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ABSTRACT

Responding to a mandate from the Board of Higher Education to submit a plan for an open admissions policy that would allocate students to the various programs of the University, the University Commission on Admissions of the City University of New York (CUNY) offers three admissions plans, all based on the use of the criterion of class rank instead of absolute high school grade average, and on the continuation of the SEEK criteria for admission to the senior colleges. Proposal I would admit a majority of the freshman class on the basis of rank "in the student's own school", and the remaining students under SEEK criteria. Proposal II would admit 60% of the freshman class on the basis of high school rank and about 15% under SEEK criteria; the remaining 25% would be admitted on the basis of stated preferences and assigned by lot. The third proposal would admit most entering freshmen on the basis of rank in class and others under SEEK criteria; additional places would be reserved so that students previously admitted to senior and community colleges under traditional criteria would still be admitted. Determination of the exact proportion of students entering under SEEK criteria would result in ethnic balance among the different units of CUNY. The report also discusses CUNY's structure, its traditional curriculum, student placement procedures and how these would be recognized, and special programs and services that would be essential to the implementation of a viable open admissions policy. (WM)

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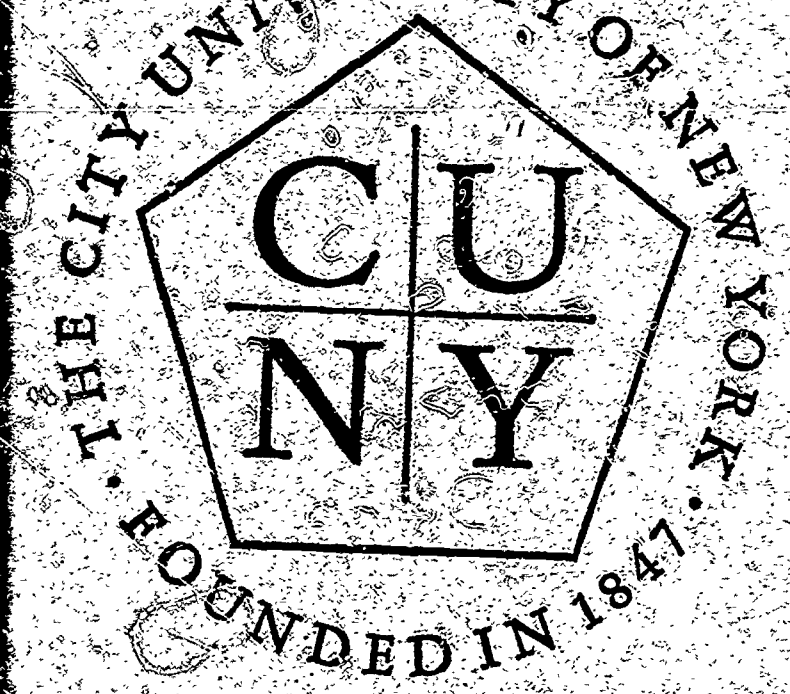

THE CITY UNIVERSITY OF NEW YORK

535 East 80th Street • New York, New York 1002

REPORT AND RECOMMENDATIONS

TO THE

BOARD OF HIGHER EDUCATION

OF THE

CITY OF NEW YORK

OCTOBER 7, 1969

October 7, 1969

Hon. Frederick H. Burkhardt
Chairman, Board of Higher Education

Dear Mr. Burkhardt:

You have asked for the wisdom – hopefully the collective wisdom – of this Commission in regard to City University's policies on admissions. In view of the Board of Higher Education's policy of open admissions, announced shortly after the formation of the Commission, the question of admissions is basically a question of the best policy for the allocation of students among the different units of the University, rather than admission to the University as a whole.

I am pleased to report that in spite of the considerable sensitivity of many of the questions before us and the diversity of perspectives represented on the Commission, the Commission members have deliberated through the summer with extraordinary patience and willingness to listen to one another's point of view. Not all members of the Commission agree with all the recommendations or statements in the Commission's report, and dissenting opinions of Commission members are contained in Appendix V. Nevertheless, our conclusions represent a remarkable degree of consensus reached in an atmosphere of rationality and constructive collaboration rare in these days of confrontation and turmoil. As such we transmit the fruits of our labors with more than the usual sense of urgency and conviction.

No one could have served on this Commission without becoming conscious of the challenge the City University has taken upon itself in adopting a policy of open admissions for the coming year. Many of our recommendations derive from our realization that such a policy goes far beyond just the question of admissions itself to include the entire structure and program of the University. Great as the difficulties may be, there is great promise that this bold step will not only stimulate a new level of service and excellence on the part of the University itself, but will help to generate interest and hope in educational excellence in our public school system and throughout the city as a whole. It is a step of historic importance to the future of the city.

With thanks to my fellow Commission members for their patient services, to the University staff for their assistance in our labors, and to the University for the opportunity it has given us to advise it on these important matters, I hereby transmit our recommendations for your consideration.

Sincerely yours,

David S. Seeley,
Chairman

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UNIVERSITY COMMISSION ON ADMISSIONS

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CHAPTER I

OPEN ADMISSIONS

On July 9, 1969 the Board of Higher Education announced its intention to accelerate its own Master Plan goals by five years and to offer admission to the University to all high school students graduating in June 1970 and thereafter. The Board stated at that time its belief that expanding educational opportunity through increased enrollments was essential as a matter of educational desirability, social equity, and economic necessity in the City of New York. "The question of increased enrollment," the Board said, "is no longer one of how many students should be admitted, but whether and how soon the resources adequate to meet our commitment to all the people of our City will be forthcoming." The Board charged the University Commission on Admissions to submit a plan for an open admissions policy which would make the following general provisions:

a. It shall offer admission to some University program to all high school graduates of the City.
b. It shall provide for remedial and other supportive services for all students requiring them.
c. It shall maintain and enhance the standards of academic excellence of the colleges of the University.
d. It shall result in the ethnic integration of the colleges.
e. It shall provide for mobility for students between various programs and units of the University.
f. It shall assure that students who have been admitted to specific community or senior colleges under the admissions criteria which we have used in the past shall still be so admitted. In increasing educational opportunity for all, attention shall also be paid to retaining the opportunities for students now eligible under present Board policies and practices.

The implementation of an open admissions policy containing these provisions affords a singular opportunity for the University to fulfill its traditional mission in public education, raises a number of critical questions, and poses some genuine problems. This report contains a number of recommendations regarding University admissions practices, curriculums, and academic policies which it is believed will provide the basis for the establishment of a viable program to meet the needs of our University, our high school graduates, and our City. A brief review of the development of our present system, which is expanded in later chapters, will partially indicate the perspective from which the Commission approached its task.

The present structure of the University, dominated by a group of four-year senior colleges of high academic quality and prestige, developed as a result of severely limited budgets. The demand for places in the colleges was met by allocating the limited supply entirely on the basis of high school grade averages and test scores. The system, logically dependent upon the assumption that high school students had equal opportunity to achieve high grades, and that grades effectively reflected potential for college work, appeared to be inherently fair and was, until recently, accepted even by those who were denied places.

In response to the increasing demand for admission, especially from groups of graduates not qualified for the senior colleges under the high school grade cutoffs, a group of two-year community colleges and educational skill centers was created. As admission to the University was increasingly being offered to formally less well prepared graduates, it was believed that the two-year programs were more closely geared to the needs and potentialities of the previously disqualified applicants.

This University structure has recently come under serious criticism on two grounds. First, since there is a pronounced association between ethnic patterns and grade distribution in the high schools, the senior colleges and community colleges threatened to develop into a two-track system distinguished by, though not explicitly based upon, ethnic distinctions. Second, the apparent polarization within CUNY had appeared to Black and Puerto Rican high school students as further evidence of the polarization of the society for which they are being educated. Their sense that only a disproportionate effort could enable them to rise beyond the second-class track, against the odds imposed by society and by an obviously inferior segment of the secondary school system, has influenced most of these students toward minimal effort in school and performance below their innate abilities. It is necessary only to point to some high schools in New York City which graduate only a fourth of their entering students, which give academic diplomas to only 10 percent of their graduates, which have few or no students earning grades over 85%, and which are predominantly Black and Puerto Rican to recognize the magnitude of the problem. (see Appendix I)

In the past, the higher educational system has been able to stand aside and cast the blame for inadequate preparation solely on the elementary and secondary schools, while continuing to admit only those students presenting records showing "college potential." Casting the schools as the sole villains in the process of victimizing students has a certain appealing simplicity, but fails to indicate that

other factors in society have contributed to the problem. On the one hand, the colleges and universities train the teachers and administrators of the school system, and must accept responsibility for their performance in the elementary and secondary school classrooms. On the other hand, the Board of Education has shown through programs such as the Demonstration Guidance Project, College Discovery Prong II, and College Bound that it can provide additional services which lead to higher achievement *if* the resources are made available and special efforts are made. The failure to provide adequate funds places major responsibility for the present inadequacies of public secondary education upon society as a whole.

The University Commission on Admissions believes that opportunity for higher education must be a right and not a privilege in New York City. Availability of this opportunity has long been in effect in many of the great midwestern state universities, was recommended on a national level by a Presidential Commission a generation ago, is a reality at some community colleges in New York State, and indeed was practiced by the City University itself until the early 1920's. The economic, social and educational needs of New York City today require that open admissions be made an immediate reality.

While an open admissions policy will help to correct the past inequities suffered by Black and Puerto Rican students, it would be a mistake to consider that these groups will receive the sole, or even the principal benefit of such a policy. Open admissions will also mean the expansion of opportunity for the large, but much less visible, group of white students, principally from families with low or moderate incomes, for whom college attendance has not been made a meaningful possibility in the past.

We are aware that there are honest and sincere people who still question the wisdom of universal higher education. This view is widespread not only in the community at large, but also in the secondary schools where fear has been expressed that open admissions will reduce any incentive for academic achievement, and in the colleges where faculty are concerned by the "lowering of standards" and the "cheapening of the degree." None of these possibilities is a necessary result of an open admissions system. At the high school level, we believe that there are already incentives for performance built into the system which are independent of college admission standards. Even if this were not the case, while open admissions removes some specific requirements for college entry, it in no way reduces the need for adequate high school preparation for successful college performance. Students who select "easier" high school programs will find themselves at a competitive disadvantage in

college, and may find that their chances of completing the college program in four years are considerably reduced.

At the college level, criticisms of open admissions based on academic standards would be absolutely justified were the University to immediately place inadequately prepared students in regular college courses. Not only would the standards be lowered, but it is probable that such students would fail out of college in the first year. This is emphatically not our recommendation and our experiences in the SEEK and College Discovery programs bolster our belief that significant numbers of poorly prepared students can be raised to the level where they can compete with students normally admitted to the colleges. The Board, by its declaration of an open admissions policy, has indicated its firm intent and its faith in the University's ability to accomplish this mission. The Commission on Admissions believes that it can and must be done. We are firmly committed to the creation of compensatory services in reading, writing and mathematics, and to building a counseling network which will provide the supportive services necessary for students.

It has also been alleged that open admissions at the City University will be detrimental to private institutions in New York City because it will draw students from these colleges to CUNY. An examination of the admission standards of private colleges in New York City indicates that this fear is unfounded (See Appendix II). Open admission will not mean that CUNY will enroll many students formerly educated by private institutions. It means, rather, that large numbers of students who now have no opportunity for post-secondary school education will be able to see for themselves if a college education is appropriate to their needs, abilities and interests.

Each secondary school student has within him a potential for growth which is unknown until society has bent every effort to provide the maximum opportunity to achieve that potential. Since it cannot be assumed that high school performances today are adequately indicative of the creativity latent in New York City's youth, every high school graduate who has the will to undertake the challenge should be given the opportunity to develop to his full potential in a college environment. Benefits accrue not only to the individual from this opportunity for growth, but also to society through the development of citizens who are wide-ranging in their knowledge, sure of their goals, competent in their work, and certain of a future for themselves and their children. It is only through the creation of this type of individual, in large numbers, that our City can survive.

CHAPTER II

CUNY STRUCTURE, CURRICULUM AND STUDENT PLACEMENT: PRESENT

City University Admissions Policies

The City University has traditionally admitted the majority of its entering freshman class on the basis of high school grades and "academic aptitude" as measured by special examinations. For purposes of identification, the system of criteria and procedures which have been developed to admit students on these bases will be called the "traditional system."

During the past five years, the University has recognized the shortcomings of the sole use of these criteria in identifying many college-capable youth, particularly those who have not achieved their potential in high school because of economic disadvantage. To open educational opportunities for such students, the University has established several supplements to the traditional system. For purposes of identification, these alternates will be referred to collectively as "special programs."

The "Traditional System" – Procedures

Over 40,000 applicants applied for admission to the City University for September 1969, utilizing the forms and procedures of the "traditional system." Although at one time students applied individually to the colleges, all first-time freshman applications are now processed centrally at a computerized facility called the University Application Processing Center (UAPC). Students submit a single application to UAPC, and indicate on this application their choice of up to six colleges and/or curriculums to which they wish to be considered for admission. The UAPC staff takes the choices of each student, together with his high school average and his College Entrance Examination Board Scholastic Aptitude Test (SAT) scores, and places them on punch cards for future processing.

While the preliminary work on applications is going on at UAPC during the early fall, the University and college administration is estimating the number of seats which the budget will make available for these students the following September. The *total* number of freshman places in the University each year is prescribed in the University's Master Plan, first written in 1964, modified on a yearly basis, and subject to a thorough revision every four years. The 1968 Master Plan called for the enrollment of 17,000 new students in

September 1969 through its "traditional" system. The number of students who could be accommodated at each institution and within each program was determined on the basis of historical data and projections at each institution, and adjustments were made as appropriate to assure that a total of 17,000 seats would be available throughout the system.

Once the first stage of estimating the available seats in each program is completed, the University then determines the number of students who must be admitted to fill these seats, since not every student offered admission will choose to attend the City University. For September 1969, it was estimated that 31,000 students would have to be offered admission in order to have an entering freshman class of 17,000. These data are then put in a form for computer use, together with the data previously entered from the student applications.

Estimates are then made of the probable "cut-points" (high school averages or combinations of average and test scores) which will be needed to admit the exact number of students into each program and college, and preliminary computer analyses are made matching student records to available places. This process is repeated many times until the final cut-points are determined on the basis of the number of seats available and the number of applicants for each program.

The computer then examines the average or composite score of every applicant to determine if he meets the cut-point for his first choice of college and program. If he does, he is allocated to that college. If he does not, he is next considered for his second choice and then in succession to his other choices.

If he does not meet the cut-point for any of his choices, he is sent a letter advising him of opportunities available as a non-matriculated student at our colleges, and of the programs of the Urban Centers, and he is invited to apply.

The "Traditional System" – Evaluation, Assumptions and Effects

The "traditional system" has many strengths. Its reliance on simple recorded data places every applicant in direct competition with every other applicant without consideration of personal bias or the influence of outside pressures for admission. Evaluation is strictly upon "merit" as defined by the criteria used, and no student receives special treatment because of race, religion or sex, or because of the intervention of family or friends. The "traditional system" has also been exceptionally efficient. Its cost is relatively low, and it provides services to the colleges and the high schools which would not

otherwise be available. It also provides students with six applications on a single form, increasing opportunity and relieving to some extent the administrative burden upon high school counselors and administrators. Finally, the students selected for admission under this system have been notably successful, both in college and in their professions and careers after college.

The weaknesses of the "traditional system," however, are the assumptions it makes about who should go to college. The use of grades and test scores as the sole determinants of college potential implies that these measures are able to predict "success." In fact, while such measures are able to determine the potential "success" of groups of students with moderate accuracy, they cannot be used to determine whether any individual applicant will be a good college student. Many variables enter into a student's college performance, and no measure or group of measures has yet been found which can predict individual performance with accuracy. Moreover, the use of grades and test scores implies that they are true measures of those factors which the educational process seeks to engender, both in high school and in college. The use of college admissions as a reward for grades and test scores reinforces the notion that these measures are desirable in themselves, and gives them preeminence among other indices of intellectual potential, motivation, seriousness of purpose, and maturity that are important goals of education.

The effect of the "traditional system," therefore, has been to offer admission to students who have most satisfactorily performed the academic tasks set forth for them in the high schools, without concern for the potentials that other students may have for future intellectual growth and later contribution to their community. Moreover, since grades and test scores are highly related to socio-economic status, the system tends to discriminate against lower-class students, and particularly those coming from inner city high schools. As a partial result, proportionately fewer Black and Puerto Rican students are admitted to the University through the "traditional system" than would be anticipated by the proportion of such students in the high school graduating class.

Special Programs – Procedures

In the past few years the City University has moved toward equalizing educational opportunity for students handicapped by poverty or discrimination by the creation of special educational programs with new admissions systems. The best known are SEEK (Search for Education, Elevation and Knowledge) and College Discovery. These two programs processed more than 7,000

applicants and admitted about 2,300 students in September 1969.

Admissions standards for these programs include a high school diploma or equivalent, under 30 years of age, New York residency, no previous college attendance (except veterans), ineligibility for matriculation to a CUNY regular program, *AND* residency in an officially designated poverty area for SEEK or family income below a designated level for College Discovery. Selection from eligible candidates is based on random sampling and the number selected is limited by the space available. SEEK admits students into senior colleges, and College Discovery into community colleges.

In addition to these two major programs, admission to a CUNY senior college is guaranteed to the top One Hundred Scholars in every public academic high school graduating class (to the top 20% in private and parochial schools). The goals of this program are to attract and retain the very top students, and to increase the applications and enrollment from high schools in poverty areas. Last year 9,000 high school graduates were offered admission through this program. Approximately 6,000 applied and were admitted. Approximately 600 of the students who registered under this program would not have been eligible under "regular" standards.

Two programs, College Discovery and Development and the Pre-Technical Program are operated cooperatively by the University and the Board of Education, and begin with student preparation in the high schools. On graduation, admission to a unit of the City University is guaranteed. Students are selected in the ninth grade and given educational support throughout their high school program.

Almost every CUNY college has one or more programs where new admissions standards and procedures have been adopted for a small group of students on an experimental basis. Brooklyn College has the Educational Opportunity Program for 200 poverty area students; Hunter College gives special consideration to selected "late bloomers" and veterans. Many colleges have connections with hospitals, public agencies and schools to support similar goals.

Brooklyn and Manhattan Urban Centers, attached to New York City and Borough of Manhattan Community Colleges, provide another alternative for students who do not meet regular admissions requirements. "College Adapter" programs, which feed into the regular college matriculated programs, and skills programs which feed into vocations served over 800 students last year at the Urban Centers.

For the most part, special programs have attempted to moderate the problems of the "traditional system" by introducing new "objective" criteria into the selection process, such as rank in class, residence in a poverty area, or low income. The new procedures have been effective in many ways. They have brought into the University new students who would otherwise not have had an opportunity for higher education. These students have required the colleges to rethink their curriculums and their goals, and have created a more diverse student body. The students themselves have not been as successful as have students admitted through the "traditional system," but many earn satisfactory and superior grades with no more assistance than other students receive, and many more do well after they have experienced the intensive programs of supportive services which are integrated with these admissions systems.

The basic assumption of the programs, that the academic potential of economically deprived students and students attending inner-city schools is not adequately measured by the criteria of the "traditional system," appears to be borne out by these programs. While the criteria they use are no more rationally related to the objectives of a college education than those used by the "traditional system," they do indicate that potentially successful students can be found in a number of ways, and that no single system can effectively identify all potentially successful college students.

CUNY Structure and Curriculum

The units of the City University fall into one of two discrete patterns, the four-year senior college pattern and the two-year community college pattern. (Two exceptions to this dichotomy are the John Jay College of Criminal Justice which offers both two- and four-year programs, and Richmond College, an upper-division institution. Neither college accepts freshmen from UAPC).

The senior colleges, which include several exceptionally strong and prestigious liberal arts colleges with national reputations, offer the traditional liberal arts, science and professional curriculums.

The policy of the University has been to offer admission to the senior colleges to the top quarter of all the high school graduates of New York City as measured by grades and test scores. In recent years, this has meant that students with high school averages of 82%, or its equivalent, have been offered senior college admission.

The community colleges offer both transfer and career programs. Transfer programs parallel the first two years of the

four-year liberal arts programs in the senior colleges, and University policy permits automatic acceptance of graduates of these programs into the senior college with substantially no loss of college credit.

The community college career programs prepare students for immediate employment in technical, semi-professional and professional positions in health, business and engineering-related fields. The six colleges offer 40 different career curriculums, although many of these programs are almost identical except for a small number of minor variations in requirements. Many of the students graduating from the career programs continue their education at four-year colleges, but relatively few do so at CUNY because of restrictive transfer policies at the senior colleges.

Who Goes Where and Why?

The various curriculums at CUNY are seen by many high school students as falling into a hierarchical pattern based upon prestige and desirability, with senior college programs the most desirable, two-year transfer programs less desirable, and two-year career programs least desirable. To some extent this perception is created by the natural inclination to view four years as "better" than two, by the perceived undesirability of spending two years at one institution and two more years at another, and by the prestige associated with several of the senior colleges built up during a long period of time and passed on through a "halo effect" to the other senior colleges. It is also probably true that the negative image of vocational education in New York City caused by the past use of the vocational high school as a "dumping ground" attaches a stigma to community college career programs.

Whatever the cause of these perceptions, however, they are reinforced by the present admissions policies of the University. The present system in which students rank their college choices and are considered for them in serial order based upon grades and test scores encourages students to arrange choices on a priority basis. The most common choice pattern is several choices of senior college, several choices of community college transfer programs, and several choices of community college career programs. The lower a student's average, the more likely he is to be admitted to an alternate to his first choice, and specifically to a career program. The student is forced then either to accept admission to a program in which he is not particularly interested, or to forego a college opportunity completely. To complete the cycle, other high school students see that their contemporaries are admitted to career programs only because they have been rejected from other, more desirable,

programs, and the concept of career programs as last-choice undesirable alternates is reinforced.

The University has attempted to inform high school students of the great opportunities available in these programs, but has been only moderately successful despite large scale counselling and information dissemination efforts in the high schools. The problem is further complicated because many of the students who desire to enter these programs as first choices are denied admission in favor of a student with a higher average who is being admitted to that program as a last-choice applicant.

Students in the three types of programs – four-year, transfer, and career – are almost completely segregated by grade with few exceptions. Students with the highest grades enter the senior colleges as first choice institutions, the next group enter transfer programs as less-than-satisfactory alternatives to the four-year programs, and students with the lowest grades are assigned to the career programs.

Evaluation of the Present Systems

The present admissions systems admit large numbers of the City's youth into collegiate programs of high quality. The "traditional system" still excludes many students of high potential. Special programs attempt to expand educational opportunity, but their criteria are unrelated to educational purposes and also exclusionary in a different way. The two systems together represent a compromise in the face of financial restrictions which force the University to limit its enrollment, rather than a belief that students who do not meet the criteria of either system cannot profit by higher education.

The fact remains that the best way of determining whether a potential student is capable of college work is to admit him to college and evaluate his performance there. Within the pool of 10,000 students rejected each year by the "traditional system" and the 5,000 rejected by SEEK and College Discovery for lack of financial ability, there are thousands of students who if given a chance at college would do satisfactory and even outstanding work. When all the students who never apply to college because they have been told through twelve years of previous education that they are not "college material" are added to this pool, the great loss in human potential generated by an exclusionary policy becomes evident. This City and this society cannot afford such a loss.

CHAPTER III

Curriculum and Student Placement Under Open Admission

The major mandate given to this Commission was the responsibility to recommend a system of allocating students to the various programs of the University. Allocation thus has two aspects: the needs, desires, interests, abilities and potentials of students; and the focus, content, philosophy,, and purpose of the programs. The question of allocation, then, is inexorably linked to the kind of curriculums which are offered.

In considering allocation and curriculum, the Commission adopted certain basic principles:

1. Additional students admitted under open admissions should by and large be absorbed by expanding proportionately those colleges already in existence or planned, rather than by opening new units for the new students, or by absorbing them in one category of the existing units, such as the community colleges. All colleges of the University should share more or less equally in the special effort that will have to be made in the next few years to provide remedial work and counseling for students inadequately prepared for college programs.
2. Students should attend the programs and the colleges best suited to their career plans and educational needs. A corollary of this policy is that the programs offered throughout the University should be constantly reviewed and changed where necessary to meet the needs of students.
3. The decision as to which program and college will best serve a student's needs should be determined primarily by the student himself. There are several important corollaries to this policy:
   a) The student's choice should be backed by a strong counseling program, so that he can have a realistic picture of the various programs, their relationship to career opportunities, the type of talents they require, and their relationship to his preparation at the time of his admission.
   b) There should be a variety of choices open, both as to different programs and different types of institutions. The various units of the University should develop strengths in different programs, including some units that will place more emphasis on two-year programs and others on four-year programs.

c) Remedial services and arrangements for extension of time for completing programs should be provided at all units for students who choose programs for which they are not adequately prepared at the time of admission.

4. The long-term restructuring of the curriculum to accommodate student needs and interest, and the availability of proper counseling to match students and programs, should be done so that the places available in any college will approximate the number of students desiring to enter that college.

Within the context of these principles, the Commission makes the following recommendations concerning the reorganization of the curriculum and a system to be used for allocating students during the interim period until reorganization has been completed.

Reorganization for Diversity and Distinctiveness

The most salient feature of the present curriculum and structure of the University is the difference in status which students ascribe to the two- and four-year colleges. To a major extent, this differential appears to be due to the fact that the transfer programs in community colleges are only two years in length and therefore perceived to be of "lower" quality. This apparent difference is reinforced by the present admissions system which allocates "weaker" students to the community colleges, thus branding them as obviously "inferior." Student choices are often made on the basis of perceived status, rather than on a consideration of which program is better suited to their interests and needs.

In order to give substance to the Admission Commission's expressed goal of maximizing each student's choice of a college for the realization of his individual potential, there must be a clear provision of alternative choices. This should not be primarily choices of names or locations, but choices of different educational and professional offerings as reflected in the philosophical orientation, the pattern and the variety of the curriculum as well as the differing strengths and emphasis of the individual colleges, faculties, and departments.

To do this requires the development of a diversity of institutions which are all characterized by excellence in distinctive ways. The goal of the University must be to develop colleges with excellence in specialized areas which will attract students and faculty sharing similar intellectual or professional concerns. Such institutions may have programs of varying lengths, but each program must be

distinctive and of high quality. Two-year programs at one institution cannot merely be mirror images of half of the four-year program at other colleges, but must have an integrity and a purpose of their own which will attract students who desire to enter them, rather than students who accept them as undesirable alternatives to their first choices.

Several alternate restructurings have been discussed by the Commission, and the two briefly outlined here are considered to offer the possibility of creating excellence through diversity. Other possibilities exist and should receive further intensive study by students, faculties, administration and Board in the light of future patterns of student needs and choices.

The first proposal contemplates the establishment of three groups of colleges within the University:

Group I. Comprehensive Colleges with programs leading to two-year and four-year degrees in a variety of areas associated with liberal arts, science, pre-professional studies, and career programs.

Group II. Colleges of Liberal Arts and Sciences offering Bachelor Degrees.

Group III. Two-year career, professional, and technical colleges leading to Associate Degrees along the pattern of the best career programs in the community colleges.

This grouping would require an increase in the number of four-year institutions based on evidence of an increasing student demand for four-year programs and on the considerable educational and professional advantages both for students and for faculty in such institutions. The most feasible and hopeful means for development of the Comprehensive Colleges of Group I would lie in the development of some of the present two-year community colleges into four-year colleges because of their unique original function of providing for a wide range of needs and talents and because of the flexibility afforded by their relative newness vis-a-vis the older senior colleges. It may be that some of the senior colleges, the newer as well as the older, may by choice or by the ultimate necessity of competition in response to student needs, move in the same direction. The essential role of the Comprehensive Colleges would be to offer two- and four-year degrees in a broad variety of areas ranging from liberal arts to career programs.

Group II envisages the continuation and creative development of most of the senior colleges in their present pattern as colleges of liberal arts and sciences in order to make available to the young people of New York City under the new Open Admissions policy the choice of attending a traditional college within the system. It was

upon the past achievements of the older senior colleges of Liberal Arts and Sciences that the City University was founded, and the continuing high reputation of these institutions among the liberal arts colleges of the academic world proves the worth and relevance of their educational orientation and more than warrants the continuation of this type of institution as part of a restructured City University.

Group III represents a recognition of the significant achievements of the career programs in the community colleges which should guarantee the retention of two-year institutions whose major thrust would be on conferring the Associate Degree in areas imparting skill and technical knowledge. We must focus on the educational and career opportunities for which these programs have unique value. The colleges of Group III are intended to preserve the educationally valid role of the two-year career programs by their continuation as institutions within a restructured City University in a context which would do greater justice to their *raison d'etre* and to their special relevance for the youth of New York City. Since many "career" students holding Associate Degrees in the business, technological, and health science fields wish to continue their education, a close liaison between Group III and the career programs of Group I's Comprehensive Colleges should lead to an integrated transfer program. An alternative would be the possible development in the future of some four-year programs in units of Group III in areas of particular need, but with the major thrust remaining on the two-year programs.

There are additional educational advantages and professional opportunities both for students and for faculty envisaged in this proposed new structure. Moreover, the elimination of the concept of "higher" or "lower" colleges and rejection of proposals for dividing the entire undergraduate system into "lower" and "upper" divisions would tend to prevent the unwarranted application of invidious distinctions to students, faculties, and institutions.

The provision most advantageous for students in the proposed restructuring is the availability of more four-year institutions. This will meet the increasing demand for the four-year opportunity as demonstrated in the increasing number of community college transfers. For a large number of students the painful problems associated with readjustment to the new institutions every two years would be removed. They will have the advantage of increased exposure to fields of potential concentration in the liberal arts and science programs. They would retain the opportunity to go beyond the two-year degree in career programs but with improved conditions for transferability.

The advantages for faculty members in the proposed new structure are obvious. The extension of the opportunity for more teachers to teach in four- year colleges carries with it the professional stimulation and rewards provided by contact with upperclassmen and by involvement in advanced courses in their own specialties, while the faculties of the senior colleges will continue to benefit from the stimulating contacts afforded by teaching introductory as well as advanced courses to the general undergraduate as well as to the major.

The Commission's second proposal contemplates the maintenance of the present four-year colleges, and the transformation of the present two-year institutions into comprehensive four-year colleges emphasizing professional training and preparation. Presently existing professional programs, such as nursing and elementary education, would be transferred from the present senior colleges to the new four-year comprehensive institutions, which would also offer the present two-year career programs, and expand some of these into baccalaureate programs.

This system of two types of institutions would offer the advantages of the first proposal, and differs from it only in the elimination of separate two-year technical institutes as discrete colleges. Some concern has been expressed that two-year technical programs might find it difficult to survive under this system. In view of the great importance of these programs, we recommend that this problem receive the most careful attention when this proposal is studied.

These two alternate approaches are examples of the directions which restructuring could take in moving towards excellence within diversity. While other possibilities exist and should receive the closest scrutiny, all possibilities should be evaluated in the context of expanding curricular offerings to meet student needs, rather than forcing students into University programs which have previously been developed.

The expansion of numbers and the broadening of interests and abilities of the student population which is implied by the Open Admissions policy imposes upon the University the most careful consideration of two areas of curricular reform. We must first insure that we meet our responsibilities to educate and not simply to train. Secondly, in responding to the educational needs of a society changing with almost compulsive speed, the University cannot rest on the assurance that the traditional curriculum is necessarily the most relevant. The University must not only carry forward a traditional culture, it must also insure that understanding of that culture has relevance to contemporary problems.

The new structure of the University under Open Admissions must be designed to maximize the alternatives for an entering student. The curricula offered must recognize students' preferences and offer programs geared to a wide range of needs and interests.

We therefore urge that there be continued and increased curricular differentiation among the campuses of the City University. The campuses of the University must develop certain "personalities," based on faculty, departmental and curricular strengths. For a student to have a meaningful choice, he must be faced with a wide range of alternatives – all of which should be characterized by their excellence and integrity.

Admissions Policy for 1970

An analysis of probable enrollment under an open admissions policy indicates that the University can expect a freshman class of approximately 35,000 students in September 1970, as compared with a class of 21,000 in 1969 (see Appendix III). Although under an open admissions policy there is no need to find a method for accepting some students and rejecting others, it is still necessary to create a system which will determine in some manner which students are to receive preference for vacant seats in programs for which there are more applicants than spaces.

As indicated in a preceding section, the present admissions system of the University is logically dependent on the assumption that high school grades are valid and reliable indicators of potential for college success, and that all students have an equal opportunity for academic achievement in high school. Available data indicate that neither of these assumptions may be tenable. As a consequence, our present policy of using grades as the single most important criteria for entrance into specific programs does not appear to be the most rational or educationally sound approach to college admissions.

In searching for other criteria, the Commission considered a number of alternate approaches which would satisfy the Board of Higher Education's triple requirements of preserving academic standards, integrating the colleges, and admitting students who would have been so admitted under the University's previous admissions policies. The Commission also adopted the principles that the primary determinant of student allocation should be student choice; that allocation to a college should reflect in some way the academic achievement of applicants, and that "integration" should be defined primarily in terms of attempting to equalize the ethnic distribution in the senior college freshman class and the community college freshman class.

After a thorough consideration of alternatives, three basic plans emerged. All plans agreed on the use of the criterion of class rank in the student's school instead of absolute grade average and on the continuation of the SEEK criteria for admission to the senior colleges. The Commission presents all three to the Board for its consideration.

Proposal I would admit the major part of the incoming freshman class on the basis of rank *in the student's own school.* The remainder of the seats would be reserved for students entering under the SEEK criteria, with the number to be determined in accord with the principle of achieving ethnic balance among the different units of the City University. For 1970 it is estimated that in a senior college freshman class of approximately 20,000, admissions under the SEEK criteria would number 3,500.

Proposal II would admit 60 percent of the freshman class on the basis of rank in school and approximately 15 percent under the SEEK criteria with the exact proportion to be determined so as to achieve ethnic balance. The remaining 25 percent would be admitted on the basis of stated preferences with the proviso that, where preferences exceed the number of available places, those places will be assigned by lot. The net effect would be to increase the opportunity for admission to a senior college of students in the lower ranks of their high school classes.

Proposal III would admit the major portion of the freshman class on the basis of rank in class, and would reserve sufficient seats in the SEEK Program with the exact number to be determined to achieve ethnic balance. In addition, it would reserve additional places to insure that students previously admitted to specific senior and community colleges would still be so admitted.

Because of concern that students of equal potential face unequal opportunities to achieve high grades in the secondary schools, the Commission recommends that in place of grades, the University utilize a student's percentile rank in class *in his high school* as the basic criterion for placement in a college. The use of rank in class is recommended because it recognizes the academic achievement of high school students in competition with their peers, while substantially minimizing the present inequities in admission created by the great variance in the distribution of grades in various groups of high schools in the City. It would also provide a built-in incentive for academic achievement within each high school and would admit more students from the ghetto schools.

Although the integration of the senior colleges will be significantly enhanced by the use of rank in class rather than grades, this change in policy will still fall short of achieving total integration as previously defined. It is therefore recommended that there be

significant expansion of the SEEK program to a level necessary to assure that the entering freshman class in the senior colleges is ethnically similar to the entering freshman class in the community colleges.

Regardless of the general position which the Board may take on the major issue of open admissions policy, the Commission recommends that the following provisions be made a part of the University's future admissions system:

a. All students should be guaranteed the program of their choice except under the most unusual circumstances, although all students may not be admitted to the college of their choice. This means that students wishing to major in the liberal arts should be guaranteed a place either in a senior college, or in a community college transfer program with automatic transfer to a senior college guaranteed without loss of credit. The sole exception to this policy should be in the case of programs which require such extensive specialized facilities, such as nursing or certain technologies, that facilities cannot reasonably accommodate all students who wish to enter the program. We would expect, however, that where student demand for such a program continually exceeds places the University will give the highest priority to expansion of these programs to accommodate student needs.

   We recognize that one possible outcome of a policy of guaranteeing students the program of their choice is that some college programs may find that there are not enough applicants to fill the available seats. If this in fact occurs, and the vacant seats are not filled within a reasonable period of time by students who transfer from other programs, it seems clear that such programs must be discontinued. We do not believe that the present University policy which forces some students to enter programs in which they have no interest can be justified, and we recommend that this policy be immediately discontinued.

b. We recommend that in order to assure that placement of students into the various colleges is accomplished as smoothly as possible, all students be required to list at least two community college programs among their six choices on the application form. Insofar as possible, the University should attempt to give a student his first choice of college and program, and should attempt to give every

student one of his six choices if his first choice is not available to him. If, for technical reasons, a student cannot be admitted into one of his six choices, then he should be immediately called for an interview at the Office of Admissions Services, and every attempt should be made to place him in a satisfactory program at a college where space is available.

c. Although we recognize and approve of the programs of the Urban Skills Centers, which offer career opportunities to many students who do not wish to enter a lengthier traditional college program, we do not believe that the University should continue to use the skills centers as entry points for large numbers of students as proposed in the present Master Plan. All students graduating from high school in June 1970 and thereafter should have the opportunity of entering a community or senior college if they wish to do so. The skills centers should be maintained as an option for students who do not wish to enroll in a regular college program and for students who have not been successful in college and wish to attempt another form of post-secondary school education.

d. In determining the allocation of students to the various colleges and programs, the primary criterion used should be student choice. Only when there are more applicants available than there are seats should a determination of elegibility be made on the basis recommended above. This may mean that in some programs there will be students admitted with relatively low ranks in class who selected that program as a first choice, while other students with higher ranks who have not been admitted to their first choice will not find spaces available in these programs for them as alternate choice applicants.

e. We recommend that all special admissions procedures for senior colleges be superseded by one of the alternate plans recommended by the Commission.

There will, of course, be anxiety expressed that the implementation of this policy in the senior colleges may lower standards in programs which up to now have admitted students on the basis of grade averages and test scores. Although there is no question that there will be a significant change in the composition of the senior college freshman classes, we do not feel that these changes will necessarily diminish academic quality for several reasons:

a) The quality and characteristics of a program will be maintained by the standards for completion of the program, rather than the standards for admission to it.

b) Remedial work and a longer period of study will either help a student meet the standards of the particular program, or he will shift to another program, or drop out.

c) Counseling will help students understand ahead of time the consequences of various choices, so as to reduce the number of students choosing a program who do not have the type of ability and the necessary determination to complete it.

We believe that with the support of the faculty, student body and administration of each of the colleges, the University can achieve these goals of offering college opportunity to all high school graduates desiring it, of mounting academic programs of the highest quality, and of graduating students who will continue the tradition of excellence in their graduate and professional studies, and leadership in their communities, which have characterized the past graduates of the City University.

CHAPTER IV

PROGRAM REQUIREMENTS UNDER OPEN ADMISSIONS

The institution of an open admissions policy at CUNY will result in the enrollment of additional thousands of students each year. Many of these students will be immediately able to begin their higher education and to compete academically with the students who have traditionally been admitted to our institutions. Others with deficiencies in their previous education will require specialized services of various kinds before they are able to engage in collegiate study.

The University has extensive experience with providing such services, but only to limited numbers of students in special programs such as SEEK and College Discovery. The initiation of an open admissions policy will not only require the expansion and further development of such services, but should serve as an impetus for providing these services to all CUNY students who require them. Adequate provision for these services is essential if the University is to truly individualize its educational programs to create a meaningful open admissions policy. The following principles are critical to establishing an individualized student-centered approach to higher education:

1. Insofar as possible, admission to the various colleges and programs of the University should be based on student choice. This requires the establishment of adequate pre-admissions counseling programs so that students have as much information as possible before making their application decisions.

2. There must be greatly increased articulation between the colleges of the University and the high schools of the City, particularly in areas of curriculum and guidance.

3. Each college must establish a program to evaluate the strengths and weaknesses of incoming students, and to determine which specific programs would be appropriate to their individual needs.

4. All students should be provided with academic services as required, including counseling and tutorial assistance. Special learning conditions, including smaller class size, should be provided when necessary.

5. The academic policies of the college should be altered to reflect the needs of students. Such changes should not lower academic standards, but should lift arbitrary barriers to the attainment of these standards.

6. The University should assume the responsibility for insuring that sufficient financial assistance be made available to guarantee that no individual will have economic need interfere with his opportunity for higher education.

7. The University should not limit the concept of open admissions only to the student interested in pursuing an undergraduate degree program, but should offer programs that meet the needs of other segments of the community as well.

8. The new policies applied to day students and recent high school graduates should, as far as possible, be applied equally to students in the various Schools of General Studies.

In compliance with these principles, the following special programs and services are recommended as essential to the implementation of a viable open admissions policy.

Pre-Admissions Counseling

A system of diverse institutions and varying programs offer potential students the maximum opportunity for finding a course of study appropriate to individual needs and interests, but at the same time can be confusing to the uninformed student. If applicants are to make reasonable decisions, they must have data upon which these decisions can be based. Pre-admissions counseling is the most effective means by which the University can disseminate information about the educational opportunity it offers to New York City high school students and adults.

Such a program must engage the University both with the New York City school system, public and private, and with organized groups in the community at large. The ultimate purpose of a pre-admissions counseling program should be to prepare the potential student for a successful college experience in the City University. Many of the programs recommended in this section are already functioning in the University's Office of Admission Services (OAS),

but on too limited a scale to be effective under an open admissions program. OAS should increase and expand its programs and capabilities.

The OAS staff should consist primarily of individuals with expertise in high school and college counseling. University students might also be employed as part-time aides to the full-time counseling staff, financed by work-study funds. The programs of OAS should reach every high school student in New York City. These programs should disseminate information on the University's educational goals and philosophy, admissions procedures, the characteristics of the various colleges and curriculums, the special programs and services offered by the University, degree requirements, policies affecting mobility within programs and colleges, and the availability of financial assistance. Every attempt must be made to help students anticipate problems which they may have in adjusting to the demands of the college.

Although many students can be reached through the high schools, other students are more effectively contacted through settings outside the school system. Such settings include the home, social service and recreational agencies, and religious, cultural and ethnic organizations. OAS educational counselors should contact these agencies and groups in order to provide potential students with appropriate information. The counselors should work closely with the administrators and counselors in these agencies and groups and place some emphasis on disseminating information to adults, including the parents of the high school students, as well as potential students.

The University should also work cooperatively with certain educational counseling agencies in order to reach other students outside the school setting. This would make many of these agencies more deliberately conscious of the University's programs, and might tend to channel some of their own resources into the University's counseling effort.

Articulation Between the City University and the City Schools

City University's open admissions program offers the City of New York an opportunity to eliminate the artificial barrier between grade 12 and higher education. It challenges the community, the University, and the schools to rethink and redesign educational programs and services between grade 9 and grade 16.

The formation of inter-agency faculty-student curriculum committees is recommended as a first step in studying and evaluating these possibilities. Such committees planning curriculum sequences for a four- to eight-year instructional program would tend to insure the smooth articulation and relevance of each element to the others in an instructional sequence. Further, the opportunity to plan instructional programs over as much as an eight-year interval introduces considerable flexibility in curriculum scheduling. Students may be able to explore areas of specialization in other fields. The review of existing curriculum may eliminate areas of redundancy in school or college programs and make it possible to expand curriculum offerings or accelerate the progress of individual students through the grades. Advanced placement courses in the high schools and early admissions to the colleges are both implied, as is the possibility that some students may find it profitable to take courses at both the high school and college campuses simultaneously.

In the same manner, cooperative efforts should be initiated to articulate the counseling programs of the City University and the high schools. The ratio of counselors to students in both the City University and the City schools must be increased, and the City University will have to expand its graduate programs in order to make qualified personnel available to fill these new positions.

In addition, City University counselor education programs and OAS will need to establish in-service education workshops for high school counselors to thoroughly acquaint them with the philosophy and procedures of the University's open admissions programs.

Critical to curriculum development and to guidance and counseling is an effective evaluation program. The City University and the City's public schools both employ evaluation specialists and collect, analyze and disseminate relevant educational data and reports. All too frequently the efforts of the schools and the efforts of the University are independent, resulting in duplicated efforts and misspent time and money. Considering the need for the cooperative development of instructional programs and counseling and guidance services, it would be extremely desirable for school and University evaluation specialists to meet jointly with curriculum development groups, counselors, and administrators to plan for the development of a systematic school-University evaluation program. This evaluation program would establish minimal data collection requirements relevant to the needs of both school and University personnel, would prescribe minimal data analysis requirements, would ensure the dissemination of results to relevant personnel, would assist in the interpretation of findings, and would formulate policy concerning the confidentiality of data and reports.

There are other ways in which the University can move toward eliminating the barrier between 12th grade and college. For example, colleges can conduct weekend campus orientation programs for high school juniors and seniors to give them a better understanding of the offerings ot the colleges and differences in the student climate of various institutions. Another possibility would be the creation of courses for high school students which would be available during the summer on college campuses. Such courses could be designed to improve and expand basic skills in English and mathematics for students who need further assistance in these areas, or could be credit-bearing for students with outstanding competencies.

Student Orientation

Every college of the University presently offers student orientation programs to its entering freshmen to introduce them to the various aspects of college life. Such general orientation programs will become critically important in view of the increased heterogeneity of the freshman class under open admissions, and we recommend that the faculty, students, and administration of each college give particular attention to the development and maintenance of sound and effective orientation programs to meet the general needs of all incoming students.

We also recognize that there are student groups on each campus whose special needs will require additional orientation programs to supplement the general orientation, to inform them of academic and supportive services, to help give them a sense of community, and to assist them in solving special problems which may interfere with their academic or social adjustment to the college. We believe that programs of this type may be of benefit to many groups of students, but will be of particular assistance to Black and Puerto Rican students. We therefore recommend that all units of the University be required to offer a supplementary orientation program for Black students, Puerto Rican students, or any other group of students having special needs and desiring such a program. We further recommend that participation in such programs be voluntary and open to all students. Faculty, students and administrators who share the same background as the group of students requiring supplementary orientations should be fully consulted by the president of the college in the appointment of an orientation director and the planning of the program.

Student Evaluation and Remediation

The basic principle that underlies the consideration of evaluation and remediation is that of individualization. The success of open admissions will be related to the extent to which all students are given individual programs which meet their specific needs both in terms of higher education and necessary remediation. The relatively homogeneous student body which has characterized the University in the past has promoted an implicit assumption that a standard curriculum adequately meets the needs of all students. There have thus been relatively few attempts to create an individualized program for the "average" student who enters the City University. The programs of individualized and supportive services which are proposed here must not be instituted for only one segment of the college population, but in the context of each student's need, without regard for his economic, ethnic or religious background, or for the area of the City from which he comes.

The determination of a student's needs upon entrance to CUNY must be made by utilizing various techniques. There are the obvious testing procedures that may be employed, with caution, in the context of an overall evaluation of the needs of students. The history of frequent abuse of testing by school and college personnel, and the utilization of tests in the past as tools to exclude students rather than to define their needs, limit their value to a great extent for large groups in our student body. However, these tests may be employed if they are not relied upon too heavily.

Of far greater importance than testing techniques for defining and identifying the particular academic needs of students are evaluations by teachers and counselors. These evaluations should include not only academic performance but also analyses of creativity, leadership and other potential qualities which may be present. In addition to evaluating students on the basis of in-college contact, there should be closer contact with the community to determine how students function in other contexts. The way a student functions in his community may be very different from the way in which he performs in college. Data of this nature can be very important in student evaluation.

Once the present abilities of a student have been evaluated, he must be given an opportunity to make up any gaps which may exist in his educational and academic experiences. Programs to provide such remedial work must be made available to all students. In planning remedial work for students, it should not be assumed that every student needs the same thing or that students who need remedial work in one area also need it in other areas; nor should it be assumed that students who function in some areas will necessarily function in other areas. Students who are competent in English may have other areas of hidden deficiencies. If early identification programs are followed, and if close guidance contact is established, these deficiencies will be discovered. They may not necessarily be gaps in academic preparation, but often are deficiencies in study habits or deficiencies that arise from an emphasis on functioning rather than understanding.

There are many strategies for remedial work, and experimentation on the campuses defining appropriate and effective techniques should be encouraged. As a general principle, however, there appears to be a psychological need for students to be made to feel not only that they are getting specific remedial help but that they are also not wasting any time or standing still. This need makes it inappropriate for remedial work to be offered by the mere repetition of the high school curriculum without any opportunity to engage in collegiate study. There are creative ways in which remedial programs can be implemented which do not keep students unnecessarily in one position too long. For example, courses which double the usual number of contact hours and combine remedial and college level work, giving credit only for that portion of the course which is advanced in nature, appear to offer an innovative solution to this program. This approach has been tried in several SEEK programs and found to be extremely effective in increasing motivation and promoting learning.

The increase in counseling and remedial work which has been recommended will result in a heavy demand for the recruitment of additional faculty of a high calibre. To some extent, City University may find itself in competition with the high schools for selected personnel. City University should avoid raiding the City high schools and depleting their much needed personnel and should instead rely on its greater capability of recruiting faculty on a nation-wide basis, and upon its ability to create programs for educating and preparing counselors and specialists in large numbers. In the area of remedial work it is urgent that new criteria for recruitment, appointment, and academic status of faculty be developed.

Academic Services

Academic supportive services must be made available to all students requiring them. There must be an adequate counseling program which is supportive and aimed at helping the student adjust to the college experience. This not only involves academic counseling in close liaison with the course instructors, but also involves vocational and at times personal counseling. Contact may be necessary with members of the family. The counselor should be trained in the areas of psychological and vocational counseling. He should understand the standards, the notions, and the values of the students and at the same time should be sufficiently experienced to be able to professionalize his contact with the student.

Another supportive service which should be made more widely available and utilized with far greater frequency is the teaching assistant or tutor. Such individuals who may be advanced undergraduates can work with the classroom instructor, take small units of the class, tutor individual students, take over specific areas to lead in the class instruction, and work in other ways to individualize the content of the course.

Another factor contributing to individualization of instruction is class size. The SEEK criteria of fifteen to twenty students per class appears appropriate and provides opportunities for much greater student-teacher contact.

Academic Policies

Present CUNY policies regarding retention of students, transfer between programs and colleges, and prerequisites for admission to certain courses were established to meet the perceived needs of institutions and not necessarily the needs of students. The need to change these policies will assume even greater importance because of the increased heterogeneity of the student body under open admissions.

The changing of such academic policies does not imply a changing of University standards, but rather the removal of artificial barriers which may inhibit the attainment of these standards. It cannot be stressed too often that students admitted under an open admissions policy should graduate only when they meet the traditional standards of excellence which have always characterized the City University. The University must therefore consider it an obligation to provide those services and establish those policies which will maximize the opportunity for each student to achieve such standards. Policies which do not move toward that end must be

appropriately altered or abandoned.

The policies established by each of our colleges for the retention of students usually require that students earn certain college grades within a specified period of time to remain in good standing. In an open admissions system we will be faced with the challenge of the student with high potential who is ill-prepared for college, or who has made mistaken choices early in his college career. We therefore propose that there be no expulsion of a student, solely on the basis of academic performance, during his first year in college, and that no unreasonable time constraints be placed on a student's progress towards his degree. The sole requirement for graduation should be the satisfactory completion of a prescribed number of courses in his program of study. While standards of retention should be made more flexible, standards of satisfactory performance must be retained at their present level so that each City University degree represents the high level of achievement which has always been expected in our colleges.

Articulation policies between colleges, and in programs within colleges, must be reviewed to permit the maximum flexibility of movement for students. Students making poor initial choices of college and curriculum should be permitted and indeed encouraged to make timely changes with as little penalty as possible. The establishment of policies to permit such movement will require the closest faculty and administrative attention.

The present system of requiring specific high school courses as prerequisites for admission to certain college courses is even less defensible under open admissions than it has been in the past. Prerequisites should be indicated in terms of *specific skills and knowledge* necessary to an understanding of the course rather than in terms of specific prior *courses* required. Students lacking these specific skills should have an opportunity to acquire them without having to take extensive prerequisite programs.

Financial Support

The financial needs of new students admitted under open admissions are likely to be more acute than those of students currently enrolled at CUNY. An adequate program of financial assistance must be undertaken to insure that no student foregoes a college education because of financial incapacity.

Federal loans, grants and work-study funds which are available for qualified students, and State and City grant funds for SEEK and College Discovery students currently comprise the greatest proportion of all financial aid given at the University. Although the

University's request for federal funds doubled in 1969-1970 over the previous year's request, the funds allocated by the federal government remained the same because of cut-backs in spending for this purpose. These funds have not been provided in sufficient amounts to the University in the past, and it is unrealistic to expect that an increase of over $7 million in federal funding will be forthcoming in the near future.

While the available funds appear to be declining, the need at City University is increasing. The most recent estimate of present City University students indicates that 28 percent come from families with annual incomes under $6,000 and 69 percent from families with annual incomes under $10,000. (See Appendix IV)

It is estimated that the cost of attending the City University for most students is $1,300 per year, and that the average family of four must have an income of at least $8,840 if it is to meet this cost without some assistance. Students from four-member families with incomes under $7,020 require complete coverage of this cost if they are to be enabled to complete their education. In some families, students will have to contribute to home- maintenance costs in order to consider college attendance, and an $800 home-maintenance requirement would increase the total need of such students to $2,100 per year.

The financial aid required by students need not be solely in the form of outright grants and stipends. Based upon the particular needs of each student, aid should be provided in the form of "packages," which would include grants, loans, and work-study support in various combinations.

Under an open admissions policy, total student financial need at City University will be approximately $66 million per year. To meet that need, the University now has a budget of $15.7 million, including $7.4 million from the federal government and $8.3 million from the City and State. Funds must be secured from these or other sources to meet the financial commitments which City University must make to our students.

Open Admissions and the Community

The concept of open admissions should extend beyond the availability of programs for high school students so that genuine and increased community participation can take place in University programs. Increased interpersonal participation on the part of the community will serve to diminish anti-intellectual antagonisms and create a more wholesome understanding of the mutually beneficial goals of both the University and the community.

Programs in professional, technical, liberal arts and career areas should be available to all members of the adult community, not just the recent high school graduates toward whom these programs were largely oriented in the past. The University should also offer special training courses and programs for those interested in preparation for private employment, civil service positions and examinations. Leadership courses should be available for community-resource persons, local school board members and others. Community-oriented projects and programs such as special purpose lectures, seminars, conferences, cultural presentations, tutoring programs, health and home care counseling, and vocational as well as educational counseling should be made available. An attempt should be made to improve cooperative relationships with the industrial and business community to provide up-to-the-minute and meaningful on-the-job training and pre-job training for students.

As a further extension of an open admissions system, the University should increase services offered to members of its alumni. Since open admissions is a policy which was not part of the educational background of the thousands of individuals who have been graduated from the University, it is imperative that vital and well-conceived programs, meetings, and seminars be included in alumni college projects in addition to the usual social activities. It is mandatory that the college assist the alumni not only to understand today's complex social problems and goals but to provide the climate of comprehension whereby they will be in the forefront of tomorrow's social change.

UNIVERSITY COMMISSION ON ADMISSIONS

APPENDIX I

The High School Population of New York City

Any university admissions policy must operate within the context of the public and private high school systems of the city from which we draw each entering freshman class. In order to present a more accurate analysis of this system, the schools have been divided into three groups in this report: public academic, public vocational, and private. The public academic high schools are further subdivided into three categories because of large and significant differences in student characteristics between schools. Using the percentage of juniors in each public academic high school earning averages of 82% or higher as a criterion, 15 schools were placed in a "high" group, (identified here as Group I schools), 31 in a "middle" group (Group II) and 15 in a "low" group (Group III). Public vocational schools are identified as Group IV, and private and parochial schools as Group V.

Academic Achievement

Academic achievement, as measured by high school averages, varies considerably in the five school groupings for the students completing the junior year. Grade distributions are shown in Table I.

TABLE I

Grade Distributions of Juniors in New York City High Schools as of June, 1968.

		Grade Averages						
	N	95-100	90-94	85-89	80-84	75-79	70-74	Under 70
Group I	15,984	1.1	11.1	17.3	17.5	16.0	15.8	21.0
Group II	28,743	0.4	5.0	9.7	12.9	15.7	22.5	33.8
Group III	8,238	0.1	1.3	4.0	8.3	16.4	27.3	42.4
Sub Total	*(52,965)*	*(.6)*	*(6.2)*	*(11.1)*	*(13.5)*	*(15.8)*	*(21.2)*	*(31.2)*
Group IV[1]								
Group V[2]	24,156	0.7	7.2	17.6	25.8	28.2	16.3	3.5

[1] No data available.

[2] No data available on the distribution of grades in all private and parochial high schools in New York City. Data in this row were collected from 19 Catholic high schools with a total junior class enrollment of 2,734 or approximately 11% of the estimated number of juniors in private schools in New York City. No claim is made that these 19 schools accurately reflect the grade distribution of all private schools, but the data are used here in lieu of valid information.

The data in Table I indicate that of the total junior class in the public academic high schools in June 1968, 31.4% had averages of 80% or higher, and 31.2% had averages of under 70%.

The disbribution of grades in the three categories of public academic high school were significantly different, as expected because of the method of initially categorizing the schools. 47.0% of students in the Group I schools, 28.0% of students in the Group II schools, and only 13.7% of students in the Group III schools earned averages over 80%, while students with averages under 70% were 21.0%, 33.8% and 42.4% respectively. If a high school average of 75% is arbitrarily considered to be the "minimum" required to give a student a reasonable chance at college admissions, 63% of Juniors in the Group I schools, 44% in the Group II schools, and only 30.3% in the Group III schools have such a chance.

Diploma Distribution of High Schools

Five types of diplomas are awarded by high schools in New York City: academic, commercial, general, technical, and vocational.

The distribution of types of diplomas given by each group of high schools in June, 1968 is shown in Table II.

TABLE II

Types of diplomas given in different high school groups, June 1968.

		Diploma			
	N	Academic	Commercial	General	Technical Vocational & Other
Group I	13,623	71.7	5.3	22.7	0.3
Group II	20,143	41.6	7.5	43.8	7.1
Group III	5,725	23.8	6.0	64.3	5.9
Sub Total	*(39,491)*	*(49.4)*	*(6.5)*	*(39.5)*	*(4.6)*
Group IV	6,154	-------	-------	-------	100.0
Group V [1]	23,579	-------	-------	-------	-------

[1] Distribution by diploma is unknown, but is presumed to be approximately 95% academic.

The data in Table II indicate that less than half of the graduates of public academic high schools in New York City earn academic diplomas, with percentages ranging from 72% in Group I schools to only 24% in the Group III schools.

Ethnic Distribution

An examination of surveys conducted by the Board of Education indicates a significant difference in the ethnic distribution of students entering the 12th grade in these institutions. The ethnic distribution of students as of October, 1967 in the 12th grade is shown in Table III.

TABLE III

Ethnic Distribution of 12th grade students as of October 1967

	N	Ethnic Group		
		Puerto Rican	Black	Other
Group I	16,193	.02	.07	.90
Group II	27,305	.08	.16	.76
Group III	8,334	.24	.34	.42
Sub Total	*(38,878)*	*(.09)*	*(.16)*	*(.75)*
Group IV	7,870	.31	.25	.44
Group V[1]				

[1] Ethnic distribution unknown, but presumed to be 90-94% "other".

Although 25% of 12th grade students in the public academic high schools are Black or Puerto Rican, this percentage varies from 9% in the Group I schools to 58% in the Group III schools. The Group III schools are more similar in their ethnic composition to the Group IV schools than they are to the two other groups of academic schools, while the Group V schools are most likely to have a pattern similar to that seen in the Group I schools.

Two important points should be noted related to the ethnic distribution of 12th grade high school students:

First, the proportion of Black and Puerto Rican students in the 12th grade is significantly less than in the total academic high school population (25% Black and Puerto Rican enrollment in 12th grade, compared with 35% in all public academic high schools). This is because Black and Puerto Rican students are more likely to leave school before the 12th grade than are other students. A cohort survival analysis of public academic high school enrollments in 1965, 1966, and 1967 indicates that the senior class is only 71% of the size of the sophomore class two years previously. However, while the number of "other" senior students is 87% of their number as sophomores, the number of Black students is only 52% of its original

total, and the number of Puerto Rican students is only 48% of its original total.

Second, it should be noted that it is likely that the proportion of Black and Puerto Rican public academic high school *graduates* is significantly less than the proportion of these students in the 12th grade. Although there are no data which directly indicate this, indirect evidence of differential graduation rates exist.

Graduation Rates

Just as there are differences in the attrition rates between 10th and 12th grade in various categories of school, so there are differences in the rate at which 12th year students actually graduate. These differences between 12th grade enrollments compared with June and February graduates are shown in Table IV.

TABLE IV

Potential and Actual Graduates of Schools in Different Groups

	Potential	Actual	Loss in %
Group I	15,984	15,445	3%
Group II	28,745	24,459	15%
Group III	8,238	6,516	21%
Sub Total	*(52,967)*	*(46,420)*	*(12%)*
Group IV [1]			
Group V [1]			

[1] Unknown

These data indicate that students in Group I schools who enter the 12th grade are almost certain to graduate. By contrast, 15% of students in Group II schools, and 21% of students in Group III schools are not likely to graduate. This difference is only partially due to difference in the grade distribution of students in these schools. Although in all schools it is probably true that students with lower averages are more likely not to graduate than students with higher averages, we estimate that, for example, 96% of students in Group I schools with averages between 70 and 80 are likely to graduate, compared with only 84% of such students in Group III schools.

Summary

The data presented in the preceding portions of this study indicate significant differences in the student composition of high schools in the five categories. In general, graduates of the Group I schools and Group V schools earn high grades, earn academic diplomas and have a high probability of graduation. They are also more likely not to be Black or Puerto Rican. Students in Group III schools earn low grades and general diplomas and have a relatively high attrition rate. They are more likely to be Black and Puerto Rican than students in other groups.

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APPENDIX II

The Effects of Open Admissions on Private Colleges and Universities in New York City

The admissions standards of 18 colleges and universities in the metropolitan area were examined to determine if an open admissions policy at the City University would have any effect upon potential applicants to these institutions. These institutions all participated in the Metropolitan Project, a cooperative effort on the part of College Entrance Examination Board, the private colleges in New York City, and City Universiyt of New York to give more information about private colleges to city high school students. As part of this project, the colleges each submitted an analysis of candidate's chances for admission. Since this material has not yet been made public no identification was made of the individual colleges. However, a separate listing of the names of colleges included in this study is indicated below.

City University now offers admission to the top 45% of all New York City high school graduates through the regular programs of the community and senior colleges. It was therefore determined that colleges who regularly accepted students in the bottom half of the high school class, or students with high school averages of under 75% might be affected by open admissions policy at City University.

An analysis of college entrance requirements indicates that no college presently gives such students an "excellent" chance of admission, one program in a single college gives such students a "good" chance of admissionm and one college and two programs within colleges give such students a "fair" chance.

Based upon these data, it does not appear that open admissions at City University of New York will markedly affect admissions patterns at other New York City institutions.

The Colieges included in this study were:

Adelphi College
Cooper Union
C. W. Post College
Fairleigh-Dickenson University
Fordham University
Hofstra University
Long Island University
Manhattan College
New York University
Pace College
Brooklyn Polytechnic Institute
Pratt Institute of Technology
St. Johns University
St. Josephs College for Women
St. Peters College
Seton Hall College
Stevens Institute of Technology
Wagner College

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APPENDIX III

Estimates of Student Enrollments Under An Open Admission Policy

In June 1969, 70,200 students graduated from all New York City high schools. An additional 6,500 students are projected to graduate in February 1970 from among those students considered to be high school seniors during the 1968-69 school year.

In September 1969, the City University enrolled approximately 21,000 freshmen. Under an open admissions policy, the ratio between high school graduates and entering college students at CUNY is certain to change. The purpose of this paper is to attempt to estimate freshman enrollment in 1970.

In preparing these projections, certain problems present themselves. For example, application rates differ in different groups of high schools, and also differ on the basis of high school grades earned by students. These differences can be measured and used in enrollment projections. Other questions which at this point cannot be answered directly by any data presently available include:

1. Will the number of applicants increase due to open admissions, drawn mainly from students who did not previously apply because they thought their grades were too low?
2. Will the proportion of students accepting admissions be similar to that seen in the categories of students we have admitted in the past?
3. Will an open admissions policy differentially affect the several groups of high schools, increasing applicants from some and not from others?

Three open admission freshman enrollment models which have been prepared and analyzed are included in this study. Two of these models have been prepared by the University, and the third by the City Budget Office. The first University model utilizes previous application rates by students from various high schools and at various grade levels to yield possible estimates under open admissions. The second is based upon the estimates made by high school counselors in various kinds of high schools. The Bureau of the Budget estimate is based upon historical application patterns among certain groups of students, adjusted to reflect the impact of open admissions.

In considering each of these projections, certain terms will be used consistently. "Applications" shall mean the number of students applying to the University for admission as first-time applicants;

"admitted" shall mean the number of students who are told by the University that they may attend; "acceptance" shall mean the number of students who, having been admitted, decide to enroll at the University.

Model I: Applications And Acceptances Broken Down By High School Type And Grades

The application, admission, and acceptance rates of students graduating from five groups of high schools in 1969 were sub-divided by high school grades and examined in an effort to determine present enrollment patterns. The five groups of high schools were: public academic high, middle, and low; public vocational; and private. The bases upon which these groups were formed and the differences between high schools in these groups are discussed in Appendix I.

The students in this model included 39,157 of the 42,277 applicants processed by the University Application Processing Center (UAPC). However, 3,120 students processed by UAPC and 7,979 students processed by other means were *not* included. The effect of these additional students upon the model will be evaluated at the end of this section.

Of the 39,157 students processed by UAPC, 30,587 were admitted and 16,330 accepted (this acceptance figure is probably 500–700 students low because of technical problems encountered in collecting the data).

The tables below summarize data for the five school groups for the two critical variables – the proportion of eligible students applying to CUNY, and the proportion of those admitted who accept.

Proportion of Eligible Students Who Apply to CUNY

	Grades						
	90 plus	85-89	80-84	75-79	70-74	Under 70	TOTAL
Group I	.98	.98	.87	.75	.47	.25	.71
Group II	.91	.81	.78	.64	.43	.27	.55
Group III	.91	.90	.94	.63	.44	.24	.49
Group IV	.16	.32	.46	.44	.39	.10	.27
Group V	.70	.70	.59	.47	.50	.76	.58
TOTAL	.84	.79	.70	.56	.44	.26	.56

Proportion of Admitted Students Who Accept

	Grades						
	90 plus	85-89	80-84	75-79	70-74	Under 70	TOTAL
Group I	.39	.51	.61	.60	.60	.64	.53
Group II	.52	.58	.64	.62	.63	.41	.60
Group III	.51	.58	.69	.67	.66	.54	.65
Group IV	.58	.74	.74	.68	.63	-----	.68
Group V	.32	.46	.48	.51	.42	.56	.46
TOTAL	.41	.51	.57	.58	.56.	.52	.53

The above tables indicate several important differences in applications and acceptance rates among students in the five high school groups. Within the three groups of academic high schools, students in the Group I schools are more likely to apply for admission within each grade category than are students in the other two groups (except for students with averages under 70%, where application rates are about the same). They are also less likely to accept admission than are students in the other two groups. All students are less likely to apply to CUNY as their high school averages decrease, except in the Group V schools which provide large numbers of applications for students with averages under 70%.

Except for the group of students with averages over 90%, the proportion of students accepting admission to the University appears fairly constant regardless of grade level. Differences exist within school groups, however, which indicate that students in the Group III schools are generally more likely to accept admission than are students in all other groups except the vocational schools.

These similarities and differences will be used in formulating the assumptions which were used in generating the various enrollment projections which follow.

Projection I – The Minimum Projection

This projection attempts to determine the *lowest reasonable* freshman enrollment at CUNY under an open admissions system. The following assumptions were used for this projection:

1. The proportion of students applying to CUNY from each high school group within each grade category would remain the same.
2. The admission rate would be increased from its present level to 100%.
3. The acceptance rate would remain the same within each high school group and grade category.

Projection I yields a total of 21,100 freshmen as shown below:

	Grades						
	90 plus	85-89	80-84	75-79	70-74	Under 70	TOTAL
1969	*(.113)* 1,842	*(.243)* 3,965	*(.305)* 4,982	*(.231)* 3,769	*(.106)* 1,731	*(.003)* 41	16,330
Projection I	*(.087)* 1,842	*(.188)* 3,965	*(.245)* 5,170	*(.227)* 4,788	*(.164)* 3,464	*(.089)* 1,871	21,100
Difference	0	0	188	1,019	1,733	1,830	4,770

	School Type				
	Group I	Group II	Group III	Group IV	Group V
1969	4,298	4,859	1,152	842	5,179
Projection I	5,292	6,610	1,696	1,255	6,247
Difference	994	1,751	544	413	1,068

The minimum projection of 21,100 students yields an increase of 4,770 additional students, the majority of whom would have high school averages of under 75%. Approximately 40% of these students (1,871) would have averages under 70%. The greatest numerical increase of students would come from Group II and Group V schools, although the greatest percentage increase would come from Group III schools.

Projection II – The Maximum Projection

This projection attempts to determine the *highest reasonable* freshman enrollment at CUNY under an open admissions system. The following assumptions were used for this projection:

1. The proportion of applicants and acceptances for all students with averages of over 85% remains the same as at present, except in Group IV schools where it is made identical to Group III schools.
2. The application rate of students in all other categories is either .75 (which is the highest application rate for any category of students with averages under 80%), or its present rate, whichever is highest.
3. The acceptance rate of students in all other categories is either .69 (which is the second highest acceptance rate for any category of students with grades under 85%), or its present rate, whichever is highest.

The maximum enrollment projection yields a total of 34,567 freshmen as shown below:

	Grades						
	90 plus	85-89	80-84	75-79	70-74	Under 70	TOTAL
1969	*(.113)* 1,842	*(.243)* 3,965	*(.305)* 4,982	*(.231)* 3,769	*(.106)* 1,731	*(.003)* 41	16,330
Projection II	*(.052)* 1,842	*(.115)* 3,965	*(.204)* 7,040	*(.222)* 7,658	*(.208)* 7,185	*(.119)* 6,877	34,567
Difference	0	0	2,058	3,889	5,454	6,836	18,237

School Type

	Group I	Group II	Group III	Group IV	Group V
1969	4,298	4,859	1,152	842	5,179
Projection II	7,035	10,536	2,819	3,448	10,711
Difference	2,737	5,677	1,667	2,606	5,532

The maximum projected enrollment includes 14,062 students with high school averages under 75%, or approximately two-thirds of the increased students admitted over the 1969 totals.

The largest increases occur again in Group II and Group V schools, and the largest proportional increase in Group III and Group IV schools.

Applying the same kinds of analyses used in Projections I and II, projections falling between the maximum and minimum reasonable enrollments were generated on the basis of various assumptions. These projections are shown in abbreviated form below:

Projection III – Assumption

Application and acceptance rates for each school and grade category will be the same as the second highest application and acceptance rates among all the groups and categories.

Projection – 29,200

Projection IV – Assumption

Same as Projection III, except rates of those in the below 70 group are made equal to rates of those in 70-74 group.

Projection – 30,858

Projection V – Assumption

All rates the same as in 1969, except rates of those under 70 equated to those in 70-74 group.

Projection – 23,114

Projection VI – Assumption

Application rates in all schools by grade are the same as rates in Group I schools; acceptance rates in all schools by grade are the same at this point.

Projection – 25,482

Projection VII – Assumption

Application rates in all schools by grade are the same as those in Group I; acceptance rates are the same as those in Group III schools.

Projection – 29,600

As noted previously, the data treated in these projections exclude applications, admissions, and acceptances of students in certain categories including: late applicants, foreign students, students with too few credits for computer processing, SEEK and College Discovery students, students in special college programs, students admitted as *matriculants* to the evening session, and students in the pre-technical program. Together, these students accounted for 11,100 applications (the majority of these, 7,380, in SEEK and College Discovery) and 4,700 acceptances. Since these 4,700 acceptances are not reflected in the previous analyses, they should be added to the enrollment estimates presented here. Such addition is based on the assumption that these students would register *in addition* to those projected in the minimum projection.

However, the addition of 4,700 students to the high estimate is based on the questionable assumption that these students would *not* be included among those students who would apply and accept admission in accordance with the assumption used in the maximum projection, but would instead be *in addition* to those students. It could be argued, for example, that an increase in the application rate of students in the 75%-and-under grade categories would include all those students now applying to SEEK and College Discovery, rather than being in addition to present SEEK and College Discovery applicants. If this assumption is made, the maximum projection remains the same.

Adjusted enrollment projections in the first model, therefore, range from 25,800 to 34,567, including from 4,800 to 13,567 more freshmen in September 1970 than in September 1969.

Model II: Estimates of High School Counselors

The UAPC staff, after a series of meetings with college advisors from various high schools in the City, has developed a maximum and minimum enrollment projection as follows:

	Minimum		Maximum	
	Application	Accept	Application	Accept
Academic H.S.	28,000	15,400	32,500	17,000
Vocational H.S.	3,000	1,600	4,000	2,200
Private & Parochial H.S	12,000	6,600	13,000	7,150
N.Y. State Schools	3,000	1,600	4,000	2,200
Out-of-State	500	200	500	250
Foreign	1,000	500	1,500	700
Previous Graduates	3,000	1,600	4,000	2,200
TOTAL	50,500	27,500	59,500	31,700

These estimates are similar to those generated in Model I.

Model III: Projections By Categories of Students (produced by Bureau of the Budget)

This model creates a minimum projection through assumptions of the probable plans of students now rejected by CUNY. Estimating that 70% of the regular applicants who are rejected, and 85% of the SEEK and College Discovery applicants who are rejected, would attend CUNY, it is projected that there are a minimum 8,884 new students under open admissions, yielding a freshman class in 1970 of 29,900 students.

A maximum projection is derived using the minimum as a base, and assuming that there is an increase in the application rates of students from ghetto schools and from vocational high schools. The maximum projection arrived at is 33,500, or approximately 12,500 higher than the comparable 1969 class.

The range of 29,900 to 33,500 is consistent with the projections of Models I and II.

Comparison of the Models

Maximum and minimum freshman enrollments projected by the three models are as follows:

Model	Maximum	Minimum
I	34,567	25,800
II	32,250	27,500
III	33,500	29,900

In evaluating whether the maximum or minimum projections are more likely to reflect actual enrollment, certain factors should be considered.

On the one hand, there are several considerations which would tend to indicate that enrollments projected with these data may be too high, such as:

a. Some students may be double-counted. Probably 40% of the SEEK and College Discovery applicants also applied to CUNY through UAPC and are included as applicants in both categories.

b. Projections of increases in enrollments in the under 70% average group far exceed our previous experiences, and may be unrealistically high.

On the other hand, there are factors which tend to indicate that the projections may be too low. These factors include:

a. Assumptions made in determining grade distributions of those leaving school in 12th grade may under-represent those with higher averages, and thus those most likely to apply.

b. The data used in Model I under-represented actual admissions by 500–750 students. Since these students would be in the groups now presently admitted to CUNY, their absence from the data would tend to depress the proportion of students in these groups indicated as planning to attend.

c. The data do not consider the probable activities of high school counselors and community groups in encouraging students to apply to CUNY. There have been reports that in some schools all students will be required to apply for admission.

d. There is no consideration of possible increases in admission rates due to changes in application procedures. If present procedures are changed to give greater importance to student choice, it is likely that acceptance rates will increase as more students receive their preferred colleges and curriculums.

Based on these considerations, it is believed that the most realistic estimates are the maximum projections ranging from 32,250 to 34,567 first-time freshmen students in September 1970. For purposes of planning and administration, it would probably be most desirable to increase these projections to approximately 35,000 and to make adjustments in them as actual application data become available in January and February 1970. A freshman class of 35,000 would represent a 67% increase in the size of the freshman classes at the colleges of CUNY in September 1970.

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APPENDIX IV

Financial Need of CUNY Freshmen Under An Open Admissions Policy

In order to estimate the financial need of CUNY students, it is necessary to (a) estimate the budget of the "average" CUNY student, and (b) determine the portion of this budget that can be met by families at different income levels.

A University budget was developed by the financial aid officers of the University and approved by the University's Council of Deans of Students. It has been adjusted to reflect current costs in New York City and is to be used by the University as the basis for all Federal student aid requests.

1969-70 Student Budget

Fees	$ 100
Books	200
Transportation ($1. per day, 40 weeks).	200
Lunch ($1.50 per day, 40 weeks).	300
Personal expenses (clothes, medical, recreation, insurance)	500
Sub-total	$ 1300
Contributing to room and board at home	800
TOTAL	$2100

The $2100 budget is a "minimum" budget. The $800 home-maintenance estimate is based upon data provided by the U.S. Bureau of Labor Statistics, and studies by the Wharton School of Finance and Commerce of the University of Pennsylvania. It is also supported by both the U.S. Office of Education and the College Scholarship Service of the College Entrance Examination Board as a component in the calculation of student need for financial aid award purposes.

It is clear that a portion of the costs of maintaining a household are generated by the student (although obviously the amount involved would be somewhat less than the cost to the student of maintaining a separate household). In some instances, regardless of family income the parents do not expect a contribution from the student toward household maintenance. However, in other instances where the family income is below the family budget standards published by the Community Council of Greater New York, parents will require a maintenance contribution from the student. Because of

the variability of this factor and the fact that it is not fully susceptible to an objective computation as is the remaining $1300 of the student budget, the $800 is treated separately in the need projections in this paper and it is assumed that campus employment and other campus sources will be used to provide this amount when required.

Having established a student budget, it is necessary to determine the contribution that families at various income levels can make to help support these expenses. The Community Council of Greater New York publishes a Family Budget Standard which gives the minimum cost required to maintain a family of various sizes in New York City.

A significant advantage of this budget system is its periodic re-evaluation and adjustment to reflect current minimum costs in New York City. While the Family Budget Standard utilized in this report reflects 1966 norms, studies are being completed which will allow the Commnity Council of Greater New York to clarify the 1968-1969 cost of living in New York City. The current budgets standards are:

Number of Persons in Family	Gross Income Before Taxes	
	Week	Year
1	$ 72	$ 3,746
2	96	4,993
3	118	6,153
4	135	7,020
5	148	7,704
6	163	8,490
7	178	9,282
8	195	10,163
9	212	11,001
10	228	11,867

If it is assumed that the average CUNY student comes from a four-person family renting their home, then a family income of $7,020 would permit the family to absorb the $800 room and board of the student, but would not enable it to contribute towards the student's college expenses. A family with an income of $8,840 would be able to cover the student's total expenses without any assistance, while a family with an income of $7,020 would require total assistance to enable the student to meet all expenses. The following table shows family need as determined by a minimum budget standard and a $1,300 college expense:

Net Family Need for $1300 Commuter Budget Based on Community Council of Greater New York's Minimum Cost Family Budget Standard

Gross Income Week	Year	1*	2	3	4	5	6	7	8	9	10
–	3740	None									
75	3900										
80	4160										
85	4420										
90	4680										
95	4940		1300								
100	5200		1196								
105	5460		988								
110	5720		780								
115	5980		572								
118	6153		478	1300							
120	6240		416	1250							
125	6500		208	1040							
130	6760		0	832							
135	7020			624	1300						
140	7280			468	1092						
145	7540			260	884						
148	7704			135	759	1300					
150	7800			52	676	1250					
155	8060				468	1040					
160	8320				260	832					
163	8490				135	707	1300				
165	8580				52	624	1250				
170	8840					416	1040				
175	9100					260	832				
178	9282					135	707	1300			
180	9360					52	624	1250			
185	9620						416	1040			
190	9880						208	832			
195	10140						0	624	1300		
200	10400							468	1902		
205	10660							260	884		
210	10920							52	676		
211	11001							16	640	1300	
215	11180								458	1144	
220	11440								312	988	
225	11700								104	780	
228	11867									655	1300
230	11960									572	1196
235	12220									390	1014
240	12480									208	832
245	12740									0	624
250	13000										416
255	13260										234
260	13520										52
265	13780										

* Number of persons in family

The cost of living in New York City has been increasing steadily. Data currently becoming available to the Community Council of Greater New York will bring modification to the Family Budget Standard and thus to New Family Need, as illustrated:

Gross Income		Net Need for 4 Person Family	
Weekly	Annual	Present	New
$ 95	4940	1300	1300
120	6240	1300	1300
130	6760	1300	1300
150	7800	676	1250
175	9100	0	260
200	10400	0	0

Using the Family Standard Budget for living costs, the present family income data (see below) and the college budget as defined here, an estimate can be made of the total financial assistance needs of all freshmen in CUNY.

Family Income of Students in University Programs*

Income	Comm. Coll.		Sen. Coll.		Seek		Coll. Disc.		Total	
Under 4,000	10.7		5.4		28.0		23.0		9.7	
4,000- 5,999	19.0	52.9	13.0	38.5	42.0	90.0	29.0	73.0	17.9	49.3%
6,000- 7,999	23.2		20.1		20.0		21.0		21.7	
8,000- 9,999	19.4	38.9	22.0	49.0	7.0	10.0	21.0	27.0	19.8	41.3%
10,000-14,999	19.5		27.0		3.0		6.0		21.5	
15,000-19,999	5.8	8.2	8.1	12.5	0.0	0	0.0		6.3	9.4%
20,000- over	2.4		4.4		0.0		0.0		3.1	

*Data were collected from student estimates of parental income to determine the approximate family income distribution of CUNY students. Data on the 1968 freshmen of five colleges (City, Hunter, Baruch, Bronx Community and New York City Community) were supplied through the American Council on Education study of freshman characteristics in which these colleges participated. Data on Staten Island Community College freshmen in 1968 were secured from the study conducted by the College Entrance Examination Board. Data on SEEK and College Discovery students were taken from a random sample of students admitted into these programs for September 1969.

To satisfy student financial assistance needs, the University has three primary sources: Federal funds under the Work-Study Program, the Educational Opportunity Grant Program, and the National Defense Student Loan Program; State and City funds for SEEK and College Discovery students; and loan funds from banks in New York State which are administered under the aegis of the New York State Higher Education Assistance Corporation.

Student Aid expenditures from these sources totaled $10.1 million, in 1968-69, and totalled $15.69 million in 1969-70.

The most conservative method used in projecting student aid needs is to increase requests for funds in relation to the percent increase in enrollment. This does not consider the inadequacy of the original request or the composition by family income of the incoming Freshman.

Using this method the Projected need for 1969-70 is $15.8 million which is approximately what was allocated to the University for this year.

Another method for determining student need is to use the ACE study giving the distribution pattern for CUNY students and to determine according to the Family Budget Standard the need for students in each income category. By this method the projected need for 1969-70 would be $52.7 million.

PROJECTED NEEDS FOR 1969-1970

% Increase In Enrollment

	%	Basic Need $1,300	Maintenance 0 to 800	Total
Freshman	8.3	8.84	2.22	11.06
Other	18.6	3.79	.95	4.74
Total	15.6			15.80

Income Distribution

	Basic Need $1,300	Maintenance 0 to 800	Total
Freshman	12,994,500	1,390,000	14,384,500
Other	34,643,800	3,706,000	38,734,300
Total	47,638,300	5,096,000	52,734,300

Projected needs for freshman in 1970-1971 are based upon income distribution correlated with the high school averages. New students (i.e. those admitted in addition to the class size admitted in 1969) with academic averages of over 80% were assumed to have incomes distributed similarly to the present senior college freshmen. All new students with averages of 70-80% were assumed to have incomes distributed similarly to the present community college freshmen, and all new students with averages under 70% were assumed to have incomes distributed similarly to the present SEEK and College Discovery freshmen. For non-freshmen, the income distribution resulting from the ACE study is used.

PROJECTED NEEDS FOR 1970-1971

% Increase In Enrollment

	%	Basic Need $1,300	Maintenance 0 to 800	Total
Freshman	57.1	16.43	4.11	20.54
Other	4.3	7.04	1.76	8.80
Total	**18.7**			**29.34**

Income Distribution

	Basic Need $1,300	Maintenance 0 to 800	Total
Freshman	23,320,900	2,707,200	26,028,100
Other	36,144,700	3,866,400	40,011,100
Total	**59,465,600**	**6,573,600**	**66,039,200**

This analysis indicates that the University should make available approximately $66 million in undergraduate student financial aid under open admissions in 1970-71.

It should be understood that "financial aid" refers not only to direct grants, but also to other sources of aid such as loans and work-study opportunities. The most effective financial aid programs operate on the "packaging" concept, in which a separate program combining grants, loans, and work is created for each individual student to meet his special needs and circumstances.

In order to provide the financial assistance needed by our students under an open admissions policy, the University must actively seek out sources of additional funds. At the very least, this will require that the University aggressively participate in efforts to increase Federal funding of financial aid programs, and to maximize its requests so as to obtain the greatest proportion of those funds which are available. Problems in the administration of financial aid programs have limited the amount of aid requested in the past. A commitment to securing the funds required by the CUNY students necessitates a corresponding commitment for adequate staffing.

To Satisfy these 1970-1971 Needs:

1. The University is planning to submit a consolidated comprehensive federal student aid fund application which it is anticipated may ultimately provide approximately ... $12.5M
2. The University should institute close liaison with lending institutions in the State to maximize opportunities for loans under the State program, potentially totalling ..... $ 3.0M
3. The University should consider awarding budgeted campus employment assignments primarily (75%) on the basis of demonstrated need. This will provide ..... $ 3.0M
4. The student assistance funds for SEEK and College Discovery should be increased to ..... $ 8.0M
5. Students should provide a portion of needed funds through summer employment to provide $19.5M
6. Financial aid must be an integral part of the University's program, and increasing State and City funds should be allocated for this purpose $20.0M
   TOTAL $66.0M
7. Internally the University should:
   a. Study carefully the merits of becoming an eligible lender under the guaranteed loan program, utilizing various colleges' endowment funds. This may not be immediately feasible and hence is not quantified here.
   b. Institute a uniform system of needs analysis in the colleges.
   c. Make the system of allocating money to the colleges more flexible so that unused funds in one college can be reallocated to another.
   d. Develop guidelines for packaging aid, to assist the aid officers in determining under what circumstances given combinations of loan, work, and grant money are to be given (undoubtedly an extremely difficult task which probably cannot be accomplished with precision, but which will help to assure a thoughtful and consistent approach in each campus).
   e. Provide administrative support and appropriate in-service training for the college financial aid officers. If we anticipate substantially increased requirements for student aid as indicated in this presentation, and attempt to meet these requirements, there will also be budget implications in the sense that the colleges will have to hire more staff so that aid can more effectively be administered and funds fully utilized.

UNIVERSITY COMMISSION ON ADMISSIONS

APPENDIX V

Dissenting and Minority Opinions

Statement of Dean Allen J. Ballard, Jr., Mrs. Yolanda Butts, Eugene Calderon, Professor Alfred Conrad, Professor Lloyd Delaney, Dean Edgar Draper, Alexander Ho, Lester Jacobs

Mindful of the use that has been made of the phrase "deliberate speed" in the history of educational reform in this country, we urge that the principles set forth in the report be implemented without further delay. The deliberations of the Commission have convinced us that the three basic plans for admission to the senior colleges, as outlined in Chapter Three, are immediately feasible. Further, however, we find that Proposal II is distinctly superior to the other alternatives, both in terms of educational soundness and social justice.

Proposal II would admit sixty (60) percent of the freshman class on the basis of rank in school and approximately fifteen (15) percent under the SEEK criteria, with the number to be determined in accord with the principle of achieving ethnic balance among the different units of the City University. Twenty-five (25) percent would be admitted on the basis of stated preference, with the proviso that, where preferences exceed the number of available places, those places will be assigned by lot. The proposal is a compromise, obviously, devised as an interim procedure pending the reorganization of curriculum and the provision of adequate funding that are necessary if student choice is to become the basis of college assignments.

Each element of the compromise proposal represents an attempt to remedy an aspect of the unacceptably unfair pattern of admission that has developed out of the inadequate education offered to Black and Puerto Rican students in our ghetto high schools. The system is responsible for the pronounced association between ethnic patterns and grade distirbution in the high schools, and the resulting polarization, which reinforces the hopelessness (viewed too often as lack of ambition) of Black and Puerto Rican high school students. The substitution of rank in class for absolute grade averages as the major criterion removes some of the disadvantage inflicted in the most obviously unbalanced ghetto schools. It does not, however, redress the unfair situation in which

Black and Puerto Rican students find themselves in the ethnically-mixed but overcrowded and inadequate poverty-area schools. The application of SEEK criteria is directed toward the latter situation: it is aimed at replacing, for admissions purposes, the depressing, retarding educational experience to which these students have been subjected. The SEEK arrangement subsequently functions as the administrative basis for the necessary remedial services.

The use of a lottery system, when the remaining places in a given college entering class are oversubscribed by the student preferences, was, for many members of the Commission, most difficult to understand and accept. It appeared to them, erroneously, to supplant all other criteria by blind chance. But student preferences, the most important criterion, remains the basis of allocation in this procedure: a student who is not directly assigned to his first-choice college is entered into the lottery for this choice. The assignment of equal probability to every student within the group not already admitted shall as far as possible be determined by students' preferences, rather than by grade-averages or any other criterion that incorrectly pretends to measure need or social benefit.

To those who would argue that the "lottery" principle is a gimmick, we respond that it is instead a rational response to a societal and education situation in New York City which can only be termed disastrous. Consider the following facts: Less than fifty percent of Black and Puerto Rican students who enter high school graduate; the majority of the survivors fall in the bottom halves of their classes, with large numbers graduating with averages below seventy (70). What, one must ask, will be their earning capacities and ability to provide for their families twenty years hence, in competition with their white contemporaries who will have gone on to the senior colleges and graduate schools? What will be their relative earning capacities even if they finish two year career programs in community colleges and go on to become X-Ray technicians and low-level managers in factories? In short, we see unending societal clash unless this vicious educational cycle is smashed. We propose to do this first at the college level by giving *all* high school graduates a fair and equal chance to achieve a B.A. degree. In the face of the inadequacy of high school averages and the unacceptability of proportions based upon color or geography, the assignment of equal probability seems to us the most appropriate supplement to student choice in the interim period until adequate places are provided in the University budget.

We find the concern for those students with averages above 82 or 83, who would in most previous years have been able to make a direct choice of one of the colleges, and who might not receive their

first choice under either the rank or lottery procedures, to be exaggerated and inappropriate. The unfairness feared on their behalf if they cannot have their first-choice is hardly comparable to the injustices we are trying to remedy by the open-admissions policy. Further, whatever significance may be assigned to grades at the upper and lower extremes of the distribution, it is educationally unsound to feel that there is any ordinal, much less cardinal significance to averages in the middle of the range. Finally, it should be observed that the cut-off grade average in the various senior colleges has varied from year to year, and varied widely from decade to decade. There is no reason why the 82 average should suddenly become a rigid distinction, especially in the face of historic structural improvements in the University.

These are interim measures. We propose that the first order of business should be the expansion of places, wherever necessary in the system, to provide for every student's needs and preferences. We should be prepared to demand such expansion well before 1975; it would be appropriate in 1970. We reject the argument that the Board of Higher Education cannot submit such a budget request because "the politicians" would not grant it. If an adequate budget is not requested, an adequate budget cannot ever be granted. We urge the Board of request an adequate budget immediately.

Special Programs

The implementation of open enrollment makes it imperative that the special programs – e.g., SEEK and College Discovery – be continued and expanded. There is no disagreement on this point between this opinion and the Commission Report itself. However, there are important points of emphasis to be made. We believe that the success of these programs rests inherently upon the principle of self-determination. That principle is, educationally and psychologically, a necessuty. The experience of Black and Puerto Rican people in this society has been permeated with the sense of powerlessness. Self-determination – i.e., direct student participation – in the development of the educational process attacks this problem frontally.

Self-determination is further defined in this context as the direct control of the SEEK program by the people most directly involved in the program – the faculties as well as the student bodies. The *Guidelines* statement of the BHE removes the determination of the most important decisions from the teachers and students, and vests them in the college presidents and their appointees. This is educationally unsound and self-defeating.

It is imperative that the directors of the special programs be able to address themselves to the special needs of minority-group students. This has already been recognized here in the recommendations regarding the choice of directors of the several orientation programs. We recommend that the principle be extended to the special – SEEK and College Discovery – remedial programs. Further, however, we believe that merely to give this group "consultative" power is a continuation of educational shortcomings that have already cost Black and Puerto Rican students dearly in this city. Students should help to interview, select, and evaluate staff people, and to participate on all levels of policy-making and decision, including curriculum development.

We possess not only a unique faculty in the Special Programs, but a unique student body. By *unique* is meant not merely the color of their skin or the language they speak. The student tend to come with life experiences that, if cultivated and directed properly, can enrich any college. The traditional curriculum, aimed largely at reproducing an academic and professional middle-class, meets only part of the present, urgent needs of the Black and Puerto Rican minorities. These are needs which result directly from inequities in the society and particularly in the secondary education available to these students. The traditional structures and methods place great emphasis on formal requirements; they are entrenched in academic bureaucracies with a vested interest in doing things as they have always been done. The freedom of minority-group students from some of the debilitating reflexes of the entrenched academic and social systems makes these students especially capable of creative contributions to curricular revision and innovation.

The Special Programs can lead the way in the devleopment of curriculum innovation, and not only in those that deal with the Black or Puerto Rican or poveryy experiences, but also those that deal with science, the humanities, and mathematics in new ways. The special programs should be a bridge to the ultimate granting of a college degree, but they must go far beyond the origina conception as merely remedial programs.

Finally, because the faculties of the City University will be dealing with much larger groups of victimized students, a new sense of awareness concerning the problems of an urban society, and more specifically urban education, is needed. An orientation program for faculty and administrators should be set up which will include contact with as well as analysis of the problems and assets of urban society. More specifically, it should aim at educating the faculty as to the incidence of racism, hidden as well as overt, in virtually all the institutions of our society, and specifically including the educational system.

Statement of Professor Anthony N. Behr

I wish to record my dissent on page 15, line 12 through page 17, line 26.

This section of the report would probably remove one of the most vital and important educational areas in today's society.

I feel it is vital that we make every effort to emphasize the desirability of technical programs as a key to aiding society and as a realistic step on the path of upward mobility.

I believe that these programs need not be of two years duration, but could be of anywhere from one to three years in length.

Statement of President Leonard Lief, Professor Harry Lustig, Provost Mina Rees, President Milton G. Bassin, Dean Benjamin Rosner, Dean James Williams, Mrs. Frederick Winsch

In an effort to provide the Board of Higher Education and other interested groups with a clear perspective with which to read the report of the Commission on Admissions, we wish to highlight some facts not readily apparent in the report itself. We hope, therefore, to make the report more responsibe to the views of all members of the Commission. Our comments are based on the draft report and recommendations of the commission.

We wish to affirm all aspects of the charge the Board of Higher Education gave to the Commission on Admissions, including the proposition that any policy "shall maintain and enhance the standards of academic excellence of the colleges and University." The report does not address itself to this proposition. It also says little about "retaining the opportunities for students now eligible under present Board policies." Of the three admissions proposals contained in this report only one – the third – incorporates a provision which retains the opportunities for these students.

The report says that "three basic plans emerged," but it omits the fact that the three plans represent two irreconcilable positions: those who believe in lottery as a means for placement, and those, like us, who are strongly opposed to any placement system using lottery. We think that the substitution of blind chance for comparative qualifications suggests the total failure of faith in intelligence and, therefore, a denial of assumptions on which the entire educational undertaking rests.

We strongly believe in expanded educational opportunities for the people of New York. But we do not believe that in the long run

anyone will benefit from an educational policy growing out of mistrust of reason and the intellect.

Statement of Professor Harry Lustig

I dissent in essential aspects and recommendations from the majority report, and will distribute my detailed objections and recommendations at a later time.

Statement of Alan Ross

The Commission on Admissions' final report contains many weak points and ommisions. This minority report is written with the aims of adding supportive material, suggesting several alternate recommendations, and to express a strong preference for one of the Commission's placement proposals.

The major question asked about open admissions is, "Why should it be implemented?" To be direct, though open admisions will benefit white middle class students, its major effect will be greatly increased educational opportunity for Black and Puerto Rican students. This major change in admissions policy is demanded by many imperatives, social, moral, educational, and political. The latest studies have shown that the economic gulf between non-white and white people is still large. In America the rungs on the ladder of success are most often attained through education. Therefore, it is in this area that major changes are necessary to fully integrate and harmonize society.

One of the major problems in educating Black and Puerto Rican students in poverty areas is the lack of real incentives for success. Brought up in a system, which in the recent past denied Black people, even college graduates, a decent living, there is little reason for working hard when the doors of opportunity are closed. Thus in writing its report one of the Commission's tasks was not only to allay middle class fears of displacement but concince Blacks and Puerto Ricans to discard their cynicism and respond to an opportunity that is not illusory. The importance of this task cannot be underestimated, as only a belief in a real chance can create the motivation sufficient to effect the educational uplifting of an often ignored and victimized group of people.

Looking at the situation from another angle, society will certainly benefit from further educating many of its citizens, and the solutions to its urban problems, will certianly come sooner with help from "poverty area born" scholars, who have had first hand experience. Industry, which badly needs technically trained people, can only benefit from the resulting expansion of the City University

of New York's career programs. Though industry itself has created a roadblock to high school graduates by demanding college degrees for jobs that don't require them, the higher number of CUNY graduates that will result from open admissions will help fill many of these jobs. In general open admissions will not only benefit American society but can go a long way in making it an open society.

On the other side of the question whether open admissions should be instituted, are the worries of many people that while certain groups will gain an educational establishment by which they may become first class citizens, most middle class people will no longer have a higher education system that turns out excellent profesionals. This can be answered not only by the fact that demands for quality must be counter-balanced by the desire to decrease the growing racial separation in American society, but by several measures which will help insure that quality is not a casuality in the war on under-education. Though it must be admitted that rapid changes in CUNY envisioned in its Master Plan, which includes a rapid expansion of not only student bodies but college faculties as well, may at first have an adverse effect on academic standards, these problems will probably be transient. To preserve a high level of performance, the Commission on Admissions recommended careful counseling and early remediation. Though these measures, if carefully implemented, would do a great deal to preserve high standards, an acceptance of certain hard facts of life is also required. First is the realization that some of the results of an inadequate education and "ghetto" life are irreversible and no amount of remediation or counseling can eradicate the damage that many Black and Puerto Rican students have suffered. Combining this with the fact that the standards for a good engineering or science education are not arbitrary or far from valid, it must be concluded that if quality is maintained, the dropout rate at CUNY will be much higher than it is at present. This will also be a result of the entrance of a large number of white middle class students, who up to the time of their admission have not "demonstrated" their academic capacities, even though they were given ample opportunity. Therefore, since there is only so much space at CUNY and every year many more students will knock at the doors, the time allowed to students to finish their education must be held to a reasonable maximum. The role of CUNY is not to be a remedial institution but a place where undernourished abilities can blossom. Finally, it must be stated that if the doors by which graduates leave CUNY are open too wide, they will no longer open on the world but only back into the ghetto. Thus the attainment of a CUNY degree must not be made easy.

Focusing on the single most important area of the Commission's report, the recommendation for placement of CUNY entrants, I strongly support the proposal which uses local high school rank to appropriate the largest portion of seats, uses SEEK to adjust the ethnic balance, and still takes into account all the students normally admitted by grade criteria. Using rank as the major criterion maintains and invigorates local high school competition for good grades while giving increased incentive to students at an all-Black high school. This is also the big argument for using rank in the placement of the bo.tom part of each high school instead of a lottery. Since SEEK will be used to ethnically balance the individual college population, Black students at the bottom of their class in some integrated schools will still have a decent opportunity of obtaining their first choice of college. The provision for those students normally admitted under present admissions policies will calm fears of displacement, while the overall proposal preserves the greatly increased placement opportunities for those not normally admitted. The inclusion of this provision asserts two principles: one educational, the other moral. The first is that grades though ambiguous, especially in poverty areas, are not irrelevant. The second is that productivity must be rewarded. The vision of a beautiful bridge in a man's brain is useless to society unless it is produced in concrete form. Productivity can only be encouraged if it is rewarded. Therefore it is a pragmatic imperative as well, that this policy must not be neglected.

The second most important area in the Commission's report is program considerations. Ensuring a student his choice of program is basic to any open admissions policy. Initially there might be chaos in changing around facilities, faculties and administrators to accommodate student choices, but eventually the situation will settle down to predictability. Basic to this guarantee is the assumption that all a student needs to start a Liberal Arts education is an adequate reading level. For the sciences and engineering, the additional requirement is a sound knowledge of mathematics. The major reason career and semi0professional curricula would rise in quality is that with free choice of program the only students taking these courses would have chosen them as their best opportunity for success, and not as a consolation after missing placement in a more sought after program. With a higher level of motivation, these students will certainly raise the level of the program. In addition many people now displaced by students uninterested in these areas of learning will have a chance to participate.

In reference to the other parts of the report the following recommendations and complaints are made. 1. The report states that

a degree should be granted for the satisfactory completion of a certain number of courses. This is much too ambiguous. The statement would be satisfactory if the word "satisfactory" were deleted and the words "credits of C" replaced the word "courses." 2. The supplementary minority-freshman orientation should only be held upon request of a large number of such students. 3. The remarks concerning alumni and the help they need should have been replaced by something less insulting and more relevant.

The Commission on Admissions' report covers most of the problems involved in implementing open admissions. However, there are certain other requirements that society itself must meet and these are now noted. Foremost is the need for money, which only an informed and enthusiastic public can demand be made available. Secondly, Draft laws must be revised or CUNY will be flooded by students not interested in education but only in escape, a cause already of much campus unrest. Thirdly, the communications media must inform the public of the advantages of open admissions, while attempting to prevent a four year college education from becoming nothing more than a new middle class status symbol. Lastly, each year the Board of Higher Education should appoint a new Commission on Admissions to review past performance and plan future policies. This commission should include, as it does now, students, faculty and administrators.

To conclude, the Commissions' report is the work of about 25 dedicated people whose diverse views made it difficult to reach a consensus on many issues. However, most of the substantive recommendations along with at least one of the placement proposals were supported by nearly all of the active members of the commission. Therefore this is a report that represents a balance between two opposing views of higher education. On one side, the view that a student must be tied to his seat facing a blackboard in order for knowledge to trespass the barriers of his brain, in an educational system too fragile to tamper with. While on the other hand, was the view that by leaving a student out in the sun and rain he'll somehow get educated by a system that performs will because it is changed every day. My own thoughts are that the system of higher education can be greatly changed without a sifnificant loss in quality, but also that Man's ability to reshape his society is rather limited. Thus I think that an open admissions policy, all risks considered, is worth trying and strongly endorse its immediate implementation and also most of the recommendations in the City University of New York's Commission on Admissions' report.

Statement of Professor Ethyle Wolfe

For the Board's information, I submit the following facts which seem to me to provide a perspective essential for the understanding of the Commission's report.

1) It should be stated that Chapter III in the Admissions Commission's report represents decisions which were determinted at best by a bare majority of a bare quorum of the total membership of the Commission.

   a) The three proposals for admissions procedures which appear in Chapter III were arrived at after an informal vote which eliminated a number of other alternatives. All three were included in the report on the basis of a "gentleman's agreement" to inform the Board of the substantial differences existing within the Commission on a policy for implementation of Open Admissions. However, it should be made clear that these proposals are not listed in the rank order of the votes they received in an informal procedure in which individuals were permitted to vote for more than one proposal.

   b) The following statement in Chapter III may be unintentionally misleading:

      "We recommend that all special admissions procedures for senior colleges be superseded by one of the three plans recommended by the Commission."

      This should not be construed as an indication that all three proposals were equally acceptable to the total commission, since those who favored one plan were for the most part unequivocally opposed to the others.

   c) It may be of interest to record that near, if not total, unanimity prevailed in the area of proposals for restructuring of the University into a system of 4-year colleges.

2) While the basic philosophy underlying Chapter I and the exposition of current procedures in Chapter II are directed to the urgent problem which spearheaded the Board's declaration of an Open Admissions policy and accordingly focus on the genuine need of providing opportunities for higher education to students currently excluded on the basis of high school grades or test scores, they do overlook a problem which the University already faces in attracting to the senior colleges students of the highest achievement records in high school and test scores. A reported trend over the past three years indicating a decrease in

acceptances of those qualified for admission to the senior colleges and an increase in acceptances to the community colleges should be carefully studied both for causative factors and for possible implications, before any allocation procedure is adopted. In the context of Open Admissions, if this trend continues or increases, it may represent a serious problem for the future of the undergraduate colleges and may defeat the high eductional objectives proclaimed in the Board's statement of policy on Open Admissions.