall keep a record of the applicants denied admission and develop and utilize an information collection system which indicates the number of qualified applicants who could not be accommodated at their campus of first choice and were redirected to campuses of alternate choice and the number of qualified redirected applicants who declined an offer of admission to an alternate campus.

66204. (a) The Superintendent of Public Instruction shall assist all school districts to ensure that all public high school pupils have access to a core curriculum that meets the admission requirements of the University of California and the California State University. It is the intent of the Legislature that each public high school shall provide the full precollegiate program, provide adequate course sections in precollegiate programs to accommodate all its pupils, and regularly counsel pupils to enter those programs and courses. There shall be no policy or practice in any public elementary or secondary school of directing, especially for cultural or linguistic reasons, any pupil in kindergarten or any of the grades 1 to 12, inclusive, away from choosing programs which prepare that pupil academically for college.

(b) It is the intent of the Legislature that the public and independent institutions of higher education participate in programs which assist those in elementary and secondary education in meeting their responsibilities in preparing students for college.

66205. (a) In determining the standards and criteria for undergraduate and graduate admissions to the University of California and the California State University, it is the intent of the Legislature that the governing boards do all of the following:

(1) Develop processes which strive to be fair and are easily understandable.

(2) Consider the use of criteria and procedures that allow students to enroll who are otherwise fully eligible and admissible but who have course deficiencies due to circumstances beyond their control, and, when appropriate, provide that the admission requires the student to make up the deficiency.

(3) Consult broadly with California's diverse ethnic and cultural communities.

(b) It is the intent of the Legislature that the University of California and the California State University, pursuant to Section 66201.5, seek to enroll a student body that meets high academic standards and reflects the cultural, racial, geographic, economic, and social diversity of California.

66207. The Regents of the University of California are requested to, and the Trustees of the California State University shall, upon the request of an applicant for admission, disclose information regarding the methodology used to adjust an applicant's grade point average.