DOCUMENT RESUME

ED 105 054 UD 015 046

TITLE College for the Disadvantaged. Program Audit 9.1.74.
INSTITUTION New York State Legislative Commission on Expenditure Review, Albany.
PUB DATE 15 Oct 74
NOTE 144p.

EDRS PRICE MF-$0.76 HC-$6.97 PLUS POSTAGE
DESCRIPTORS Academic Achievement; *College Programs; *Compensatory Education Programs; Disadvantaged Youth; Open Enrollment; Private Colleges; *Program Evaluation; Public Education; School Holding Power; State Colleges; *State Programs; Student Characteristics; Student Personnel Services
IDENTIFIERS *New York

ABSTRACT

This program audit evaluates the effectiveness of the special higher education opportunity programs financially assisted by New York State in the four year public and private universities and colleges in the State. These programs are officially identified as: SEEK--Search for Education, Elevation and Knowledge (1966)--the program at the City University of New York; EOP--Education Opportunity Program (1967)--the program at the State University of New York; and HEOP--Higher Education Opportunity Program (1969)--the program at the private universities in New York State. This audit compiles statistics to evaluate and compare the performance of the programs for the disadvantaged in selected units of participating universities and colleges. Comparisons are made between the "disadvantaged" group and the "regular" college population and between the "disadvantaged" group and students in the "open" admissions group at the City Universities. Information and statistics used in the audit come from three primary sources: Reports which have been submitted by the State Education Department, SUNY and CUNY, a detailed sample questionnaire asking for specific information in the same format for 26 selected schools; and a 10 percent random sample of the average annual enrollment in the program for the disadvantaged at these selected schools. (Author/JM)

THE LEGISLATURE — STATE OF NEW YORK

Legislative Commission On Expenditure Review

College for the Disadvantaged

Program Audit
9.1.74
October 15, 1974

COLLEGE FOR THE DISADVANTAGED
INTRODUCTION, SUMMARY AND CONCLUSIONS

This program audit evaluates the effectiveness of the special higher education opportunity programs financially assisted by New York State in the four-year public and private universities and colleges in the State.

These programs are officially identified as:

- SEEK — Search for Education, Elevation and Knowledge (1966) — the program at the City University of New York,
- EOP — Education Opportunity Program (1967) — the program at the State University of New York, and
- HEOP — Higher Education Opportunity Program (1969) — the program at the private universities in New York State.

The purpose is to provide the Legislature with the information and analysis necessary to determine if the higher educational opportunity programs (primarily for four-year college degree opportunities) are fulfilling the stated and implied program objectives.

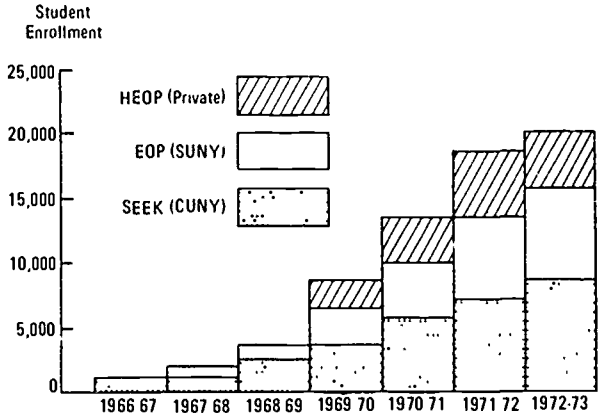
The rationale which led to the establishment of a college program for the disadvantaged was straightforward. There were large numbers of high school graduates who had the potential for completing college work. However, because of social, financial, and educational handicaps, these individuals could never be expected to obtain a college education.

The first task designated for this special program was to identify these potential students through screening and testing. Applicants who indicated potential for success would be exposed to an intensive program of remedial and developmental coursework to close the knowledge gap between the student's previous educational experience and the required level of education needed to undertake regular college work.

Counseling, both personal and academic, would give the student careful guidance; and tutoring would help the disadvantaged student when academic problems arose. Additional time, five years in the case of EOP and HEOP, would permit a reduced credit load, especially during the first two years. State funds were provided for the supportive services and for personal expenses to permit students to be able to attend college.

Chart S-1

SEEK/EOP/HEOP
Average Annual Student Enrollment
(Four-Year Program)



The growth of the program has been sensational. In just six years, enrollment has increased from 1,200 to 20,000 students and annual appropriations have risen from $1.5 million to more than $33 million.

Legislative Intent

The 1966 legislation establishing SEEK at the City university and the 1967 legislation extending the program to the State university contained many of the provisions which were incorporated into the later governing statutes:

- SEEK (1966) — One million dollars for "one thousand graduates of high schools in the City of New York who shall be residents of designated poverty areas."
- EOP (1967) — $500,000 for "graduates of New York State secondary schools" who reside in "poverty areas" outside of New York City.[1]

In both laws, funds were to be spent for: testing, counseling, guidance services, tutoring, remedial courses, books and stipends for personal expenses. Discretion as to allocation of funds was left largely to the "judgement" of the chancellors of the respective university systems and only routine requirements for fiscal accountability were imposed.

However, when the program was extended through the State Education Department to private universities in 1970 (Section 6451), companion legislation (Section 6452) was passed for the City and State universities. While control was left with the three separate governing bodies, the intent as stated in the preamble was clear:

> These programs in their three separate manifestations are of such a magnitude to require in the public interest the establishment of a coordinated educational policy for the entire state compatible with the statewide plan of the board of regents for the expansion and development of higher education It is the purpose of this act to provide the statutory structure for the establishment and maintenance of such a coordinated policy and for the continuance and expansion of such programs.[2]

The objectives of the Legislature as set forth in the law are essentially the same for the three programs:

1. To provide opportunity for higher education for the economically and educationally disadvantaged . . . residents of the state who are, (1) graduates of an approved high school or individuals who have attained a New York State high school equivalency diploma or its equivalent, as determined by the commissioner, (2) who have potential for the successful completion of a post-secondary program and (3) who are economically and educationally disadvantaged.
2. To provide special programs for screening, testing, counseling, tutoring and remedial developmental and compensatory courses for such a higher educational opportunity as to enhance the possibility of successful completion of the program by the disadvantaged students enrolled.
3. To provide "Any necessary supplemental financial assistance . . . for books . . . and necessary maintenance."[3]

The Legislature further specified that by October 1 each year a detailed report be submitted to the Regents for review and forwarding to the Director of the Budget and the chairmen of the Senate and Assembly fiscal committees. The report was to be prepared by the Commissioner of Education for private universities, the Board of Higher Education for the City university, and the trustees of the State university.

Although much of the same essential information was required in the reports of the private universities, the legislation for CUNY and SUNY was more specific.

The CUNY/SUNY report shall include:

(i) A statement of the objectives of the program at the institution,

(ii) A description of the program,

(iii) The budgetary expenditures for such program, separately stating academic credit instructional costs, other instructional costs, tutoring costs, remediation, counseling, supplemental financial assistance and central services, including evaluation and administrative costs,

(iv) The extent of other funds and resources used in support of such program and their sources,

(v) The progress of students,

(vi) The extent and nature of the responsibility exercised over such program by such trustees and such board,

(vii) The extent and nature of supervision and control exercised over such program by the administrative officials of the constituent institutions in such universities,

(viii) A certification by such trustees and such board that the academic committees of the constituent institutions of such universities and their faculty committees have reviewed and approved the academic content of the courses offered for academic credit granted therefor and that the registration requirements of the regents and the commissioner have been met where applicable.[4]

Although the reports and their contents were detailed and a date for submission specified, no penalties were provided. Reports by both SUNY and CUNY have been late and incomplete. The SUNY final report for 1971-72 due October 1, 1972 had not been submitted as of March 1, 1974.

Methodology

This audit compiles statistics to evaluate and compare the performance of the programs for the disadvantaged in selected units of the City, State and private universities and colleges. Comparisons are made between the "disadvantaged" group and the "regular" college population and between the "disadvantaged" group and students in the "open" admissions group at the City university.

Information and statistics used in the audit come from three primary sources:

- Reports which have been submitted by the

State Education Department, SUNY, and CUNY,

- A detailed sample questionnaire asking for specific information in the same format for 26 selected schools, and
- A 10 percent random sample of the average annual enrollment in the program for the disadvantaged at these selected schools. This information was gathered through normal audit procedures on the campuses of the selected schools. (For details see Appendix VI.)

TARGET POPULATION

During the early years of the program there was no need for CUNY to document either the educational or economic disadvantagement of SEEK students since both requirements were satisfied by the student's residence in an officially designated "poverty area." This poverty residence is still the principal requirement to establish educational eligiblity. Therefore CUNY has not emphasized the reporting of high school records and background required by other major divisions of the program. HEOP and EOP use the Regents guidelines which currently limit admissions only by the standard of "non-admissibility by the colleges normal standards."

The definition of the disadvantaged target population has been interpreted to cover a wide range:

- An out-of-state high school valedictorian with a 95 average who had completed 18 hours before being disqualified,
- The student with high school rank 303 of 303 who at the time of the LCER check had survived two semesters, or
- The student with a 63 average who graduated.

The definition also includes a remarkable family with five students in college and a family income of $9,000 a year to another family who reported income of $28,000 a year.

The difference in target population among the three programs and the 26 institutions surveyed is not so dramatic, but is nevertheless substantial.

Comparisons between the systems on the basis of high school rank and high school averages indicate that the private schools do in fact get a higher ranking student. Only 45 percent of HEOP students rank in the lower 60 percent of their class while EOP and SEEK get 62 percent and 67 percent respectively from the lower 60 percent.

Table S-1

High School Rank and Average of Special Program Students

	High School Rank (Percent in Lower 60 Percent of Class)		
	High	Low	Mean
SUNY	83% (Buffalo Coll.)	26% (Stony Brook)	62%
CUNY	80% (Baruch)	59% (CCNY)	67%
HEOP	85% (Utica College)	14% (Cornell)	45%
	High School Average		
SUNY	78% (Stony Brook)	75% (Albany)	76%
CUNY	74% (City)	71% (York)	72%
HEOP	87% (Cornell)	71% (Utica)	77%

Source: LCER Sample, September 1973.

On the basis of high school averages the relative position is the same with HEOP getting a slightly higher ranking student than EOP which in turn gets a somewhat higher ranking individual than SEEK.

HEOP has the schools with the extremes: Cornell enrolls only 14 percent from the lowest 60 percent of their high school classes while Utica College has 85 percent. Chart S-2 illustrates this diversity for HEOP admissions and adds the percent of regular admissions for each school for comparative purposes. The divergence is so great that disadvantaged students at Cornell, Syracuse, Fordham, etc. would be eligible for admission as regular students at Utica, LIU, Marist or Mt. St. Vincent.

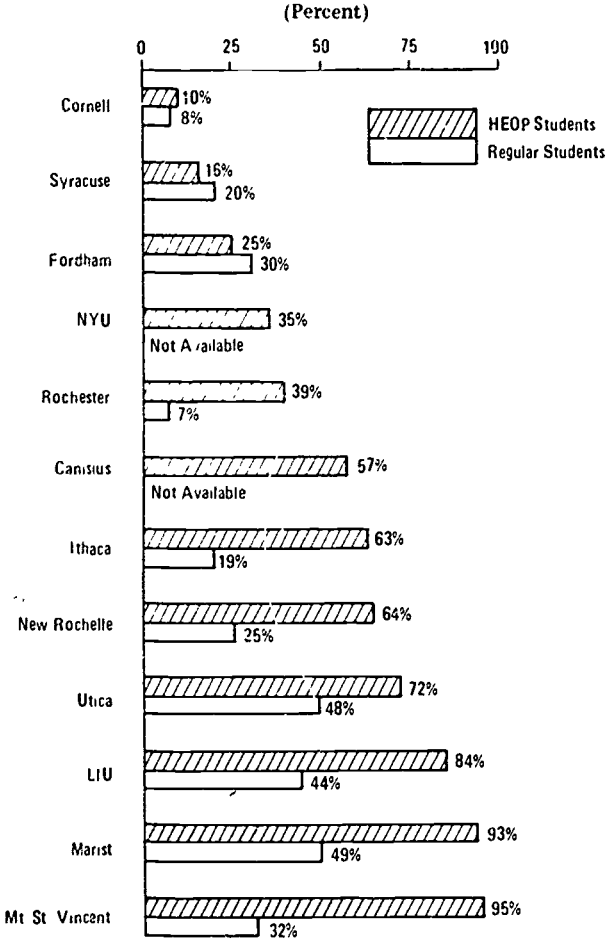
Private colleges rely more heavily on SAT scores for admissions review than the public universities and provide another basis for comparing HEOP and regular students.

Charts 2 and 3 (pp. 8 and 9) display the SAT Verbal and Math scores below 500 of HEOP and regularly admitted students. These measures show that HEOP students make consistently lower scores than regular students. The closest that the scores come for the two sets of students is at New York University and Long Island University where differences of 30 and 35 percent respectively still exist. These entrance tests indicate that most HEOP admissions have widely different academic profiles from those of regular students when measured by SAT scores.

Table S-2 gives the high school average for EOP students and shows the mean and range of high school averages for all accepted SUNY applicants for the fall 1972 semester. The difference in averages is from nine percentage points at Oswego to

Chart S-2

High School Rank (lowest 60 percent) of HEOP and Regular Students



16 percentage points at Albany. While some EOP averages were high enough to indicate consideration for regular admissions, the overwhelming majority were obviously well below regular standards.

A summary of CUNY high school averages also indicates wide variation between SEEK and regular students.

Financial Eligibility

The absence of financial records, particularly validation of income, made verification of economic eligiblity spotty. Two major State university units, Albany and Buffalo College, did not complete the LCER questionnaire or the standard reporting for financial information to SUNY. Albany indicated that financial information was collected for the fall of 1971, but it was stored on a computer tape which was inadvertently eradicated. The LCER sample indicated that 11 of 49 (22 percent) students at Albany did exceed the guidelines. The LCER sample also showed Brockport (21 percent), Oneonta (21 percent) and Oswego (35 percent) with the percentage of students exceeding the 15 percent allowance.

Parents' Confidential Statements (PCS) or Student Confidential Statements (SCS) were the documents routinely used by the college to validate financial eligibility. Substantial percentages of these statements were not made available at Brockport (40 percent), Buffalo College (48 percent), Syracuse (36 percent), Fordham (33 percent), Canisius (30 percent), and Marist (26 percent). Where these statements were available they were generally unsupported by Federal Income Tax 1040 duplicates, except at NYU where they were routinely available.

Table S-2

SUNY High School Averages

School	EOP Students[a] Mean	EOP Students[a] Range	Mean Accepted Applicants[b]
Albany	74.9	63.2–94 0	90 8
Brockport	75.6	60.0–87.2	85.8
Buffalo C	76.8	69.8–89.6	86.7
Buffalo U.	77.2	65 0–93.5	90.3
Oneonta	75 1	62.1–86.6	88.7
Oswego	76 3	63 6–89.1	85.6
Stony Brook	77 8	60.5–87.5	90.8

Sources:

[a]LCER Sample, September 1973.

[b]Abstracted from SUNY, Office of Admissions and Financial Aid Affairs, *Manual of Freshman Profiles, 1972-73, Four Year Colleges and University Centers.*

Ethnic Representation

The present composition of the special program population is 85 to 90 percent black and Spanish speaking students, thus fulfilling a secondary aim of the program—increased integration of the State's senior colleges.

Table S-3

CUNY High School Averages
(Composite at Six Senior Colleges Surveyed)

	Below 70	70-79	80 and Above
Non-Program Students	3%	35%	62%
Seek Students	33	58	9

Source: LCER Sample, September 1973 and *CUNY Enrollment Report, Fall Semester*, 1971.

SUPPORT SERVICES

The law specified two principal items for funding under the SEEK/EOP/HEOP program:

- Supplemental (personal) financial assistance for maintenance and
- Special programs of support services: counseling, tutoring, remedial, developmental, and compensatory courses.

Supportive services are intended to raise the academic abilities of the disadvantaged student so he can compete with the regularly admitted student. They are offered in varying quantities at all of the schools in the program and enthusiastic claims are made as to their value. However, no program evaluation of such services had been undertaken to establish their effectiveness or ineffectiveness. Thus LCER student sampling was undertaken with the aim of making simple correlations between such supportive services and academic success.

Counseling and Tutoring

Counseling was the most widely used supportive service at CUNY-SEEK. Three units, Baruch, Brooklyn, and City College, had sufficient counseling information available for analysis. An overwhelming proportion (90 percent) of the sample used counseling (198 of 221), and of this total 91 of the 198 (46 percent) survived. (See Appendix V, Table E.)

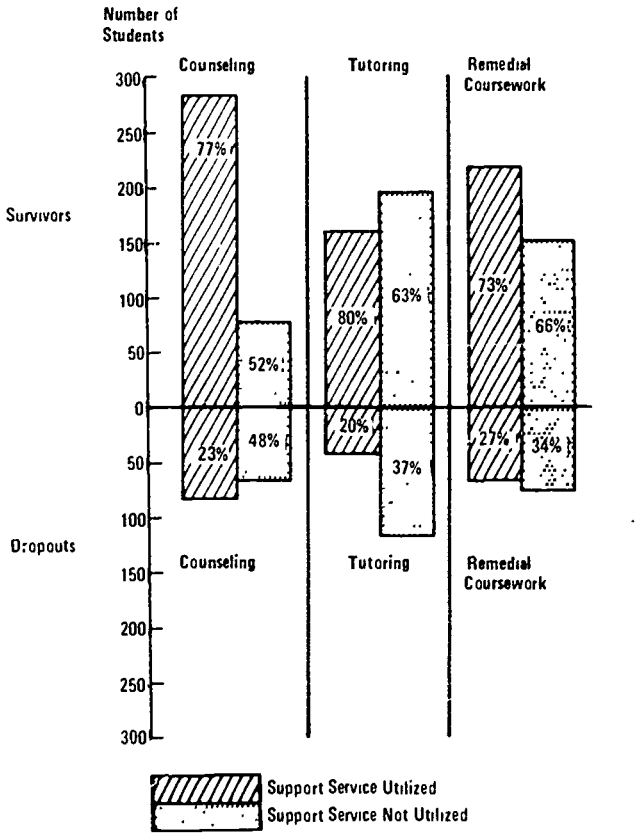
Only two of the colleges furnished data concerning exposure to tutoring — Baruch and Brooklyn. At these two schools about 15 percent (18 of 119) of the sample students were reported as using the tutoring service and 11 of this 18 were survivors.

Counseling was the most widely used supportive service by the successful students in the HEOP programs. In total, 72 percent (375 of 518) students used counseling and 77 percent of those counseled (287 of 375) were academic survivors. As Chart S-3 indicates about three of every four students utilizing counseling survived. Of those who had no counseling slightly more than half survived. Syracuse seemed to show the clearest advantage of counseling, 23 of 31 (74 percent) of the students utilizing counseling continued; while 17 of 19 (89 percent) not utilizing counseling dropped out.

Tutoring was not used as widely as counseling by HEOP students. Some campuses used it 100 percent and others hardly at all. While less than half, 202 of 518 (39 percent), of HEOP students in

Chart S-3

Use and Results of Supportive Services in HEOP Colleges



Source: LCER Sample, September 1973

our sample are on record as being tutored, four out of five of those tutored were successful. Without tutoring two out of three were retained. Long Island University (LIU) and Utica seem to demonstrate particularly effective tutorial programs. At LIU 26 of 27 students in the sample who used tutoring, survived; while 10 of 13 who had no tutoring dropped out.

At SUNY little attempt has been made to evaluate the counseling and tutoring components. Student records available to LCER seldom indicate which students were exposed to these services. The value of these services on SUNY campuses must have been demonstrated since more than half of total program expenditure is spent on them — 45 percent for counseling and 12 percent for tutoring.

Oneonta reported tutoring results for the year 1971-72 which showed 38 percent of those students tutored passed and so did 24 percent of those who were not tutored.

Compensatory Education

Compensatory education is the most widely used, as well as the most controversial support service. Compensatory education efforts take the form of remedial and/or developmental coursework:

- *Remedial coursework* — usually non-credit courses designed to teach the basic skills necessary to qualify for a college education. Basic reading, writing, math and study skill courses are an effort to compensate for inadequate elementary and secondary education level, and consequently, are presented at the secondary education level, not the higher education level in subject matter.
- *Developmental Coursework* — usually credit courses designed to teach either college-level subject matter, or some combination of college level subject matter and remedial skills. Developmental coursework is often available as special sections of routinely offered introductory level college courses such as science, sociology, English, math, etc. These special sections usually require that students meet more contact hours than would be normally mandated by the credits awarded for the course. For example, four classroom hours per week for three credits.

Evaluation of the compensatory education effort is complicated by the nature of developmental coursework, which often combines college level work with remedial work. It is difficult to classify which courses are remedial and which are truly developmental and thus deserving college credit. Most courses taken result in at least some credit being given.

Another area of doubt arises from the subject matter. Most compensatory courses were in the basic "core" areas such as English, mathematics, writing, science, or study skills. Some schools in the sample include as compensatory courses subjects that seem more specialized and normally should be considered regular courses not compensatory. Some of these offerings are: Third World Politics, History of Film, African Religious Tradition, Yoruba, Swahili, etc.

Other credit bearing courses listed as developmental both in terms of course title and description appear to be purely remedial — College Skills, Remedial Oral Communication, etc.

This confusion might have been cleared up if statutory requirements had been followed. Both SUNY and CUNY are specifically required by law to provide certification:

> . . . that the academic committees of the constituent institutions of such universities and their faculty committees have reviewed and approved the academic content of the courses offered for academic credit in such program and the amount of academic credit granted therefor and that the registration requirements of the regents and the commissioner have been met where applicable.[5]

This provision has not been complied with to date by either SUNY or CUNY. While this may only be a question of the failure of the two systems to transmit evidence of compliance to Albany (i.e., a lack of "paper" compliance or "formal" compliance only), it is nevertheless a critical omission. This is because of the great need for central policy consideration of such basic program issues as credit generation for program students via such special program coursework.

Present lack of uniformity in the program's administration with respect to such issues as: what is to be considered a remedial/developmental course, how much credit is to be offered for such coursework, etc., results in great variation in the educational opportunity provided to a disadvantaged student from one college to another. It also may be said to reflect the flexibility of the programs.

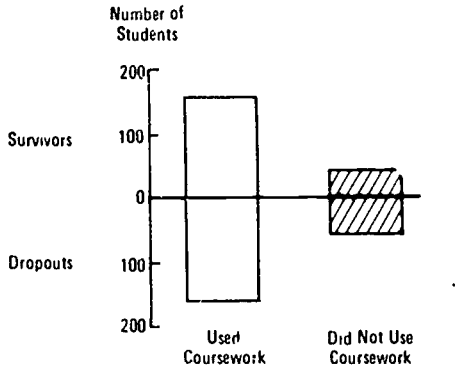
SEEK. Compensatory coursework is the backbone of the remedial program at CUNY. Forty-five developmental credit courses and 27 non-credit remedial courses were offered at the six units in the sample. Four units (Brooklyn, City, Lehman and Queens) have 14 or more separate compensatory course offerings and most of them carry credit. A majority of the students (224 of 343) have six hours or less in credit courses; but Queens College has 26 students (34 percent of the sample) with 18 or more credits in compensatory courses, which in turn account for 75 percent of their total credits.

Chart S-4 demonstrates a large proportion (85 percent) of sample students using compensatory coursework. Of those taking compensatory coursework more than half continued in school, while only one-third of those who did not use this supportive service survived.

A primary goal of compensatory work is to move students into the regular college program. One measure of this progress is the accumulation of credits. A comparison of SEEK, open admissions, and regular students reveals that except for open admission students with high school

Chart S-4

Use and Results of Compensatory Coursework at CUNY (SEEK)



Source: LCER Sample, September 1973.

averages under 70, SEEK students have achieved fewer credits (12 or more credits by the end of three semesters) than either open admissions or regular students.

In summary, the compensatory program has demonstrated limited success in advancing students to the level of regular college programs or in keeping them in college. At least one college, Queens, shows that one-half of its program students have generated 75 percent of their total credits in compensatory courses.

EOP. SUNY schools have not clearly identified remedial and developmental courses. However, substantial numbers of credit hours from compenstory courses were found only at Buffalo U. where 14 percent of the credit hours came from compensatory courses. Some credit for compensatory work was also given at Buffalo College but the amounts were not significant.

Table S-4

Minority Representation
SEEK/EOP/HEOP
1972

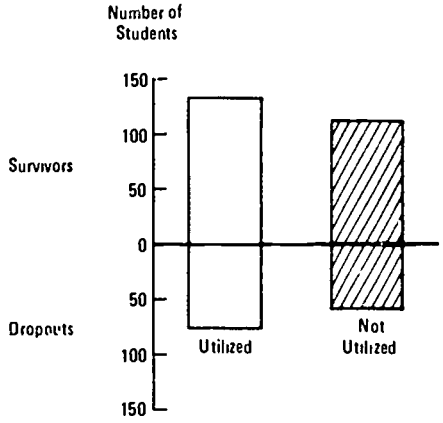
	SEEK	EOP	HEOP
Black	58%	75%	59%
Spanish Surname	31	10	24
Other	11	15	17

Source: Calculated by LCER staff from information submitted by SEEK Central Office, City University of New York, 1974; SUNY and HEOP from LCER Questionnaire, September 1973.

LCER staff attempted to assess the effectiveness of this special program work with regard to retention of students. Of the sample, slightly more than half, 214 (56 percent), utilized the special courses as contrasted to 166 (44 percent) who did not. The dropout rate for those who took the remedial courses was 40 percent compared to a 36 percent dropout rate for those who took no remedial courses. Thus, of the SUNY students who had had no remedial work, 64 percent passed while only 60 percent of those who took the remedial courses passed.

Chart S-5

Use and Results of Compensatory Coursework at SUNY (EOP)



Source: LCER Sample, September 1973.

HEOP. There was a complete range of emphasis on compensatory coursework among the private schools. At Cornell there was no indication of compensatory work for any of the sample students, but at Mt. St. Vincent and Utica virtually all students took the compensatory courses.

As indicated in Chart S-3 (p. S-5), slightly more than half, 239 of the 468 students in the sample enrolled for remedial coursework. About three of every four students who took remedial work survived, while two out of three who had no such help also survived.

The use of support services at individual schools also suggests patterns of effectiveness. Schools where there was a higher proportion of successful students *using* the service and a higher proportion of unsuccessful students *not using* the services were:

Counseling:

Syracuse University
Utica College

Tutoring
Long Island University
Utica College
Remedial/Developmental Coursework
College of New Rochelle
This indicates individual programs that could furnish an example for others.

ACADEMIC ACHIEVEMENT

Ultimately any evaluation of the effectiveness of these special programs must be measured in terms of the academic achievement of the program students. The most significant factors to consider in the evaluation of academic performance are:

1. Attrition and, conversely, retention and
2. Satisfactory progress toward a degree, including graduation.

Attrition and graduation present the least problems for statistical evaluation. Table S-5 presents comparative percentages of attrition for the three systems from sample information.

Table S-5

Average Annual Attrition by Year of Entry, Through Spring 1973 Semester*

Year of Enrollment	HEOP	EOP	SEEK
1971-72	28 6% (66/231)	27 3% (27/99)	21 5% (17/79)
1970-71	36 8% (76/206)	30 4% (28/94)	50 7% (36/71)
1969-70	36 6% (52/142)	45 3% (43/95)	59 8% (45/76)
1968-69	- -	50 0% (47/94)	66 6% (44/67)
1967-68	- -	- -	68 9% (40/59)
1966-67	- -	- -	69 8% (30/43)
Total	33 5% (194/579)	38 1% (145/380)	53 7% (212/395)

*Proportion in parenthesis indicates ratio of attrition to sample total.
Source: LCER Sample, September 1973.

These relative percentages are reinforced by the aggregate submissions of HEOP and SUNY-EOP schools and the annual attrition reports of CUNY-SEEK. They indicate the lowest overall attrition rate for the HEOP schools with a slightly higher attrition for SUNY-EOP and a substantially higher rate for CUNY-SEEK. In total, the attrition rates parallel the pattern of high school averages and rank, with the better students at the private schools showing lower attrition rates, the SUNY-EOP students with slightly lower high school records showing a slightly higher attrition and CUNY-SEEK students with the worst records and the highest attrition.

HEOP

Table S-6 points out the rates of attrition for HEOP and regularly admitted students.

Table S-6

Rate of Attrition for HEOP and Regular Students

School	HEOP	Regular
U of Rochester	8%	N A
Long Island U	10	11%
Marist	39	N A
New Rochelle	21	29
Cornell	22	27
New York U.	24	23
Ithaca	27	15
Mt. St Vincent	29	7
Canisius	31	21
Utica	43	43
Fordham	45	6
Syracuse U.	50	17
U. College of Syracuse	65	7

Source: LCER Sample, September 1973.

Once again the private schools offer the wide range from a high attrition of 65 percent at University College of Syracuse to a low of eight percent at the University of Rochester. As can be seen, the attrition rates for HEOP students at three of the colleges were lower than those of the regular students: at Long Island U., New Rochelle and Cornell.

As illustrated on Table S-7 the majority of successful HEOP students had a high school average of 80 or above. On the basis of school to school comparisons, some of these features are not quite as clear. In some cases, strong high school records and use or non-use of supportive services seem to have little relationship to success or dropping out.

Table S-7

High School Averages of Successful and Non-Successful HEOP Students

H. S. Average	Successful Students	Non-Successful Students	Total
80 and above	145 (84%)	28 (17%)	173
79 and Below	125 (68%)	59 (32%)	184

Note: Success is defined as accumulating the required number of credits in the time specified and maintaining a 2.0 average.

Source: LCER Sample, September 1973.

Long Island University and New Rochelle show a small percent of dropouts in spite of high school records that were among the lowest. These two schools, however, have a record of intensive use of remedial services. The Syracuse University record is more confusing: HEOP students with better than average high school records, who made intensive use of remedial services also had the second highest rate of attrition.

The academic achievement of the sampled HEOP students when measured by acceptable credit accumulation and a 2.0 average is generally satisfactory. The largest percentages of students not making satisfactory progress were found at University College of Syracuse, Utica College, and New Rochelle.

Ultimate program success must be considered in terms of college graduation and post-graduate performance. This audit is being conducted at a time when it would not ordinarily be expected that the program could have produced graduates. It is noteworthy that after four years, 59 of the students sampled (10 percent) had graduated although 18 of these graduates were transfer students who were established college students before they were admitted to the program.

SEEK

CUNY does get a program student that is severely disadvantaged. To help overcome this disavantagement, time limits have been extended and credit loads reduced. This extension has not resulted in a high rate of survival, for there is no guarantee that students will complete the requirements for a degree even though they are allowed six or seven years. CUNY's high attrition of students with long periods of program participation demonstrates this. It requires five and one-half years before SEEK graduates outnumber those still enrolled. For EOP and HEOP students, a five year time period is usually considered as the maximum.

Of the classes enrolled at CUNY schools for more than ten semesters the following picture emerges:

Original enrollees	1,297	100%
Attrition number	808	62%
Graduated	266	21%
Still enrolled	223	17%

Thirty-four students are still enrolled after fourteen semesters in the SEEK program.

SEEK student attrition has averaged 25 percent annually for recent years; this is almost twice the 14 percent attrition rate of regular students at CUNY senior colleges.

Among those who remain, only a small percentage is doing satisfactory work as measured by the accumulation of credits with a minimum grade point average (2.0) required for graduation. Chart S-6 illustrates this point for the students in the sample still enrolled. The full-time status and funding of those in attendance for such long periods of time without achieving an adequate number of course credits must be questioned.

Table S-8 extends this minimum standard to the six sample colleges and compares the SEEK sample with open admission and regular students. Except in relation to open admission students with under 70 high school averages (averages lower than those of many SEEK students) the SEEK record is not favorable. For some SEEK students the only credits generated are those from remedial/developmental coursework.

Table S-8

Comparison of SEEK, Open Admission and Regular Students Making Satisfactory Progress

	Proportion of Students Earning 36 or More Credits with at Least 2.0 GPA				
College	SEEK Sample*		Open Admission** (Under 70 HSA)	Open Admission** (70 - 79 HSA)	Regular Students** Over 79 HSA
Baruch	9/48	19%	14%	36%	68%
Brooklyn	16/71	23	10	45	81
City College	25/102	25	4	30	63
Lehman	7/39	18	12	50	82
Queens	14/57	25		41	73
York	3/34	9	21	45	63

*After three or more semesters
**After three semesters

Source: LCER Sample, September 1973 and from David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York: Office of Program and Policy Research, City University of New York, April 1973), pp. 20, 26, 30.

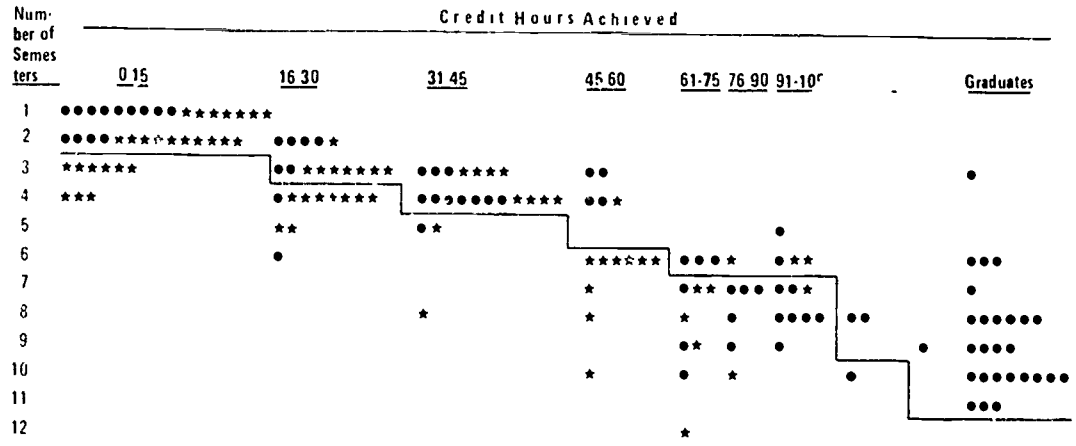
EOP

In almost all LCER comparisons SUNY seems to find the middle ground. SUNY typically gets a student with a high school record somewhat lower than the private school and higher than CUNY. This high school rank in the middle is reflected by an attrition rate lower than CUNY but higher than the overall private college rate.

The attrition rate for special students in the units of the sample in the State university range from a low of 12 percent at Stony Brook to a high of 50.8 percent at Oswego.

Chart S-6

Status of Surviving SEEK Students



★ = 1.9 and below grade point average—unsatisfactory
● = 2.0 and above grade point average—satisfactory

Note: Students above stepline indicate accumulation of credits at a rate sufficient for satisfactory progress toward a degree.

Source: LCER Sample, September 1973.

Only three units of the university gave comparable attrition figures for regular students, but these reveal that EOP attrition is double that of the regular students at Albany, triple at Brockport and four times that of regular students at Oneonta.

SUNY units do have some flexible academic standards which are available to all program students and may or may not be available to all students. These include:

- Withdrawal from a course without penalty up to the date of final examination,
- Removal of all grades below C at the end of two semesters,
- Pass/fail grades which minimize the effect of poor grades on averages,
- As many as five semesters to attain a 2.0 average, and
- The university-wide allowance of ten semesters for completion of degree.

It should be noted, however, that these tolerances are not all allowed at all units and other variations are used.

In the academic achievement of those enrolled SUNY has a good record. Only 36 of the 188 sample students still enrolled are below a 2.0 average, and 139 of the 188 are accumulating credits at a satisfactory rate. In addition, 47 students have graduated. Sixteen of the graduates are transfer students who were established college students before they became EOP participants.

Special program courses developed by EOP programs on SUNY campuses have been primarily designed to prepare students in basic academic subjects and skills, such as English and math. Special program students' mean cumulative grade point averages ranged from 2.10 to 2.81 at the SUNY-EOP programs sampled. When compared to regular students at Brockport and Oneonta EOP students still enrolled were found to rank only one grade level below that of regular students.

Table S-9

EOP
Dropout Rate for Original Enrollment
Fall 1968 — Spring 1972

	EOP Students	Regular Students
Albany	32.0%	15.4%
Brockport	37.5	13.7
Buffalo College	34.4	–
Buffalo University	21.3	–
Oneonta	39.2	9.7
Oswego	50.8	–
Stony Brook	12.0	–

Source: Compiled from LCER Questionnaire, September 1973.

Table S-10

EOP Attrition Rates
by High School Rank & Average for EOP Students

High School Average	Attrition Rate
81 and Above	19%
71-80	48
61-70	43
60 and Below	75

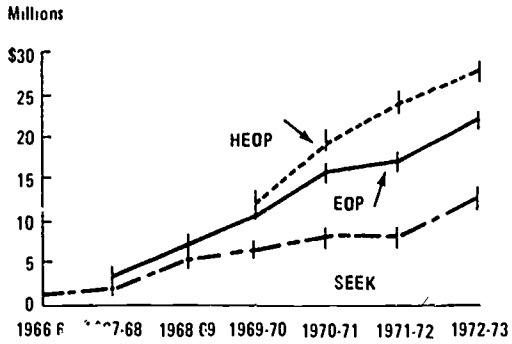
H. S. Rank (Quintile)	Attrition Rate
1	25%
2	33
3	46
4	50
5	52

The SUNY sample indicates the most positive overall correlation between high school achievement and college success of any of the three programs.

Table S-10 shows a direct relationship between the high school record and the probability of success at SUNY. Students in the highest 20 percent (1st quintile) dropped out at only half the rate of those in the lowest 40 percent (4th and 5th quintiles) while students with an 80 or above average were far less likely to drop out.

Chart S-7

State Appropriations
EOP/HEOP/SEEK
1966-1973
(4-year colleges only)



FINANCE

The increase of appropriations for the SEEK/EOP/HEOP program has been impressive. The four year college program alone has grown from $1.5 million in 1966-67 to $28.7 million in 1972-73, as illustrated by Chart S-7.

The rise in expenditures only reflects the growth in students, as the average expenditure per student was $1,235 for the 1,215 students enrolled in 1966 and the average is $1,269 for the 20,015 students in 1972-73.

As Table S-11 shows this amount is equal to about 28 percent of the budget for a resident

Table S-11

Typical Funding Budgets of
SEEK/EOP/HEOP Students
1972-73

	Commuter			Resident			Independent		
	Private	SUNY[a]	CUNY	Private	SUNY	CUNY[b]	Private	SUNY	CUNY
Tuition	$2,004	$ 650	$ –	$2,385	$ 650	$ –	$2,385	$ 650	$ –
Fees	128	120	103	82	120	103	–	120	103
Books and Supplies	132	190	150	161	190	150	–	190	150
Room (rent and utilities)	375	350	360	689	665	982	–	665	982
Food (board and lunches)	211	250	270	721	610	752	–	610	752
Personal (clothing, recreation, etc.)	387	460	312	397	460	333	–	460	982
Transportation	–	250	189	–	250	189	–	250	189
Other	211	–	385	111	–	385	–	–	–
Total	$3,448	$2,370	$1,832	$4,546	$2,945	$2,894	–	$2,945	$3,144
Average HEOP/EOP/SEEK grant	$1,294	$1,285	$1,242	$1,294	$1,285	$1,242	–	$1,285	$1,242
Percent of total	36%	52%	66%	28%	43%	42%	–	43%	37%

[a]Buffalo State was used as the median of our sample schools.
[b]Dependent living away from home.

Source: 1972-73 HEOP and CUNY reports.

student at a private university and about 40 percent of the amount needed by a resident student at a State university or a dependent student (living away from home) at a City university unit.

The major difference in the student's personal budget requirements is tuition which usually accounts for about half of a private university student's budget. This item finances "general education costs" — instruction, administration, physical plant operation, etc.

For colleges in the sample the median cost for general education is $2,317 for the private colleges, $2,069 for City university and $2,017 for the State university. At CUNY these tuition/general education costs are "free"; that is, they are paid jointly from City and State taxes.

At the State university the $650 presently charged SUNY students can be waived and paid from the operating budget funded by State tax dollars.

To these general education totals must be added an average of $1,800 for room, board and personal expenses for resident students or approximately $900 in travel and personal expenses for a commuter student.

For program students there must be added the special costs for HEOP/EOP/SEEK administration and supportive services: counseling, tutoring and remedial courses. In 1972-73 this program cost for the private schools was $5.2 million, 22.5 percent of the total program cost, or about $1,000 per student to be added to the total to be funded.

The original legislation limited the expenditure of special program funds to these supportive services and the personal living costs of the students. In 1972, an amendment extended this coverage to allow reimbursement of 50 percent of tuition up to $500 for HEOP students.

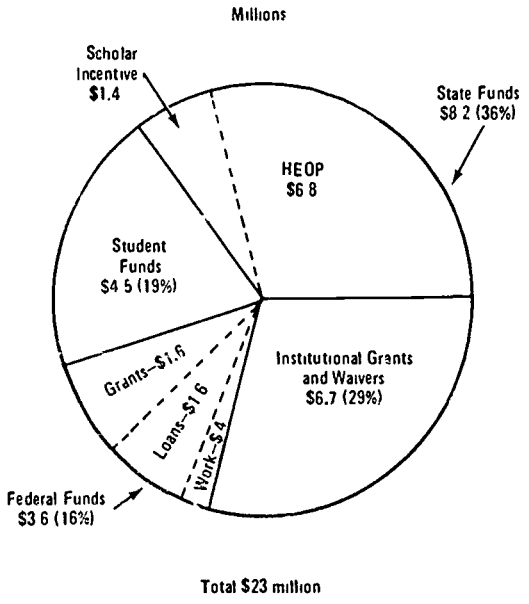
Chart S-8 shows that income to support the program in the private colleges comes from four major sources; HEOP grants and other State funds, federal opportunity grants and loans, institutional grants and waivers, and student/parent contributions.

Every institutional finance officer has this overall grouping of resources available from which he can put together a student funding package. Federal and institutional funds are in some measure discretionary -- that is, they may be awarded to HEOP or non-HEOP students who qualify.

Of these federal and institutional discretionary funds the HEOP students were given 14 percent of the total available to the private college group

Chart S-8

Sources of Support for HEOP Program 1972-73



although HEOP comprises only 3.8 percent of the college population.

The funding package required for the average HEOP student in 1972-73 was actually about $4,500 as distributed in Table S-12.

SEEK

At the City university there has not been so complete a breakdown of funding reported. Expenditure by purpose, however, is reported in a funding model developed over the course of the program (see Table S-13).

Table S-12

Average HEOP Student Funding 1972-73

Income Source	Amount	Percent
HEOP	$1,298	28%
Institutional Contributions	1,282	28
EOG	320	7
Scholar Incentive	275	6
Total Grant	$3,175	69%
Loans	400	9
Earnings, Parental Contributions	925	21
Total Funding Required	$4,500	99%

Source: *HEOP Final Report, 1972-73* compiled from annual totals by LCER staff.

Table S-13

Funding Model for 1971-72
SEEK Students

Personal Services	New Students	Continuing Students	Upper Classmen
Administration	$ 145	$ 145	$ 145
Counseling	245	245	245
Tutoring	140	140	140
Instruction	730	730	—
Total	$1,260	$1,260	$ 530
Other			
Financial Aid	$ 972	$1,072	$1,072
Books	125	125	125
Fees	115	—	—
Total	$1,212	$1,312	$1,312

Source: *SEEK Final Report, 1971-72*, page 14.

This model and 1972-73 financial data tabulated from the most recent City university report indicates that SEEK funds are indeed spent about half for program and half for student financial stipends. SEEK 1972-73 funds are identified as being directed entirely to student financial aid and averaged $1,242. This amount is then supplemented by an average of $344 from federal grants and loans for a total of $1,586 for the average SEEK student.

These are for *average* students and each case is a different funding problem. The principal budget types have been presented in Table S-11 and the budgets used in packaging aid for different types of students at City College are reproduced in Exhibit II. These packages support weekly stipends from $21.41 for the commuter's transportation, lunch and personal expenses to a high of $114 for a married student.

EOP

The State university has reported little financial detail for the past two years. However, their limited report indicates that the State EOP allocation supplies approximately one-third of the EOP program budget with the remaining two-thirds coming from the regular campus operating budget. Some federal funds are included in this total but are not identified.

Total expenditures per student in the sample range from $5,303 at Stony Brook to $3,033 at Brockport. EOP expenditures ranged from $1,675 at Buffalo College to a low of $1,370 at Oswego.

Student Financial Assistance

It is in the critical area of direct financial assistance — stipends for living expenses — that differences in the funding formulas become more pronounced. Table S-11 (p. 5-11) presents the funding budgets which apply to a majority of the students. If the entire HEOP/EOP/SEEK grant were applied, it would provide a percentage ranging from 28 percent for a private resident student to 66 percent for a City commuter. In each case the allowances for the private schools are smallest, and because these are averages for all private schools, the differences for living expenses are even more pronounced between the private schools with tight fiscal problems overall. These schools must devote a larger percentage of their HEOP grants to program and leave more of the student's personal

Table S-14

1971-72 Educational Opportunity Programs
Enrollment & Fiscal Support

SUNY Units	1971-72 Actual Annual Avg. Enrollment	Reg. Campus Budget	Actual EOP Allocation	Total	Amount Per Student
Albany	755	$ 2,374,475	$1,145,777	$ 3,520,252	$4,662
Buffalo University	1,150	4,028,450	1,575,500	5,603,950	4,873
Stony Brook	415	1,626,385	574,500	2,200,885	5,303
Brockport	310	514,600	425,650	940,250	3,033
Buffalo College	823	1,732,415	1,378,145	3,110,560	3,779
Oneonta	255	545,700	349,130	894,830	3,509
Oswego	424	413,280	306,880	720,160	3,215
Total	3,932	$11,235 305	$5,755,632	$16,990,937	$4,321
		66%	34%		

Source: *HEOP Final Report, 1971-72*, p. 21

financial package to his own resources: loans, work, parental contributions. Thus, some of these personal budgets are more a desirable goal than an actual amount funded by the college.

The most common complaint voiced to the LCER staff by HEOP directors and college officials was the inability of the private college to match the public college dollars in the amount given in direct student stipends for living expenses.

CUNY indicates that it devotes 100 percent of its State grant to student aid and the SUNY spending reports available at this time indicate about 78 percent of their EOP funding is allocated to student aid.

The Class of '66

The 1966 fall enrollment for the SEEK program at the City university is used to illustrate the size of the investment required to fund the average student in the SEEK program. A figure of $4,000 per year, or $2,000 per semester has been used arbitrarily. This assumes a $2,000 general education cost and only a $2,000 average additional expense for SEEK students even though the 1972-73 average is indicated to be about $2,770.

From the original enrollment of 190 students, 73 had graduated by the end of 14 semesters and 15 students are still enrolled leaving an attrition of 102 (54 percent). Forty-five of the graduates attained degrees by the end of the fifth year and 19 of the remaining 67 dropped out in the eleventh semester indicating a critical decision period at the end of the fifth year.

Even though attrition in this class is somewhat lower than average, the State/City investment is still substantial. Using our funding allowance of $2,000 per student per semester the investment through spring 1973 in these 190 students is just under $3 million. The cost per graduate is $20,877; the cost per surviving student for the 15 students still enrolled after 14 semesters is $22,000; and the cost per dropout is almost $10,000.

Table S-15

Estimated Cost Per Student, SEEK Enrollment Fall 1966

Cost Per Graduate

Graduates		Semesters		Total Semesters		Cost Per Semester	
6	x	8 semesters	=	48 semesters	x	$2,000	= $ 96,000
11	x	9 semesters	=	99 semesters	x	$2,000	= 198,000
28	x	10 semesters	=	280 semesters	x	$2,000	= 560,000
11	x	11 semesters	=	121 semesters	x	$2,000	= 242,000
12	x	12 semesters	=	144 semesters	x	$2,000	= 2(,00
5	x	14 semesters	=	70 semesters	x	$2,000	= 140,000
73				762			$1,524,000

Cost Per Graduate $1,524,000 73 = $20,877 per graduate

Cost Per Survivor

15 current enrollees x 14 semesters = 210 semesters x $2,000 = $420,000

Total cost for 73 graduates	= $1,524,000
Total cost for 15 current enrollees =	420,000
Total cost for 88 survivors	= $1,944,000 = $22,091 per survivor

Cost Per Dropout

Total cost for 14 semesters		$2,952,000
Less. Cost for 73 graduates	$1,524,000	
Cost for 15 current enrollees	420,000	
		1,944,000
Cost for 102 dropouts		$1,008,000

Cost Per Dropout $1,008,000 102 = $9,882

FINDINGS AND CONCLUSIONS

The 1969 laws governing the operation of the higher education opportunity programs are comprehensive. The Legislature has specified in great detail:

1. Who the programs should serve and accept as program students,
2. How the programs should be structured,
3. What the operating components should be,
4. What State moneys were to be allocated for, and
5. The financial and educational accounting to be made by the programs.

Compliance with the reporting requirements of the laws has been minimal. Reports have been submitted too late to be of use in program planning and budgeting (sometimes not submitted at all), and the content has been sketchy with almost no financial reports or statistics of an evaluative nature to explain student progress.

Ironically, the State Education Department administering the HEOP program under a section of the law less detailed for reporting than that for EOP and SEEK, has established requirements that have resulted in more comprehensive reports submitted closer to being on time than either SUNY or CUNY.

The new format for reporting designed at the impetus of the Division of the Budget and SED with the collective participation of SUNY and CUNY can provide *some* of the essential information for evaluation (if utilized for that purpose)

but will nevertheless not fill the critical evaluative information gap addressed in the sampling phase of this audit. Therefore more information is critically needed for program assessment than is currently collected.

The selection of a target population by State Education and SUNY using the Regents' flexible educational guidelines permitting the designation of a student as disadvantaged who was "non-admissable by the college's normal standards," has permitted both EOP and HEOP schools to admit disadvantaged students with a wide range of academic ability. Thus, a student may be "disadvantaged" only by comparison with the regular students on his own campus, and at the same time "advantaged" when compared with HEOP students or regular students on another campus. As a practical policy it has enabled the individual college to select students whose educational qualifications were more comparable with their regular students and thus more likely to achieve.

Attrition was lower among HEOP program students with higher high school averages, and at SUNY, EOP student success or failure showed a direct relationship between high school averages and continuation in school. While attrition of program students is high when compared with that of regular students at most HEOP private schools and SUNY/EOP campuses, most current enrollees at the private colleges and the SUNY branches show satisfactory progress toward achieving a degree.

Since the private university often must invest a larger percentage of its own funds than the State allocation in the total financial package, it is important for it to keep the attrition rate as low as possible.

SEEK has students with the poorest high school records and shows an average attrition rate of more than 50 percent. The LCER sample of program students still enrolled indicates that less than half of the remaining students have a satisfactory record measured by satisfactory credit accumulation and passing grades.

Support services have been widely used and have demonstrated marginal success as reflected in a larger percentage of students remaining in college than dropping out. Counseling has been the most effective and has been utilized by most students. Tutoring has been effective, but has not been used by a large percent of students. The failure of compensatory coursework to demonstrate a more positive result is particularly discouraging since many of the compensatory courses are themselves partially credit-bearing.

The help of supportive services has not been sufficient to keep large numbers of students from dropping out, thereby making the cost per graduate very high, and emphasizing once again that it is very expensive to finance remedial education at the college level.

Since 85 to 90 percent of all special program students are either black or have Spanish surnames, a secondary aim of increasing minority representation on campus has been achieved.

In addition to the wide variation in achievement backgrounds of students admitted, the individual college is a decisive factor in the success or failure of the program. There are wide variations in effectiveness between individual colleges in the same system. Some colleges choose their students a little more carefully; some colleges emphasize remedial and developmental courses; others let the student into the regular program and depend upon counseling and tutoring to help him. Some special programs have joined the regular academic process; some units remain an entirely separate group.

A half-dozen private colleges which had dropped out of the program either temporarily or permanently were questioned by the LCER staff. The most common reason given for dropping the HEOP program was that the cost to the school was too high at a time when financial resources were limited. Other reasons given for disassociation with HEOP were:

- SED deadlines for proposal submission were too close to the date of announcement,
- Award announcements came too late in the year for on-campus preparation,
- Guidelines for the program were vague and changed frequently without seeking input from participating institutions,
- Inability to adopt current curriculum to a remedial program,
- Philosophical conflicts between campus and HEOP program personnel as to whether program students should receive high visibility or be integrated fully into campus life and
- Minimum cooperation of HEOP office personnel.

As an example of the way one college met the challenge of the special student, the State Education Department identified the College of Mt. St. Vincent as operating a successful program. This is a Catholic girls school in the North Bronx (New York City) with 873 students.

The program is small admitting ten students one

year and 15 the next so the total four year program enrollment is 50 students. The students have a mean high school average of 74.7 percent. All come from the bottom 60 percent of their high school classes and meet the economic guidelines easily. The summer remedial program is non-credit with three 4-hour courses in reading, writing and math. Tests are given in these subjects before and after the summer program.

Regular courses in the freshman year may require 4 hours contact for 3 hours credit with tutoring available if the student falters. The whole program is tightly structured and monitored. Instructors gave written notice to the HEOP director when a student was absent or seemed to be in academic trouble and needed tutoring.

The mean grade point average for all HEOP students has advanced as follows:

Semesters	Mean Grade Point Average
1	1.79
2	1.85
3	2.23
4	2.30
5	2.72
6	3.02
7	3.01

Of the first class of ten students, six graduated in eight semesters; two more graduated with one extra summer and two dropped out.

The program is small enough for the HEOP director to give personal attention to each student and as such may be quite different from the larger programs. However, it does demonstrate that the HEOP program may be effective in diverse settings and sponsorship.

TABLE OF CONTENTS

Appendices

FOREWORD

The Legislative Commission on Expenditure Review was established by Chapter 176 of the Laws of 1969 as a permanent legislative agency for, among other duties, "the purpose of determining whether any such department or agency has efficiently expended the funds appropriated by the Legislature for specific programs and whether such departments or agencies in the actual implementation of such programs have failed to fulfill the legislative intent, purpose and authorization." This program audit, "College for the Disadvantaged," is the thirtieth staff report.

The college program for the disadvantaged in New York State represents a radical departure from the traditional approach and philosophy of higher education. On the one hand, financial aid has long been awarded needy students who demonstrated *potential* in the elementary and secondary school programs. The requirement for demonstrated financial need is still applied, but the second part of the formula is now specifically aimed at that portion of the secondary school population "who would normally be excluded from consideration for admission because of *poor* high school performance and test achievement." Indeed, those students who made adequate high school academic records are, by definition, excluded from the financial benefits of this program.

With eligibility thus extended to virtually every "culturally and educationally" disadvantaged student in the State, the Legislature established reporting requirements well beyond those required for other expenditures in order to determine the effectiveness of the programs funded.

In line with the Commission's continuing policy, preliminary copies of the audit are given to the agencies with major responsibilities under the law for their comment and correction. Thus, preliminary copies of the audit were forwarded on March 29, 1974 to the Commissioner of Education, the Chancellor of the State University, and the Chancellor of the City University. Subsequently, numerous discussions were held with the respective staffs both in Albany and in New York City. Following the working out of a revised report draft, responses were prepared by the three educational institutions. These are included as Appendix VII.

This audit was conducted by a team of the professional staff consisting of Neil Blanton, Chairman, Donald Bisesti, Peter Clendenin, Stuart Graham, and Ron Schmid. Additional editing and general supervision were provided by James Haag and Richard Brown.

The law mandates that the Chairmanship of the Legislative Commission on Expenditure Review alternate in successive years between the Chairman, Assembly Ways and Means Committee and the Chairman, Senate Finance Committee. The Chairman for 1974 is Assemblyman Willis H. Stephens having succeeded Senator John J. Marchi.

The Commission staff is indebted to many individuals from the administrative staffs of the three major offices and on the individual campuses for their cooperation in supplying information and data.

Troy R. Westmeyer
Director

October 15, 1974

I ADMINISTRATION

The administration of the EOP/HEOP/SEEK program has always been by law a triparte arrangement, "three separate manifestations" While the declared *intent* of the law was "to provide the statutory structure for the establishment and maintenance of – a coordinated policy," the statute itself clearly left the responsibility for "organization, development, coordination, and operation of such a program" to the City and State universities and to the Commissioner of Education for the private university participants.

The Regents were given four indirect controls of all three components of the program.

- All plans must be compatible with the Regents' plan for the development of higher education in the State.
- Criteria for the supplemental financial assistance must be approved by the Regents and the Director of the Budget.
- "The general plan (for the public universities) shall be transmitted to the Board of Regents at such time as the Regents shall by rule require. Such plan shall be reviewed by the Regents and shall guide and determine the operation of such programs at such universities."
- The Regents shall review the annual reports and forward them with their comments and recommendations, to the Governor and the Legislature.

Thus while nothing was to conflict with the Regents' overall plans and they were to be the clearinghouse for reporting, the basic responsibility for program development, execution, and funding remained with separate university systems and the Commissioner of Education for the private universities.

Reporting

The Regents established the following calendar for reporting.

Feb. 15 Private universities – Application for aid and institutional plan and proposal for the coming year.

May 1 CUNY/SUNY – General plan for the coming year.

June 30 Private universities – Final report for preceding year.

July 15 CUNY/SUNY – Final report for preceding year.

Oct. 1 Forwarding of report to the Governor and Legislature with comments and recommendations.

As shown in Table 1, these reporting dates have been met only for the SUNY-EOP General Plan in 1973-74 and the SED-HEOP Final Report for 1972-73. Most of the reports have been submitted approximately six months late. General plans received in December for the year that began in September are not much help in planning the year's program that is almost half gone, and the final reports due October 1 are not much help to the Legislature if they are not submitted until six months later, after legislative programs are already decided.

Table 1

Report Submission Dates

	Date Due	Date Submitted
SUNY–EOP		
General Plan 1970 71	May 1, 1970	Aug 28, 1970
Annual Report 1970 71	July 15, 1970	April 21, 1972
Supplemental Report	Dec. 10, 1970*	Jan. 18, 1971
General Plan 1972-73	May 1, 1972	June 15, 1972
Annual Report 1972-73	July 15, 1973	Sept. 1973
General Plan 1973-74	May 1, 1973	April 23, 1973
SED–HEOP		
Final Report 1969-70	Oct. 1, 1970	No date
Final Report 1970-71	Oct. 1, 1971	April 28, 1972
Final Report 1971 72	Oct 1, 1972	March 23, 1973
Final Report 1972-73	Oct 1, 1973	Sept 1973
CUNY–SEEK		
General Plan 1970 71	May 1, 1970	Aug. 25, 1970
Final Report 1971-72	July 15, 1972	Dec. 28, 1972
Supplemental Report	July 15, 1972	April 11, 1973
General Plan 1972-73	May 1, 1972	Dec 29, 1972
Final Report 1972-73	July 15, 1973	Jan 11, 1974
General Plan 1973-74	May 1, 1973	Oct, 15, 1973
COMBINED EOP/HEOP/SEEK		
Interim 1970 71 (Final Report and General Plans)	May 1, 1970 & Oct. 1, 1970	Jan. 21, 1971

*Requested July 30, 1970

Source: Compiled by LCER staff.

Perhaps discouraged by the somewhat unrealistic deadlines SUNY has not yet submitted a final EOP report for 1971-72 or 1972-73, and reviewing officers must work with year-old figures and plans for all units.

SED Coordination

In addition to monitoring the HEOP programs of the private universities SED has the responsibility for "general evaluation and accountability activities involving all three sectors." During 1973 a uniform reporting format was adopted to streamline and centralize the SED accounting and evaluative mandate for HEOP/EOP/SEEK program information.

The implementation of this reporting system will permit the diversion of SED staff from evaluation activites to providing assistance for the special needs of individual programs.

> In the new field of providing supportive services to disadvantaged students and with the intricacies of mounting and running major new funded programs, campus directors needed and deserved more support than was then available. Hence staff were reallocated with six professionals assigned full-time to "liaison" positions to work directly with funded campuses . . . .[1]

The first results of this new reporting system are expected to be conveyed later in 1974 in the SED commentary on the CUNY-SUNY final reports. The impact for all systems will be a "thrust to encourage local campuses mounting such programs to engage continuously in their own internal self-evaluation efforts . . . ."[2]

CUNY-SEEK

The SEEK Program of the City University of New York (CUNY) is the oldest State-funded program for economically and educationally disadvantaged students. It has been financially assisted by New York State for the last eight years, beginning with the 1966-67 academic year. Actually, SEEK was not the first such program at CUNY (the College Discovery Program preceded SEEK by two academic years), but it was the first program for economically disadvantaged students at the senior college (i.e., four-year college) level. The program was introduced initially in the oldest CUNY institution — the City College of New York (CCNY).

While the history of some CUNY institutions extends back to 1849, the university system — the City University of New York — was formed just eleven years ago. The SEEK Program, as many other CUNY educational programs, reflects a pattern of development with *a strong individual college institutional role in administering SEEK, and a relatively weak CUNY central administration role.* As noted in one of CUNY's annual reports on the SEEK Program:

> The SEEK program, as established at each of the four-year colleges, is not only college-based but also planned and operated by the college, subject to central review and oversight, to a limited extent. Curriculum planning, physical location, staff selection, student retention, promotion, accreditation, and student personnel services are all under the control of the *individual college*.[3]

In fact, there were no university-wide guidelines for the operation and structure of the SEEK program until the 1969-70 academic year (i.e., until after disruptions at Queens College and CCNY in the spring of 1969).

The problems of securing SEEK program information for this audit were aggravated by the CUNY central administration/individual college relations. The audit was essentially limited to program information available through CUNY central administration with the exception of individual student sample information secured through field work at the individual colleges. However, the lack of descriptive information on program structure and management inhibited both program evaluation and program management by CUNY central administration. For example, the 1971-72 annual report contains a single page of descriptive program information on the CCNY-SEEK program (the oldest and largest in the system). The 1973-74 *General Plan for the SEEK Program* is the first CUNY central administration report that provides any detail on specific components of individual college programs. In fact, no centralized information system was available through CUNY central administration before 1970. This lack of current and historical information impedes learning from the State's oldest program effort at college education for the disadvantaged.

One major aspect of program management is centrally controlled by CUNY: determination and selection of the SEEK Program's target population. CUNY central administration establishes program eligibility requirements, screens students to ascertain conformity to such requirements, and selects students for the program.

SEEK eligibility requirements have remained relatively constant with one important exception. Originally, in order to insure the program served minority group students, determination of economic disadvantagement was made on the basis of residence in officially designated poverty areas of the City.

This situation did not change until the 1971-72 academic year, the sixth year of SEEK operation. At that time, the SEEK program guidelines were modified to include not only residence in a poverty area but also economic disadvantagement as evidenced by family income limits.

SUNY-EOP

Four urban centers had been established in 1966, and on April 20, 1968 the chancellor held a special University Presidents Conference on the Disadvantaged. In 1968-69 the program was extended from one college to ten colleges. Begun in a "crisis" atmosphere, the early programs experienced a great deal of difficulty because of the urgency of the need and the uncertainty of the direction. Campuses were allocated money to begin programs with little guidance or direction from the SUNY central administration or the Board of Trustees.

Before EOP began, an Office of Special Programs at SUNY supervised the urban centers. This office was later assigned supervision over the EOP programs which had begun independently. The Coordinator of Special Programs issued preliminary guidelines in January of 1969. These preliminary guidelines and other general directives concerning administration were the principal contributions of central administration and the individual campuses still maintained a large degree of autonomy.

The permanent guidelines were published in September 1970 after students had been selected for the 1970-71 academic year. This meant that some campuses were operating quite independent programs for four academic years. For example: campus officials indicate that it was their understanding that the students had to be *either* economically or educationally disadvantaged even though the law clearly demands both. The issuance of new guidelines and their enforcement led to the removal of most ineligible students from the program.

HEOP

The major role of the SED in its management of HEOP is to coordinate the equal opportunity efforts of the colleges and universities with which it contracts. SED has two main functions in attempting to meet the requirements of the law and fulfill this coordinative role — program development and evaluation. The department serves the program development needs of participating institutions through consultation, advice and visits. The staff designed a package of supportive services for participating institutions. The academic support phase of many of the more successful programs contains the following elements:

- Academic credit and non-credit courses
- Counseling and advisement services
- Tutoring services
- Research and evaluation
- Summer orientation program[4]

Consultants were retained by SED to read and evaluate proposals submitted by higher education institutions wishing to participate in the program. Recommendations by these readers resulted in the first year HEOP funding (1969-70) at 29 priviate colleges and universities. More applied than were funded; those actually funded received $963,273 of the $2,505,171 requested. The consultants were asked to base their recommendations on each project's:

- Potential impact on the institution's program and the students involved,
- Transfer of services and procedures from one institution to another, and
- Incorporation of innovative and novel methods, services, and facilities within the general educational context and HEOP guidelines.[5]

Unfortunately, by having to rely heavily upon the grant proposals, reviewers in these early years were often assessing intentions, rather than results. Therefore, SED gave program evaluation a high priority when it was designing the organization of the HEOP unit.

The SED's *Final Report of the Higher Education Opportunity Program* for 1970-71 was positive in asserting program effectiveness:

> It is exciting to note that opportunity programs in New York State are for the most part, succeeding. Attrition is low, grades are gradually improving, and students on many campuses are increasingly involved in the mainstream of the institutions at which they are enrolled . . . . As a whole, it is good to report that students are being educated;

colleges, despite their difficult financial situation, are committed to the programs; and the State is reaping the rewards of a better trained and informed citizenry. That is the purpose of educational opportunity for all.

This report notes that each year, 52,000 New York 18-year olds meet the State guidelines for opportunity programs (i.e., the youths are educationally-economically disadvantaged). Accordingly, the report asserts that despite growth in college opportunity program enrollments, only a small proportion of the need is being met.

The law initiating HEOP specified that evaluation of effectiveness be a responsibility of SED. Further the department, early in the life of HEOP, established a commitment to "evaluate the effectiveness of opportunity programs."

A disturbing aspect of this SED program evaluation commitment is that at the initiation of this LCER audit no information was centrally available to evaluate HEOP. Statistics are maintained on certain characteristics of the program; however, there was no way of relating one variable to another. For instance longitudinal data, which would permit the relating of high school academic profiles to exposure to supportive services and their subsequent relationships with success or lack of it in college, graduation and post-graduation activities were not maintained. The lack of evaluative data necessitated the data generation and fieldwork by LCER.

Table 2

Average Annual Student Enrollment (Four-Year Program)

	City University–SEEK	State University–EOP	Private Univs. & Colleges–HEOP	Total
1966 67	1,213	–	–	1,213
1967 68	1,630	206	–	1,836
1968 69	2,869	1,115	–	3,984
1969 70	4 109	2,412	1,887	8,408
1970 71	6,092	4,056	3,520	13 668
1971 72	7 121	6,122	5,016	18,459
1972 73	8,632	6,307	5,075	20,014

Sources: *The 1972-73 EOP — SUNY Central Administration Preliminary Report*, September 1973; 1972-73 Annual Reports of Individual SUNY Schools, December 1973; and *EOP Enrollments 1967-73*, Office of Special Programs, January 1972, and CUNY, *General Plan for the SEEK Program, 1973-74*, and SED, *HEOP Final Report, 1972-73.*

Table 3

SEEK, EOP and HEOP Program Enrollments As Proportion of Total, Full-Time Undergraduate Enrollments

Colleges Sampled	Current Enrollment 1972-73		
SEEK	SEEK Program	Total Enrollment[1]	Proportion SEEK/Total Enrollment
Baruch	699	6,574	11.0%
Brooklyn	1,436	18,489	8 0
City College	1,969	12,529	16.0
Lehman	825	8,784	9.0
Queens	1,616	16,805	10.0
York	398	2,943	14 0
Six Colleges Surveyed	6,944	66,124	11.0%
EOP	**EOP Program[2]**	**Total Enrollment**	**Proportion EOP/Total Enrollment[3]**
Albany	824	8,977	9.0%
Buffalo Univ	1,231	13,854	8.9
Stony Brook	400	7,707	5.2
Brockport	374	7,622	4 9
Buffalo Coll.	889	7,626	11.7
Oneonta	283	5,087	5.6
Oswego	227	6,765	3 4
Seven Colleges Surveyed	4,228	57,638	7.3%
HEOP	**HEOP Program**	**Total Enrollment**	**Proportion HEOP/Total Enrollment[3]**
Canisius	109	2,709	4.0%
Cornell	101	7,247	1 4
Fordham	444	6,415	6 9
Ithaca	74	3,947	1.9
LIU	199	3,056	6.5
Marist	92	1,456	6.3
Mt. St. Vincent	50	848	5 9
New Rochelle	59	861	6.9
NYU	468	7,972	5.9
Univ. of Rochester	86	4,480	1.9
Syracuse	80	9,389	0 9
Utica	100	1,615	6.2
Twelve Colleges Surveyed	1,862	49,995	3.7%

1. Total, full-time undergraduate enrollment.
2. Actual Annual Average EOP enrollment
3. Total full-time equivalent students.

Source: SEEK data: calculated by LCER staff from information contained in City University of New York, *Final Report for the SEEK Program of the City University of New York, 1972-73;* (hereafter cited *SEEK Final Report, 1972-73*) and information submitted by Office of Higher and Professional Education, New York State Education Department; EOP data: Office of Special Program and Office of Institutional Research, State University of New York; HEOP data: SED, *Higher Education Planning Statistics, 1972* and *HEOP Final Report*, 1972-73.

Enrollments

Over the period 1966-67 through 1972-73 enrollments in the SEEK, EOP and HEOP programs have increased from 1,200 to over 20,000 students. Table 2 portrays this enrollment growth for each of the programs.

SEEK is the oldest and the largest of New York's special college programs for disadvantaged students, as reflected by the table.

Table 3 compares SEEK, EOP, and HEOP 1972-73 program enrollments to total college enrollments at each of the 25 colleges sampled during the audit. At the six CUNY senior colleges surveyed, SEEK enrollment constitutes 11 percent of total enrollment, and the sample represents 80 percent of the total SEEK enrollment at all CUNY colleges. The seven sampled SUNY schools have 7.3 percent of their student bodies enrolled in the EOP program. The EOP student sample of 4,228 represents 67 percent of the 6,133 EOP students at all SUNY four-year colleges. HEOP's 12 schools sampled averaged 3.7 percent of their students in the HEOP program, and several of the colleges have small HEOP enrollments both in terms of number of students and proportion of HEOP students to total student body. The 1,862 students in the HEOP college sample represent 37 percent of the total number of HEOP students at all private college campuses.

II TARGET POPULATION

Student eligibility for the educationally and economically disadvantaged programs is determined by requirements of the law as implemented by the Board of Regents for HEOP, by the Chancellor and Trustees of the State University for SUNY, and by the Chancellor and Board of Higher Education for SEEK.

As illustrated on the opposite page the currently effective guidelines for selecting students are almost identical for EOP/HEOP and in many respects the same by law for all three programs.

SUNY has published only one set of overall guidelines for EOP in September of 1970. However, financial requirements were updated in the general plans for 1972-73 and 1973-74.

SED has made several attempts at a more narrow definition of the Regents educational guidelines but has always returned to the "non-admissibility by the colleges normal standards."

CUNY has had less problem with guidelines. Residence in an officially designated poverty area was sufficient to demonstrate both educational and economic eligibility through 1970-71. In 1971-72 further definitions of the economic guidelines were added as required by law. The result has been that high school records and income verification for the SEEK program have not been as vital to program funding and have not been accumulated to the same degree required of the SUNY-EOP/SED-HEOP segments.

EDUCATIONAL ELIGIBILITY

LCER used the three common measures and combinations thereof to assess the educational characteristics of participating program students: high school rank, high school average, and SAT scores. While most participants have encouraged the use of subjective recruiting methods such as personal interviews, data were also requested for each school's target population on the basis of these more objective measures. Recently, there has been evidence of dissatisfaction with the subjective approach to recruitment; so the SED is currently attempting to develop a new objective testing approach to recruitment of the educationally disadvantaged.

HEOP Entrants

The criteria governing student eligibility as stated in the HEOP guidelines have changed since the beginning of the program. However the "basic premise has always been that the target student was one who normally would be excluded from consideration for admission, because of poor high school performance and test achievement."[1] To determine the eligibility characteristics of the HEOP target population LCER had the 12 sampled colleges document the high school averages, high school ranks and SAT verbal and math scores of those students selected into the program. The same information was generated for tne regularly admitted students.

There are wide variations among the 12 institutions in both regular and program students. In some cases a student admitted at one institution as a special program student might qualify as a regular admission at another institution.

High School Rank. Chart 1 illustrates the percentage of HEOP and regular students whose high school rank was in the lowest 60 percent (lowest three quintiles) of their class. On the basis of this index, the four colleges accepting the *least disadvantaged* students according to high school rank were Cornell University (10 percent), Syracuse University (16 percent), Fordham University (25 percent) and New York University (35 percent). The four colleges accepting the *most disadvantaged* students in terms of high school rank were Utica College (72 percent whose rank was in the lowest three quintiles), Long Island University (84 percent), Marist College (93 percent) and Mt. Saint Vincent College (95 percent).

When compared with the regular students, the schools accepting a HEOP target population most different (at least a 40 percent difference on this indicator) from the students regularly admitted are: (1) Mount Saint Vincent (63 percent difference), (2) Marist College (44 percent difference), and (3) Ithaca College (44 percent difference). The schools with the most similar target populations are: (1) Cornell University [illegible] percent difference), (2) Syracuse Univer[illegible]y (four percent difference), and (3) Fordham University (five percent difference).

GUIDELINES FOR SPECIAL PROGRAM STUDENTS

ALL PROGRAMS

- Resident of New York State
- Graduate of an approved high school or have obtained a New York State equivalency diploma or its equivalent as determined by the Commissioner.
- Have the potential for the successful completion of a post-secondary educational program.
- Economically and educationally disadvantaged.

CRITERIA	CUNY-SEEK	SUNY-EOP	SED-HEOP
Educational Disadvantagement	Resident of an officially designated poverty area in New York City [1]	Non admissibility by the colleges normal standards for admission	
Economic Disadvantagement	Resident of an offically designated poverty area in New York City [1,2]	Resident of a New York State poverty area, excluding New York City for 1967-68 and 1968 69	No residency except New York State requirements

SEEK Program Maximum Family Income Levels 1971 72

Family Size	Gross Family Income
1	$ 3,432
2	5,044
3	6,188
4	7,072
5	7,852
6	8,684
7	9,620
8	10,504
9	11,440
10	12,376
11	13,312

Gross Family Incomes,[3] 1969-1974 Used to Determine Economic Need

Number of Dependents[4]	1969 70	1970-71 1972-73	1973-74[5]
1	$3,510	$4,400	$ 3,300
2	4,410	5,650	4,675
3	5,210	6,750	5,975
4	5,860	7,600	7,150
5	6,310	8,000	8,050
6	6,710	8,400	8,475
7	7,100	8,800	8,900
8	7,400	9,150	9,325
9	7,600	9,500	9,700
10	7,800	9,850	10,200
11			10,450

Other

CUNY-SEEK: 30 yrs or under

Must not have attended college (except for veteran)

Exemptions

- A student is exempt if, 1. his family is a welfare recipient or he is a ward of the State or county or he lives with foster parents who provide no support or 2 he lives in public housing. (HEOP deleted in 1971-72.)
- Up to 15 percent of a college's program students may by exempt if there is serious mismanagement of the families income and little accrues to the interest of the student

Footnotes

[1] Must be a resident of City for one year prior.

[2] Through 1970-71 this criterion was sufficient evidence of economic disadvantage. In 1971-72 conformity to maximum family income guidelines was also required.

[3] Income guidelines may be raised by $1,000 if household supported by two workers.

[4] No. of dependents after 1970-71 includes head of household.

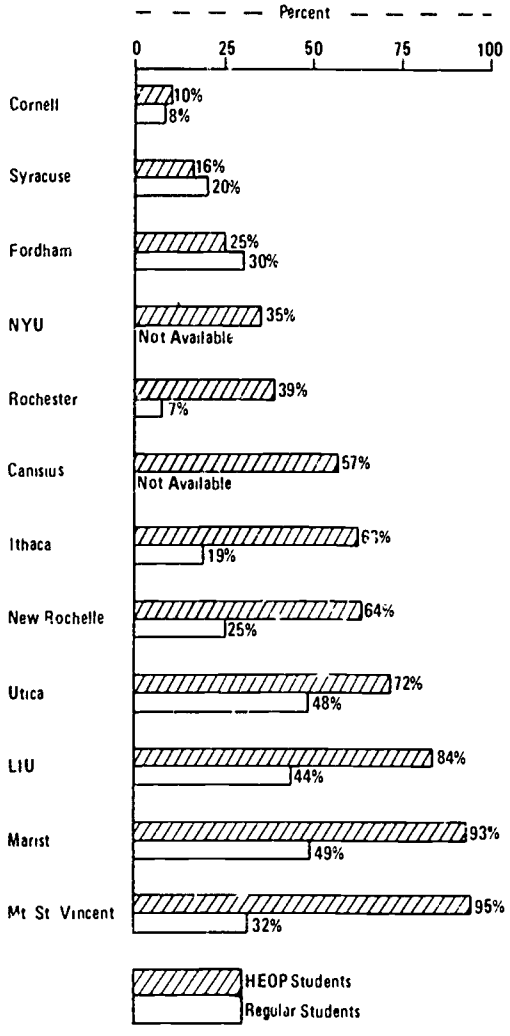
[5] These figures were used by SUNY in 1972-73.

Source: Compiled by LCER staff from SED Guidelines.

The HEOP target population, as described by high school rank, at Fordham and Syracuse University requires special attention. In both cases, the proportion of regular students with high school ranks in the lowest three quintiles *exceeded* the proportion of HEOP students in this range. This certainly suggests that some students in the HEOP programs at these schools might be more qualified academically than the students whom these universities regularly admit!

Chart 1

Percent of HEOP and Regular Students with High School Rank in Lowest Three Quintiles



Source: *The College Handbook, Part 2*, College Entrance Examination Board, New York, 1972 and LCER Questionnaire, September 1973. (See Appendix V, Table A.)

On the basis of measuring HEOP and regular students by high school rank, it appears that certain of the sampled schools are making substantial efforts to enroll "hard core" and "high risk" HEOP students. Other schools are making only a marginal effort to accept educationally disadvantaged students.

SAT Scores. Charts 2 and 3 display the SAT Verbal and Math scores below 500 of HEOP and regularly admitted students. These measures show that HEOP students make consistently lower scores than regular students. The closest that the scores come for the two sets of students is at New York University and Long Island University where differences of 30 and 35 percent respectively still exist. These entrance tests results indicate that HEOP students admitted do have different admissions profiles than regular students.

What is also clear, however, is that there is little consensus as to how educationally disadvantaged a HEOP student should be. For instance Chart 2 shows that of schools accepting HEOP students from the under 500 range, Cornell accepted 56 percent and New York University accepted 58 percent while Mt. Saint Vincent College accepted 100 percent from this range. Long Island University accepted 96 percent and New Rochelle accepted 95 percent.

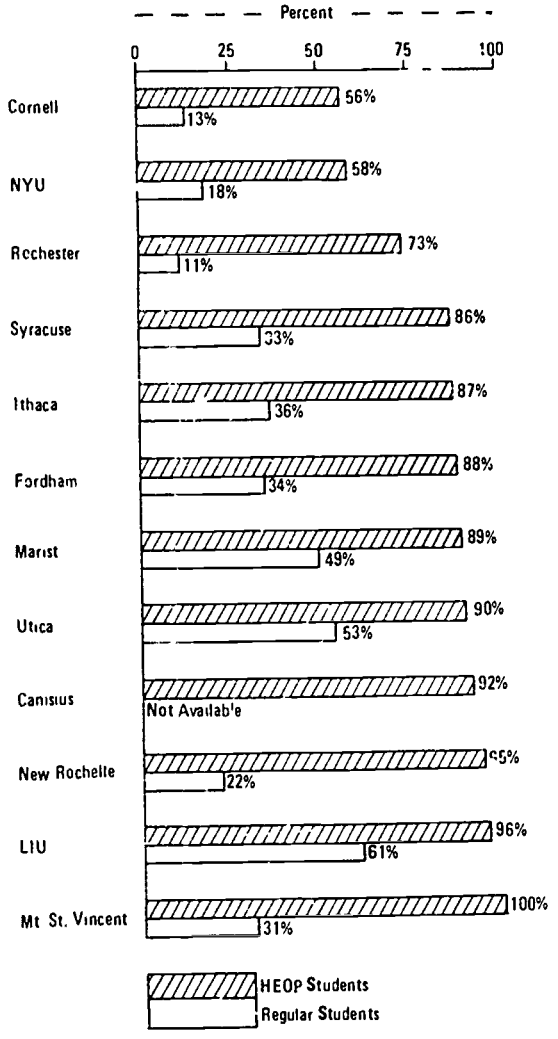
Chart 3 (SAT Math scores) shows the same pattern, but with even more separation between the percentages of HEOP students scoring in this range.

High School Averages were not routinely available for regular students at the 12 colleges sampled. As Table 4 shows, the three schools that had information on regular students (College of New Rochelle, New York University and Long Island University) presented a much different profile for them than for the HEOP students. In these cases it appears that the HEOP students are more disadvantaged than the regular students.

As with high school rank and SAT scores, the high school average distribution shows great diversity in terms of the percents of HEOP students within the ranges. Using this index the four schools accepting the least disadvantaged students were Cornell University (89 percent of the HEOP students with an over 80 high school average), Fordham University (64 percent), Syracuse University (63 percent) and the University of Rochester (57 percent). Conversely, schools accepting the most disadvantaged HEOP students

Chart 2

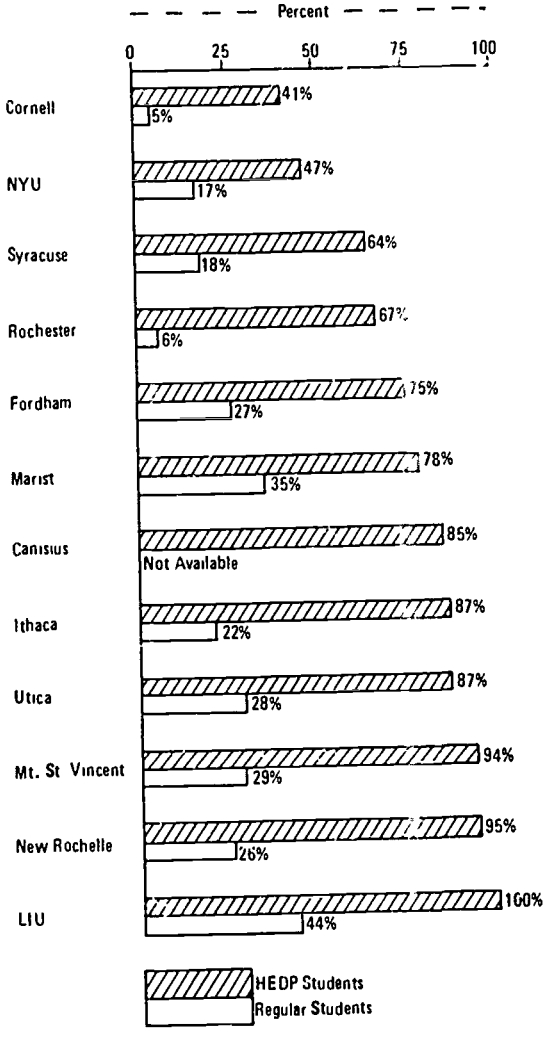
Percent of HEOP and Regular Students with SAT Verbal Scores Below 500



Source: *The College Handbook, Part 2*, College Entrance Examination Board, New York, 1972 and LCER Questionnaire, September 1973. (See Appendix V, Table B.)

Chart 3

Percent of HEOP and Regular Students with SAT Math Scores Below 500



Source: *The College Handbook, Part 2*, College Entrance Examination Board, New York, 1972 and LCER Questionnaire, September 1973. (See Appendix V, Table C.)

were New York University (55 percent), College of New Rochelle (27 percent), Utica College (23 percent) and Long Island University (20 percent).

Academic Profiles of HEOP Entrants. HEOP students are intended to present a different profile upon admission from students regularly admitted. Since the HEOP student would be "excluded from consideration for admission, because of poor high school performance and test achievement," it is expected that the majority of these students will present a significantly different profile than those students regularly admitted. On the basis of SAT scores and the few instances of high school average, it appears that the HEOP students are different from those students regularly admitted. But measured by high school rank it appears that HEOP students are closer to the regular students.

On comparing admissions profiles of HEOP and regular students it is important to consider not only the diversity and variety of profiles that HEOP students exhibit but the respective profiles

Table 4

Distribution of High School Averages
for HEOP and Regular Students

HEOP Students	Above 80	70-79	60-69	Below 60	Total
Canisius	11 (41%)	16 (59%)	–	–	27
Cornell	73 (89%)	8 (10%)	1 (1%)	–	82
Fordham	124 (64%)	58 (30%)	13 (6%)	–	195
Ithaca	10 (33%)	18 (60%)	2 (7%)	–	30
Long Island Univ.	9 (11%)	57 (69%)	16 (20%)	–	82
–Regular Students	159 (44%)	195 (54%)	8 (2%)	–	362
Marist	–	8 (80%)	2 (20%)	–	10
Mt Saint Vincent	1 (10%)	9 (90%)	–	–	10
New Rochelle	8 (31%)	11 (42%)	7 (27%)	–	26
– Regular Students	168 (89%)	21 (11%)	–	–	189
NYU	57 (19%)	77 (26%)	93 (31%)	73 (24%)	300
–Regular Students	4,399 (87%)	673 (13%)	–	–	5,072
Rochester	26 (57%)	20 (43%)	–	–	46
Syracuse	24 (63%)	14 (37%)	–	–	38
Utica	6 (17%)	21 (60%)	8 (23%)	–	35

Note: HEOP data: fall 1969 through fall 1971; Regular student data: fall 1970.

Source: Admissions Office Reports of Long Island University, College of New Rochelle and New York University, LCAA Questionnaire and Sample, September, 1973.

of regular students in the 12 college sample. For instance, a 40 percent difference generally exists between Cornell University and University of Rochester regularly admitted students (on the basis of high school rank and SAT scores) and Long Island University, Marist College and Utica College regular students in the ranges indicated in Charts 1, 2 and 3. This certainly suggests that a regular student enrolled at one of the schools with the majority of students in the lower class ranks or test score ranges would not stand a good chance of being accepted routinely at the schools with the higher admissions profiles. Conversely, the Cornell and Rochester regularly admitted students (even those with the lowest admissions profiles at these schools) would be among the most qualified regular enrollees at Long Island University, Marist College and Utica College.

Enrolled HEOP students at the 12 colleges in the sample tend to display this same characteristic. For example, Charts 1, 2 and 3 suggest that a HEOP student at Cornell University, University of Rochester, New York University, Syracuse University and Fordham University would probably be admitted regularly at Utica College, Long Island University, Marist College and Mt. Saint Vincent. It is also quite possible for these students regularly admitted at the colleges with lower admission standards to qualify as HEOP students at the schools with the higher standards.

It is apparent that educational disadvantagement has taken a meaning that specifies disadvantaged students *only* in relation to the parent institution's regular admissions standards, and in many instances, one institution's "high-risk" students would be another institution's "low-risk" students.

EOP Entrants

Being non-admissible to a college under its regular requirements makes a student academically eligible under the EOP guidelines. The same widely used indices of school average, high school rank, Regents scholarship exam scores and scholastic aptitude test scores are used for State university students. Information was requested on all of these indices in the aggregate student data sought from the seven EOP campuses and collected in the individual sampling conducted on these campuses during the fieldwork phase of this audit.

The information received was not complete for a number of reasons. Some high school transcripts do not include information on average and rank, and information is never available for applicants who possess equivalency diplomas. At some colleges, this information had not been demanded from applicants because it was not deemed a significant factor to be used in acting upon student's applications.

Regents Scholarship Examination (RSE) scores and SAT scores may not be as readily available

Table 5

Number of EOP Students by High School Average
Fall 1968 and Fall 1971

EOP Sample Colleges	Above 85	80-85	75-79	70-74	65-69	60-64	Below 60	Unknown	Total
Albany									
Fall 1968	3	12	31	50	41	19	2	18	176
Fall 1971	22	40	72	75	35	8	0	26	278
Brockport									
Fall 1968	3	4	9	4	0	0	0	26	46
Fall 1971	10	19	34	31	14	3	2	42	155
Buffalo (College)									
Fall 1968	1	11	10	15	8	0	0	145	190
Fall 1971	10	20	35	34	12	0	0	148	259
Buffalo (University)									
Fall 1968	NA	NA	NA	NA	NA	NA	NA	NA	NA
Fall 1971	NA	NA	NA	NA	NA	NA	NA	NA	NA
Oneonta									
Fall 1968	3	6	10	8	7	0	0	17	51
Fall 1971	1	14	34	38	9	3	0	2	101
Oswego									
Fall 1969	1	8	17	5	1	1	0	4	37
Fall 1971	1	16	34	22	6	1	0	8	88
Stony Brook									
Fall 1968	7	12	15	13	3	2	0	11	63
Fall 1971	0	9	8	18	6	2	0	29	72
Total	62	171	309	313	142	39	4	476	1,516
Percent of Total	4 1%	11 2%	20 3%	20 6%	9 3%	2 7%	0 2%	31.3%	100 0%

Source: LCER Questionnaire, September 1973.

because these tests are not required of all students. Students who take these tests are usually college-oriented which is not expected to be the case for most EOP applicants.

High School Averages. Information is available on the high school averages on regular students for all SUNY schools This information can be compared with the high school averages of EOP students found through college reported aggregate data and LCER student sampling. Table 5 taken from the aggregate questionnaire shows the distribution of high school averages for six of the seven EOP schools. The State University at Buffalo is omitted because its admissions office did not collect this information early in the program.

Of the total 1,516 students 35.6 percent of the students had high school averages of 75 and above, while 32.8 percent of the students had averages below 74 and 31.4 percent of student averages were unknown. If only the known student averages are used, i.e., 1,040 students, the number of students who have high school averages below 74 ranges from 31.9 percent at Oswego to 56.1 percent at Albany State. The mean for all schools in the sample was 47.9; slightly less than one-half of the students had averages below 74.

Table 6 presents information based on the sample, showing the range of averages and the

Table 6

SUNY High School Averages

School	EOP Students Mean	EOP Students Range	Mean All Accepted Applicants
Albany	74 9	63.2–94 0	90.8
Brockport	75 6	60.0–87.2	85 8
Buffalo College	76 8	69.8–89.6	86.7
Buffalo University	77.2	65.0–93.5	90.3
Oneonta	75.1	62.1–86.6	88.7
Oswego	76.3	63.6–89.1	85.6
Stony Brook	77.8	60.5–87.5	90.8

Sources: EOP Students — LCER Sample, September 1973; Mean — all accepted applicants — abstracted from SUNY, Office of Admissions and Financial Aid Affairs, *Manual of Freshman Profiles*, "Four Year Colleges and University Centers."

Table 7

High School Rank by Quintile of
EOP Students Sampled

School	First	Second	Third	Fourth	Fifth	Percent in Top Two Quintiles	Regular College Applicants Accepted in Top Two Quintiles
Albany	3	14	15	4	5	44%	99%*
Brockport	5	10	13	7	6	37	73
Buffalo College	1	6	15	14	5	17	90*
Buffalo University	3	9	7	3	9	39	73
Oneonta	2	9	7	7	9	32	97
Oswego	3	9	10	10	10	29	86*
Stony Brook	10	18	7	1	3	74	95*
Total Students	27	75	72	46	47	38%	–
Percentage	10%	28%	27%	17%	18%	–	–

*Indicates top 50% of class

Source: LCER Sample, September 1973.

mean high school average of the seven EOP campuses sample. These averages are remarkably close in that they show a range of 74.9 at Albany to 77.8 at Stony Brook. This confirms what the aggregate information indicated, i.e., that less than one-half of the high school averages are below 74.

The table also shows the mean high school average of all accepted applicants for fall 1972. The difference in averages is from nine percent at Oswego to 16 percent at Albany; and while there were some EOP averages high enough to indicate consideration for regular admissions, the overwhelming majority were obviously well below regular standards.

High School Rank. The high school rank for EOP students and regular students is compared in Table 7. There is considerable range with only 26 percent from the bottom quintiles at Stony Brook, contrasted with 83 percent at Buffalo College.

Information on the class rank of accepted regular students is contained at these institutions in the college handbook. The material clearly illustrates that EOP students are disadvantaged when compared to data on regular students by class rank Buffalo College, Stony Brook, Oneonta, Oswego and Albany take between 86-99 percent of their students from the top half. Brockport and Buffalo University take 73 percent of their students from the top two quintiles. The above information makes it abundantly clear that once again, as with high school average, high school rank also places EOP students well below average when compared to regular students.

Regents Scholarship Exam (RSE). LCER requested information regarding RSE scores and Scholastic Aptitude Test (SAT) scores in both the aggregate data submission and the field work sampling. Unfortunately, not enough EOP students take SAT exams to use this measure.

RSE scores were reported for 51 percent of all program students. Table 8 shows the distribution of these scores for students whose test scores were available. Only four percent of the scores were over 160.

The disadvantagement of EOP students versus regular students is evident in that the *lowest mean* Regent Scholarship Exam score for regular students was 178.2 at Buffalo College and the mean score for regular students exceeded 200 at three of the schools.[2]

SEEK Entrants

Information on the academic characteristics of entering SEEK students at the senior colleges audited could not be supplied by the central administration of CUNY for aggregate program enrollment. CUNY does not maintain separately such information as high school background for SEEK students actually enrolled.

Accordingly, there has been a need to place emphasis on information secured from sampling individual student records for high school profiles of SEEK students. SEEK student academic backgrounds must be placed in the comparative perspective not only of CUNY's regular senior college students but, since 1970, of its Open Admissions Program (OAP) senior college students

Table 8

Distribution of Regent Scholarship Exam Test Scores For EOP Entering Freshmen Fall 1968 and Fall 1971

EOP Sample Colleges	Above 160	140-159	120-139	110-119	80-99	60-79	0-59	Unknown	Total
Albany									
Fall 1968	3	10	21	28	49	41	3	21	176
Fall 1971	24	22	30	50	51	50	16	35	278
Brockport									
Fall 1968	4	10	8	2	2	4	0	16	46
Fall 1971	8	8	9	17	25	26	4	58	155
Buffalo College									
Fall 1968	0	0	2	5	3	4	1	175	190
Fall 1971	1	6	3	5	12	12	3	217	259
Buffalo University									
Fall 1968	NA	NA	NA	NA	NA	NA	NA	NA	NA
Fall 1971	NA	NA	NA	NA	NA	NA	NA	NA	NA
Oneonta									
Fall 1968	2	2	4	2	1	0	0	40	51
Fall 1971	0	7	13	15	26	10	4	26	101
Oswego									
Fall 1969	6	2	3	2	4	1	1	18	37
Fall 1971	5	2	3	3	7	4	6	58	88
Stony Brook									
Fall 1968	8	10	10	10	3	3	0	19	63
Fall 1971	0	0	0	2	1	1	0	68	72
Total	61	79	106	141	184	156	38	751	1,516
Percent of total	4%	5%	6%	9%	12%	10%	2%	49%	100%

NA — Not available.

Source: LCER Questionnaire, September 1973

Table 9

High School Background of Non-Program Students At CUNY Senior Colleges (Fall 1971 Entering Day Session Students)

	Below 70		70-79		80 & Above		
College	No.	%	No.	%	No.	%	Total
Baruch	71	5%	758	56%	517	39%	1,346
Brooklyn	24	1	348	12	2,528	87	2,900
City College	107	4	1,473	52	1,256	44	2,836
Lehman	70	3	1,095	50	1,043	47	2,208
Queens	136	5	272	10	2,307	85	2,715
York	16	2	542	66	269	33	827
	424	3%	4,488	35%	7,920	62%	12,832

Source: Calculated by LCER staff from information contained in Office of Data Collection and Evaluation, CUNY, *Fall Semester, 1971 Enrollment Report*.

Table 10

Distribution of High School Averages
of SEEK Program Students Sampled

College	N=	R=	Below 60	60-69	70-79	80 & Above	Mean	Range
Baruch	48	35	1	12	18	4	72	59 84
Brooklyn	73	69	-	24	38	7	72	61-86
City College	102	74	-	13	53	8	74	61-83
Lehman	45	35	-	12	21	2	72	65-84
Queens	77	54	-	21	29	4	72	61-93
York	49	46	1	19	23	3	71	59 85

Source· LCER Sample, September 1973.

as well. OAP students at CUNY's senior colleges include a small proportion with high school averages of under 70, but most have high school averages ranging from 70-79. Finally, regular students at the senior colleges have high school averages of 80 and above. Actually, current regular students are open admissions students too, having been admitted after inception of OAP, and being guaranteed admission to a senior college because of an 80 high school average. Prior to OAP, an 80 average would not have guaranteed admission at many of the senior colleges.

High School Averages. Table 9 presents these high school averages for the 1971 fall semester. As evident at Brooklyn and Queens colleges, well over 80 percent of entering students have high school averages of 80 or above, while at the remainder of the senior colleges, less than 50 percent have high school averages in this range. In fact, at Baruch, City College, Lehman and York colleges 50 percent or more of entering students are to be found in the 70-79 high school average range.

Table 10 shows the comparable academic background information for SEEK students sampled during LCER fieldwork.

It can be seen that at every senior college surveyed, SEEK student high school averages tended to cluster in the 70-79 range. Consequently, SEEK students at Brooklyn and Queens colleges are most educationally disadvantaged in relation to non-program students while the gap is not as great at the other four senior colleges. Furthermore, as indicated by high school average, at Baruch, City College, Lehman and York colleges, in the fall 1971 semester, more open admissions students than regular students were admitted to these campuses; in fact, at these four campuses, open admission students introduced during that semester outnumbered SEEK students introduced at the same time by margins ranging from a high of 11:1 at Lehman, to a low of 4:1 at City College and York College.

While the high school averages of SEEK students tend to range widely (from a low of 61 to a high of 93 at Queens College), most cluster around the mean (which ranges from a low of 71 at York College to a high of 74 at City College). Four of the six colleges had no students whose averages were above 85. Consequently, the SEEK students surveyed are truly educationally disadvantaged in relation to the 80 percent average minimum for admission as a regular student to CUNY's senior colleges. (As demonstrated in this audit, SEEK students sampled proved to be the most educationally disadvantaged students in State financially assisted programs for the disadvantaged at senior colleges in New York State.)

High School Rank. Table 11 profiles the high school ranks of SEEK students. SEEK students range from the first to the fifth quintile, but 67 percent rank in the lowest three quintiles.

Table 11

Distribution of High School Ranks
of SEEK Program Students Sampled

College	N=	R=	1	2	3	4	5	Percent in Lower Three Quintiles
Baruch	48	25	1	4	10	4	6	80%
Brooklyn	73	47	6	12	8	12	9	62
City College	102	49	11	9	9	10	10	59
Lehman	45	17	1	5	6	2	3	65
Queens	77	25	2	5	9	4	5	72
York	49	29	1	6	8	3	11	76

Source: LCER Sample, September 1973.

SAT Scores. Another traditional index of academic background, the college entrance examination is not required for admission to CUNY, and accordingly, is not available. Student sampling revealed only 30 Scholastic Aptitude Tests (SAT) Verbal and Math scores. High proportions (40 percent) of the available scores are within the 319-260 range, and only four math and no verbal scores were over 500. While meager in number, this index tends to confirm previous ones on the educational disadvantagement of SEEK students.

ECONOMIC ELIGIBILITY

HEOP

The only changes to date have been made in the levels of gross family income used to determine eligibility for HEOP students. These revisions were made to reflect changing economic conditions.

The most typical form of documentation used by the 12 colleges in the HEOP sample was the Parents' Confidential Statement (PCS) of the College Entrance Examination Board or in the case of an independent student, the Student's Confidential Statement (SCS). This form simply asks the user to attest that his or her income and number of dependents is correct for the indicated year. The College Entrance Examination Board does not authenticate or verify these forms; it simply calculates the student's financial need for the college to which he or she is applying, and then forwards this information to the college.

At most of the HEOP schools visited, the financial aid office maintained all records bearing on the economic eligibility of the program's students. At Syracuse and Cornell universities, financial aids' personnel questioned the LCER review of financial records. Access to these records was eventually granted except for 25 percent of the Cornell student records which the institution nad agreed to keep confidential.

Schools made little effort to document the student's income eligibility beyond the PCS or SCS except New York University where Federal Income Tax Form 1040 was routinely available to support the student's claim. Even there such support was not evident during early program years. Frequently where a PCS or SCS was available, it was for a later year than that in which the student was admitted. Schools permitting this limited reporting were Cornell University, Ithaca College and Marist College.

By contrast, the University of Rochester maintained PCS or SCS records by year for each student and reviewed the student's financial need annually when changes occurred.

Most serious in terms of income eligibility violations are those schools where no documentation is available. The highest incidence of this problem occurred at: Canisius College (30 percent of the sample could not be documented), Utica College (20 percent), Fordham University (33 percent), Marist College (26 percent), and Syracuse University (36 percent).

To determine whether economically ineligible HEOP students were admitted into the sampled programs, LCER developed income ranges for eligible and ineligible students based on the reported gross family incomes and number of dependents. Table 12 shows that 85 percent of the HEOP students sampled (based on fall 1969 and fall 1971) came from families with gross family incomes of less than $7,000. Only two percent of the students reported gross family incomes in excess of $10,000.

On this basis the only school in obvious violation of the economic guidelines is Syracuse University, which reports that 23 percent of their students' gross family income exceeds those limits allowed by the SED guidelines. Since a 15 percent variance is allowed, only eight percent of Syracuse's students can be considered ineligible.

EOP

Economic disadvantagement for SUNY was defined in the early years of the programs by the single requirement of living in a designated "poverty area" *outside* New York City (Chapter 170, Laws of 1967). This provision was frequently ignored. Students were accepted who lived in areas of the State that were not poverty areas, and a substantial number of early students came from New York City (ineligible according to the provisions of this law). Exactly what guidelines were officially used, until the issuance of the September 1970 guidelines (after the recruitment and admission of the fall 1970 enrollment), remain in question. Campus officials contacted were not the individuals responsible for the program prior to 1970 Thus no information was available, despite the fact that well over 3,000 students had been enrolled in the program by the fall of 1970.

The State Education Department's 1970 guidelines contained criteria for the private universities to use in determining economic eligibility for the HEOP programs. The income limits established in these guidelines were adopted by SUNY.

Before the guidelines were issued in September

Table 12

HEOP Entrants by Gross Family Income and Number of Dependents Fall 1969 and Fall 1971

HEOP Sample Colleges and Number of Dependents[a]	Gross Family Income $ 0 4,000	$4,001- 7,000	$ 7,001 10,000	Above $10,000	Total	Percent Ineligible
Canisius[b]						
0 3	21	15	1	0	37	
4 9	7	12	3	1	23	3 3
10 11						
Cornell[b]						
0 3	15	12	3	0	30	
4 9	10	30	8	2	50	6 3
10 11						
Fordham						
0 3	59	31	4	0	94	
4 9	33	62	21	0	116	1 8
10 11	1	4	2		7	
Ithaca						
0- 3	8	2	0	0	10	
4 9	1	4	4	0	9	0 0
10-11		1	1		2	
Long Island University[b]						
0 3	76	26	2	0	104	
4- 9	23	25	18	0	66	1.2
10 11		1			1	
Marist						
0 3	9		1	0	10	
4 9	1	6		0	7	5 9
10-11						
Mount St Vincent						
0 3	6	1	1	0	8	
4- 9	5	10	3	0	18	3 9
10 11						
New Rochelle						
0 3	8	1	1	0	10	
4 9	6	6	2	3	17	14 8
10-11						
New York University[c]						
0 3	25	35	4	0	64	
4- 9	15	60	23	1	99	3.1
10 11			1		1	
Rochester						
0- 3	9	2	0	0	11	
4 9	13	16	3	0	32	0 0
10 11	2	1			3	
Syracuse University						
0 3	8	2	1	2	13	
4 9	2	9	8	6	25	23.1
10-11			1		1	
Utica						
0 3	22	9	2	1	34	
4 9	6	5	2	1	14	8.2
10-11				1	1	
Total	391	388	120	18	917	
Percent	42.6%	42.3%	13.1%	2.0%	100.0%	

Note: Those students denoted by the underlining are economically ineligible. A 15 percent variance from the economic guidelines exists for each campus. Total ineligibles = 34/917 = 3.7 percent.

[a]Fall 1969 — add one dependent. At this time guidelines did not include head of household. .
[b]Fall 1970 and fall 1971.
[c]Fall 1971 only.

Source: LCER Questionnaire, September 1973.

Table 13

Fall 1968 and Fall 1971 EOP Entrants
By Gross Family Income
and Number of Dependents

Sample Colleges	No of Dependents	Gross Family Income $0 $4,000.	$4,001 $7,000.	$ 7,001- $10,000.	Above $10,000.	Unkn	Total
Albany				Not Reported			
Brockport	0 3	57	29	9	6	–	101
	4 9	13	29	14	21	–	77
	10-11	–	1	3	1	–	5
	Unknown	–	–	–	–	18	18
Buffalo C	0 3			Not Reported			
Buffalo U	0 3	273	58	17	7	–	355
	4-9	82	52	23	9	–	166
Oneonta	0 3	29	12	6	–	–	47
	4 9	22	33	25	10	–	90
	10 11	2	3	0	1	–	6
	Unknown					5	5
Oswego*	0 3	20	8	3	3	–	34
	4 9	24	20	21	9	–	74
	10 11	–	1	2	2	–	5
	Unknown					8	8
Stony Brook	0 3	53	16	6	–	–	75
	4 9	26	38	20	13	–	97
	10 11	–	3	1	1	–	5
	Unknown	—	—	—	—	—	—
Total		601	303	150	83	31	1,163
Percentages		51 6%	26 0%	12 8%	0 7%	2 6%	100 0%

*Fall 1969 Data.

Source· LCER Questionnaire, September 1973.

1970, several campus administrations used a single standard that a student had to be *either* educationally *or* financially disadvantaged to qualify. This resulted in some students with family incomes above the maximum allowed being placed in the program.

Directors indicated that because their programs were begun in a "crisis" and "rush" atmosphere, little effort was made to check the financial authenticity of students' financial statements. At several schools, records had been misplaced, and information was not always available during the conduct of fieldwork on program students.

Directors expressed concern about independent students because it is often difficult to determine when a student has become financially independent and whether this is motivated by financial gain available from EOP. Problems were also encountered with students who had worked the previous year or with married students who worked and whose family income exceeded the guidelines.

Table 13 shows the distribution of entrants by family income as reported to LCER for all program students at SUNY schools surveyed.

Although SUNY did not adopt the financial guidelines set by the Regents until the fall of 1970, if the 1971-72 guidelines had been in use for the 1968-71 years, only 13 percent of the entrants exceeded the financial guidelines or were in the unknown category. If the 15 percent over the guidelines allowance is made, this population meets the requirement.

With regard to schools listed as not reporting on the table, Albany indicated that data were not available in a format which lent itself to these tables. Albany did collect this information for the fall 1971, but stored it on a computer tape said to be inadvertently eradicated. Buffalo College did not report this information and gave no reason.

Financial data for students sampled at six of the seven EOP campuses are summarized in Table 14. Information was not available for about half the students at two campuses. Questions arise as to whether these data were ever requested or collected for program students. The sample indicates a number of ineligibles among the current population.

Virtually every student sampled at the University of Buffalo had declared himself an independent student. At Albany an income of $14,300 was

Table 14

SUNY Income Violations
from LCER Sample

	N	R	Over Limits	Percent
Albany	50	49	11	22%
Stony Brook	46	41	6	13
Brockport	47	29	10	21
Buffalo C	57	29	4	7
Oneonta	51	51	11	21
Oswego	46	46	16	35
	297	250	58*	19.5%

*33 over the $9,850 maximum.

Source: LCER Sample, September 1973.

reported with five dependents and at Stony Brook an EOP student was from a family whose household income exceeded $28,000 with only four dependents.

New directors of programs have stressed that they are working to correct this situation, and use the regular financial aid office of the university, which for some reason had not been involved originally in processing financial eligibility of program students.

SEEK

Residence in a poverty area was the sole evidence of economic disadvantagement applied prior to the 1971-72 academic year. The original authorization for employing residence in a poverty area as the criterion for economic need was contained in Section 13 of Chapter 782 of the Laws of 1966, the original SEEK enabling legislation. As already noted, "it was projected that the poverty area requirement would insure the recruitment of a student body of disadvantaged youth of minority racial and language backgrounds."[3] This was revised under Section 6452 of the Education Law in 1970 to include individual economic eligibility requirements.

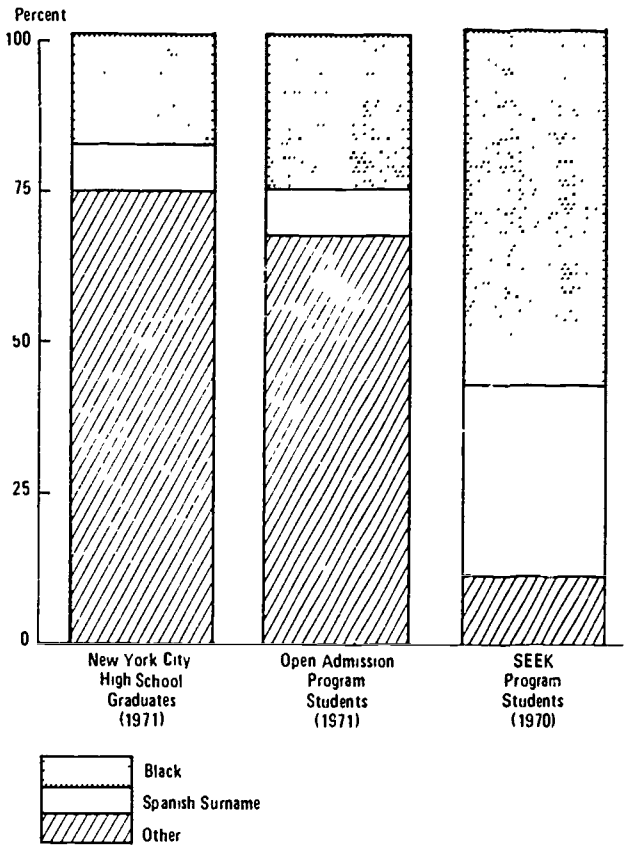
However, as indicated in a 1972 memo from the City of New York's Office of Comptroller (reacting to a citizen complaint about the possible financial ineligibility of a SEEK student) determination of financial eligibility of applicants remained an issue at CUNY:

> Applicants for the City University file their applications at the University Applications Processing Center. This office has the responsibility of determining eligibility for admission to the university and its special programs. It has no investigation powers. . . . The transcript (high school) is the only document used to check the accuracy of information in the application form.
>
> At City College the SEEK Office of Financial Assistance has the responsibility for verifying students claims of economic disadvantage. During the 1971/72 school term there is no evidence that students claims of financial need were verified.[4]

In 1971-72, CUNY applied, for the first time, maximum family income level as an additional criterion of economic disadvantagement. This

Chart 4

Comparison of Racial and Ethnic Background of:
New York City High School Graduates,
Open Admission Students and
SEEK Program Students



Source: LCER Questionnaire, January 1974 and from David Lavin and Barbara Jacobson, Open Admissions at the City University of New York: A Description of Academic Outcome After Three Semesters (New York: Office of Program and Policy Research, City University of New York, April 1973), page 4. (See Appendix V, Table D.)

change was introduced in order to conform to the revised State enabling legislation of 1970.

The SEEK program family income limits established for program eligibility include the number of dependents. The criteria in effect for 1971-72, and 1972-73 (the academic years utilized by CUNY to report these data to LCER) are indicated in the summary of the guidelines; see page 7.

Information provided by CUNY for 1971-72 and 1972-73 reflects an upward shift in the family income of entering SEEK students from one year to the next, but still indicates substantial conformity with the SEEK program maximum limits.

The student sampling by LCER did include family income information for years prior to the inception of economic guidelines based on family income. A small number of students at several of the colleges listed family income in excess of the current guidelines; this tends to confirm the need for such guidelines.

SOCIAL CHARACTERISTICS

SEEK

CUNY's recruitment of students from poverty areas of New York City did result in a program enrollment of minority group students. Chart 4 indicates the racial and ethnic background of SEEK students at the senior colleges surveyed. The program enrollment is predominantly composed of black and Spanish-speaking students at the senior colleges of CUNY. This may be contrasted with recent information on the racial and ethnic backgrounds of students entering CUNY in the fall, 1971, after inception of the Open Admissions Program, and the racial and ethnic backgrounds of recent (1971) New York City high school graduates.

SEEK enrollment is composed of 90 percent black and Spanish-speaking students, while comparable total CUNY enrollment was found to be only 30 percent. In the second year of open admission, both in terms of proportions and actual numbers of students enrolled, SEEK has served to introduce minority group students into CUNY's senior colleges in much greater quantity than open admissions. This could be expected because of the lack of such criteria of admission as poverty area residence and economic disadvantagement for the Open Admission Program. Perhaps more significantly, black and Spanish-speaking students account for only 25 percent of a recent year's New York City high school graduates; therefore SEEK reflects such minority group student enrollment at almost four times their representation among current high school graduates. However, it should

Table 15

Selected Characteristics of the HEOP Student Population (As of the Close of the Spring 1972 Semester)

	Race or Ethnic Background							Age		Sex	
HEOP Sample Colleges	American Indian	Black	Caucasian	Spanish Surname	Asian	Other	Total	Under 21	Over 21	Female	Male
Canisius	2	90	14	3	–	–	109	86	23	47	62
Cornell	–	85	9	13	11	–	118	49	69	60	58
Fordham	–	164	24	217	8	19	432	337	95	214	218
Ithaca	–	49	10	8	1	–	68	43	25	34	34
Long Island Univ	–	101	5	26	–	–	132	58	74	72	60
Marist	–	60	18	14	–	–	92	43	49	21	71
Mount St Vincent	–	20	2	13	–	–	35	25	10	35	–
New Rochelle	–	34	4	8	–	–	46	27	19	46	–
New York University	1	214	31	148	25	–	419	293	126	144	275
Rochester	–	71	4	12	1	–	88	66	22	47	41
Univ College of Syracuse	10	251	129	31	4	–	425	182	243	241	184
Syracuse University	7	41	2	11	–	1	62	45	17	20	42
Utica	–	76	20	1	–	–	97	52	45	32	65
Total	20	1,256	272	505	50	20	2,123	1,306	817	1,013	1,110
Percent of Total	0.9%	59.2%	12.8%	23.8%	2.4%	0.9%	100.0%	61.5%	38.5%	47.7%	52.3%

Source: LCER Questionnaire, September 1973.

Table 16

Selected Characteristics of the EOP Student Population (As of the Close of the Spring 1972 Semester)

EOP Sample Colleges	Race or Ethnic Background,							Age		Sex	
	American Indian	Black	Caucasian	Spanish Surname	Asian	Other	Total	Under 21	Over 21	Female	Male
Albany	2	481	55	140	8	20	706	473	233	348	358
Brockport	1	215	75	11	0	0	302	173	129	133	169
Buffalo (College)	5	721	91	6	0	0	823	524	299	443	380
Buffalo (University)	9	745	84	102	0	0	940	244	696	483	457
Oneonta	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Oswego	36	170	66	18		11	304	230	74	137	167
Stony Brook	0	291	33	68		0	402	162	240	184	218
Total	53	2,623	404	345		31	3,477	1,806	1,671	1,728	1,749
Percent of Total	1 5	75 4	11 6	10 0	0 6	0 9	100 0	51.9	48 1	49 7	50 3

NA — Not Available

Source: LCER Questionnaire, September 1973.

be remembered that a program objective of SEEK is to introduce minority group students into CUNY, and that the pool of SEEK eligibles includes high school graduates over a period of years. In fact, unlike open admissions, SEEK is also intended to recruit a more adult student population, i.e., persons who have been away from school for one or more years.

EOP/HEOP

Minority student enrollment has also been extended by the program at both SUNY and the private colleges. Replies to the LCER questionnaire for 1968-69 and 1971-72 (Tables 15 and 16) indicate a total of 84.5 percent of EOP/HEOP students are either black or have Spanish surnames, with about one percent each Asian and Indian.

The 1972-73 report of the State Education Department indicates about the same percent (83.8 percent) for the total in the HEOP system. This report also indicates that the HEOP minority population comprises about 41 percent of all non-whites enrolled in private institutions.

Thus both EOP/HEOP would appear to be complying with the Regents directive on *Minority Access to and Participation in Post Secondary Education* (Regents Position Paper #15, May 1972).

The Potential Pool of Students

As evident from the racial and ethnic profiles of the special program student populations, all programs are presently made up predominantly of minority group students. This pattern of enrollment reflects an additional objective for this set of programs; because the statewide population of those educationally and economically disadvantaged and thus legally eligible for the program is not predominantly composed of those with minority group backgrounds. The "pool" or total potential target population for these programs has not been sufficiently identified by special program administrators. Certainly this "pool" (that can be presumed to change in characteristics over time) could be the subject of more program-related planning and research than is presently evident.

Table 17 presents the racial and ethnic backgrounds for the population of the State's metropolitan areas with four years of high school completed. The intended target population of these special programs is composed predominantly of those with such high school backgrounds. It can be observed that whites predominate by at least 80 percent in every income range (including the "no income" range). While whites comprise 95 percent of the $10,000 and above category, they also comprise 89 percent of the "no income" category, 87 percent of the $1-3,999 income range, and 81 percent of the $4,000-6,999 range. Thus, while it is true that minority groups are disproportionately clustered in lower income ranges, it is also true that the overwhelming number of people in these income ranges is white.

Furthermore, if age is considered, whites in the predominant "college age" segment of the popula-

Table 17

New York State's Metropolitan Area Population With Four Years of High School Education by Income, Racial and Ethnic Characteristics (1970)

Income Range	Racial and Ethnic Characteristics			
	White	Black	Puerto Rican	Total
No Income	796,436	73,966	22,954	893,356
$ 1 3,999	1,006,005	122,658	26,405	1,155,068
4,000 6,999	711,856	132,064	30,050	873,970
7,000 9,999	546,454	62,328	12,464	621,246
10,000+	542,425	21,225	4,661	568,311

Source: Calculated by LCER staff from U.S. Bureau of the Census, *Census of Population 1970 — New York, Detailed Characteristics*, 34, pp. 1277-1279.

tion (i.e., the 18 to 24 years of age group), are found at the same mean income level as blacks and Puerto Ricans as Table 18 demonstrates. Only in the next age group—25 to 34 years of age—does a mean income level gap become apparent (and this gap is only apparent for males).

Thus, while predominantly more whites than blacks and Puerto Ricans secure at least some college education, it still remains true that the relatively low income, college age population with only four years of high school completed is also predominantly white.

Table 18

New York State's Metropolitan Area Population With Four Years High School Education By Income, Racial and Ethnic Characteristics and Age (1970)

Age Range	Racial and Ethnic Characteristics		
	White	Negro	Puerto Rican
18 24 Years			
Number males	254,710	31,359	10,696
Mean income	$ 4,087	$4,045	$4,314
Number females	314,840	46,150	14,424
Mean income	$ 3,290	$3,405	$3,537
25 34 Years			
Number males	312,311	52,790	15,206
Mean income	$ 8,854	$6,596	$6,755
Number females	209,346	57,700	10,464
Mean income	$ 3,952	$4,317	$4,107

Source: U.S. Bureau of the Census, *Census of Population 1970—New York, Detailed Characteristics*, 34, pp. 1277-1279.

Consequently, research would appear helpful to support program emphasis on the educationally and economically disadvantaged minority group population. The present enabling legislation for these programs seems to suggest that the *entire* educationally and economically disadvantaged population of the State is the intended target population.

III SUPPORTIVE SERVICES

SEEK/EOP/HEOP use a number of components to close the gap between program students and regular students. The two most relied upon are supportive services and restricted credit load.

Supportive services include counseling, tutoring and remedial and developmental coursework. These services are more intensive for program students than those available to regular students. For example, counseling services and utilization of some supportive services are usually required of program students.

The theory underlying this approach is probably best expressed in the Final Report for 1972-73 on the Higher Education Opportunity Program. That report notes "students from the more 'high-risk' sectors require enriched supportive services." The report goes on to observe that

> Concomitant with that emphasis is the belief that appropriate supportive services, especially in counseling and remedial or developmental coursework, can bring the level of competency of the academically disadvantaged student to that of his regularly admitted counterpart.[1]

While supportive services and compensatory education efforts are commonly viewed as the key components of special programs for the disadvantaged, little or no program evaluation of them has been undertaken. In fact, a major reason for undertaking student sampling in this audit was to be able to make even the simplest correlations between use of supportive services and academic success. Prior to this audit, no information was available for either SEEK, EOP or HEOP in a common format that would allow analysis of whether academic success of special program students was attributable to program impact, such as supportive services, or to target population impact, such as recruitment and selection of better qualified, relatively "low-risk" educationally disadvantaged students.

SEEK SUPPORTIVE SERVICES

Despite stress on evaluation, less is known about SEEK supportive services than those of the other special programs audited.

Prior to the recently released 1972-73 *Final Report on the SEEK Program*,[2] no report issued by CUNY's central administration attempted a statistical presentation on aggregate exposure of students to supportive services. In fact, at the time of this audit, there still was no central listing of past remedial and developmental courses offered, much less detailed information on their nature or on program student exposure. Since this information is difficult and time consuming to secure on individual college campuses, except for such information as contained in such alternate sources as this audit, this major resource for program evaluation — the oldest and largest data base in New York on supportive services offered, as well as on subsequent academic success of students exposed to such services has been all but lost.

Counseling

If there is to be a coordinated system of supportive services (i.e., a total program effort), counseling has been viewed as critical to such a system:

> Indeed, the counseling process is the vehicle whereby the various supportive services can be organized into mutually reinforcing experiences.[3]

CUNY data on counseling services are scanty both with respect to the students sampled by LCER, and the total student body. For example, the 1972-73 final report's information on counseling is not documented, but is based on estimates. While estimates alone were required to conform to

Table 19

Counseling Services to SEEK Program Students (1972-73)

	Baruch	Brooklyn	City College	Lehman	Queens	York
Number of Counselors	12	38	39	18	30	10
Student/Counselor Ratio*	61/1	39/1	52/1	42/1	55/1	39/1
Weekly Contact Hours/ Counselor*	25/1	26/1	23/1	22/1	30/1	22/1

*Estimates

Source: Calculated by LCER Staff from information contained in *SEEK Final Report, 1972-73.*

the common reporting format guidelines, LCER fieldwork revealed that present counseling data collection practices make more intensive reporting requirements unrealistic at this time. Presently, campus-based program information files are taxed even by a demand to know which SEEK students utilized counseling, let alone what type of counseling was utilized, and what intensity of counseling was provided.

A fair proportion of counseling is provided in non-academic area. This results from the difficulty disadvantaged students routinely have in adapting to college. For example, under "supportive services" counseling, the Queens College *SEEK Student Handbook* lists counseling effort in the following areas: (1) Social services — e.g., community child care or public assistance, (2) health services, (3) job counseling, (4) draft counseling, (5) food stamps and medicaid.[4]

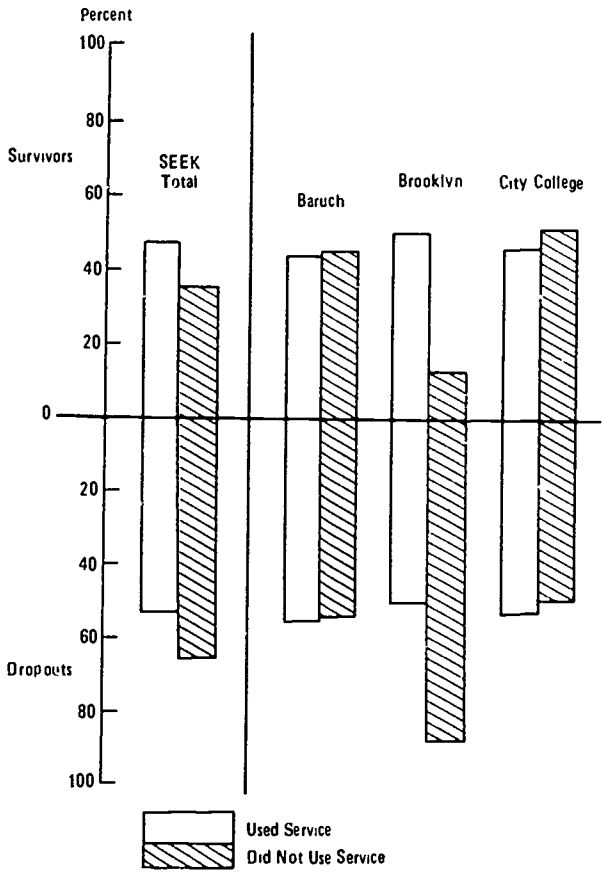
The most comprehensive SEEK counseling program was found at Baruch College. There is a total range of types of counseling available — orientation, academic, personal and psychological, curricular guidance, vocational and career direction, financial advice and exit counseling.

As to the effectiveness of counseling services, Chart 5 provides some tentative evidence of its impact in three of the senior colleges surveyed.

At Brooklyn College SEEK students utilizing counseling services were almost evenly divided between survivors and dropouts, while virtually all non-users were dropouts. At Baruch College and at City College those utilizing the service were dropouts more often than survivors. There was little difference in the proportion of users who survived to those who did not.

Chart 5

Use of SEEK Counseling and Academic Performance (at three senior colleges)



Source: Appendix V, Table E.

Tutoring

Information in a common format for tutoring services at the senior colleges was not made available prior to the 1972-73 academic year. Even the information presently made available is scanty and, at one college, based on estimates. Table 20 presents crude aggregate statistics on tutoring services.

As indicated, reliance upon tutoring and emphasis on the subject matter of tutoring varies among the six programs surveyed. However, the subject matter emphasis may be misleading, since not all programs rely upon conventional methods of tutoring to provide support in a given subject area. For example, Basic English at City College is handled by a writing center.

The approach to tutoring is also diverse with respect to intensity. Types of delivery systems range from individual, to group sessions, to labs. Educational materials used by tutors include: textbooks, copies of old final examinations, solutions to problems in some textbooks. The type of tutor used may be other program students or faculty members.

Only two units, Baruch College and Brooklyn College, offered sufficient data on exposure to tutoring services for students sampled.[5] Table 21 reports for Baruch College and for Brooklyn College the proportions of SEEK students in the sample who were tutored and either dropped out, or were retained within the program.

First, there are relatively few program students who are tutored as compared to counseling and remedial/developmental coursework. Only 8 per-

Table 20

Tutoring Services to
SEEK Program Students
1972-73

Number of Tutors by Subject*	Baruch	Brooklyn	City College	Lehman	Queens	York
Language Arts/Study Skills	15	3	57	12	4	16
Math	20	4	61	15	3	11
Science	0	4	18	33	1	5
Social Science	1	7	6	23	2	8
Other	25	5	141	23	0	1
Tutoring Hours Received	1,413	NA	13,933	Lang 3 hrs/wk others 2 hrs/wk.	1,938	1,381
Students Tutored	471	600/sem.**	1,375	Fall '72 230 students	180	96
Average Hours Tutored	3 hrs/wk	4-40**/sem	10	Average 10 hrs/wk	11	14 36/student

*Includes undergraduate student, graduate student, professional and volunteer tutors.
**Estimate

Source: Calculated by LCER staff from information contained in *SEEK Final Report, 1972.*

cent of dropouts and 5 percent of academic survivors were tutored at Baruch College, in contrast to the 81 percent of dropouts, and 80 percent of survivors utilizing counseling, and the 77 percent of dropouts and 73 percent of survivors utilizing remedial or developmental coursework. The data for Brooklyn College reveal the same findings on the low utilization of tutoring.

Second, the data reveal conflicting findings for the two colleges. While at Baruch those exposed to tutoring are almost equally likely to dropout as to remain in the program, at Brooklyn those exposed to tutoring are more likely to remain by a substantial margin. However, as noted previously the great majority of students (both dropouts and survivors) are not tutored.

Accordingly, no conclusion with respect to effectiveness can be drawn from this mixed record. However, tutoring services, even more than counseling services, demonstrate the impact of low utilization resulting primarily from the voluntary nature of some program components. If, as the data seemed to suggest for the program at Brooklyn College, the tutoring component can be effective, its low utilization becomes even more unfortunate.

The tutoring component of SEEK functions as a crisis intervention technique. As such, it depends upon the individual program student's recognition that he requires the service, and his identification of the subject areas in which he requires the service. Consequently, the voluntary nature of this program component, and its selection only in crisis contribute to its low utilization, and to its low likelihood of success. Unfortunately, sufficient program information is not available to determine direct linkage between use of tutoring in a given subject, and student success or failure in that subject. Accordingly, the more generalized assessment of tutoring exposure to general academic success or failure is the only form of assessment presently possible.

Compensatory Education

The most structured approach to supportive services is the compensatory education component. This is also the most readily verified as well as the most controversial. Accordingly, the audit focuses more upon this program component and its effectiveness than was the case for counseling and tutoring.

Compensatory education is classified into remedial and/or development coursework by SED. Definitions that reflect SED's classifications follow:

1) *Remedial coursework* — usually non-credit courses designed to teach basic skills necessary to qualify for a college education. Such reading, writing, math and study skill courses are an effort to compensate for inadequate elementary and secondary education and consequently, are presented at the secondary education level, not the higher education level in subject matter.

Table 21

Retention/Exposure to Supportive Services
(At Two Senior Colleges)

Baruch College N=46	No. of Students	Counseling		Tutoring		Remedial/Developmental Coursework	
		Utilized	Not Utilized	Utilized	Not Utilized	Utilized	Not Utilized*
Academic dropouts	11	7	4	1	10	10	1
Voluntary dropouts	12	11	1	1	11	9	3
Others/Unclassified**	3	3	0	0	3	1	2
Total Dropouts	26	21 81%	5 19%	2 8%	24 92%	20 77%	6 23%
Transfers	4	4	0	1	3	4	0
Graduates	2	2	0	0	2	1	1
Enrolled	14	10	4	0	14	11	5
Total Survivors***	20	16 80%	4 20%	1 5%	19 95%	16 73%	6 27%
Total Students		37	9	3	43	36	12
Percent Survivors of Total Students		43%	44%	33%	79%	80%	50%
Brooklyn College N=73							
Academic dropouts	9	7	2	1	8	6	3
Voluntary dropouts	29	25	4	4	25	16	14
Others/Unclassified**	3	2	1	0	3	2	1
Total Dropouts	41	34 83%	7 17%	5 12%	36 88%	23 56%	18 44%
Transfers	7	7	0	3	4	6	1
Graduates	7	7	0	2	5	7	0
Enrolled	18	17	1	5	13	14	4
Total Survivors***	32	31 97%	1 3%	10 31%	22 69%	27 84%	5 16%
Total Students		65	8	15	58	50	23
Percent Survivors of Total Students		48%	13%	67%	38%	54%	28%

*Not exposed category includes student attempting, but not completing such coursework.
**Includes leave of absence and voluntary dropouts specifying non-academic reasons.
***CUNY classifies transfers within CUNY as survivors; transfers are overwhelmingly within CUNY system.

Source: LCER Sample, September 1973.

2) *Developmental coursework* — usually credit courses designed to teach either college level subject matter, or some combination of college level subject matter and remedial skills. Such developmental coursework is often available as special sections of routinely offered introductory level college courses such as science, sociology, English, math, etc. These special sections usually require that students meet more contact hours than would be normally mandated by the credits awarded for the course.

CUNY's own classifications generally conform to those of SED:

> The courses offered are intensive including: a) preparatory, remedial courses at the pre-college level and b) compensatory courses combining technical remediation with college-level material.[6]

Evaluation of compensatory education is made difficult by the nature of developmental coursework, which combines college level with remedial work and hence prevents any pre and post testing evaluation of such courses.

Furthermore, it could not readily be determined which courses were remedial and which developmental on the basis of credit or non-credit status; because many CUNY remedial courses, as well as developmental courses, carry credit toward graduation.

This is the case apparently in response to such early program findings as:

- Students in the SEEK program tended to express dissatisfaction with remedial courses

over time, although initially they felt them to be useful. This group was extremely unfavorable to the idea of completing courses for which no credit was given. Moreover the student begins to feel that such courses are unnecessary after a brief period.[7]

- . . .at the outset especially, credit for course work is more important than learning academic skills, a belief congruent with the finding . . .that the disadvantaged are oriented more toward immediate and tangible goals and rewards than toward remote and intangible ones.[8]

Since academic achievement results indicate that such coursework is necessary, and because higher education by its very nature demands commitment to long-range goals, it is difficult to accept arguments for the granting of college degree credit for what is often pre-college level coursework. Developmental courses offered to SEEK students for credit often appear to be remedial. For example, at City College, most of the fall 1972 courses listed as developmental appear to be remedial courses, both in terms of course titles — College Skills, Remedial Oral Communication, etc. and course descriptions. Therefore, it cannot readily be determined to what extent pre-college level effort is being rewarded with college credit. It can be said, however, that compensatory education is predominantly credit bearing at four of the six senior colleges surveyed, as Table 22 reveals.

At City College, Lehman, Queens and York, well over half the special compensatory education courses are for college credit (the range is from 64 percent granting credit at Lehman to 93 percent granting credit at Queens). Furthermore at Queens, where a history of special program competition with the regular college curriculum in the past has been noted, SEEK continues to offer some unusual courses as compensatory, for example, Black Economic History, Afro-American People, Yoruba (a West African language), and Swahili. These courses are taught by program faculty in classes comprised primarily of program students. Most of the colleges surveyed list some compensatory courses with a non-program enrollment, but Queens compensatory classes are made up exclusively of program students.

The impact of credit generated by special compensatory education courses is actually understated by Table 22, which only considers credit available for such coursework, but fails to consider how much credit is generated by students. Table 23 provides information on the proportion of total credit

Table 22

Available Credit for Remedial/Developmental Courses 1972-73

Type of Course	Number of Courses by College					
	Baruch	Brooklyn	City College*	Lehman	Queens*	York
Remedial Credit	–	1	–	—	–	–
Non credit	3	12	5	5	1	1
Developmental Credit	1	3	10	9	13	8
Total Credit	1	4	10	9	13	8
Non credit	3	12	5	5	1	1

*Data available only for Fall 1972 semester.
Source: LCER Questionnaire, January 1974.

generation by program students attributable to such special coursework.

An overwhelming amount of credit is generated by compensatory education courses at Queens (for just under 50 percent of SEEK program students sampled at Queens, remedial/developmental courses accounted for 75 percent or more of their total credits completed; for 69 percent of the Queens students, over half of their college credits are from remedial/developmental courses). The table also reveals that at four of the six senior colleges — Brooklyn, City College, Queens and York — over 25 percent of each program's students earned 25 percent or more of their total credits via remedial/developmental coursework. Furthermore,

Table 23

Remedial/Developmental Coursework Credits As Proportion of Total Credits Generated By SEEK Program Students

Proportion of Total Credits Generated	Number of Students					
	Baruch N=42	Brooklyn N=64	City College N=88	Lehman N=44	Queens N=65	York N=46
75% and Above	0	4	10	1	32	5
50 74%	1	4	10	1	13	5
25 49%	6	11	22	2	13	3
Less than 25%	20	29	40	1	2	6
No Credits	15	16	6	40	5	27

Source: LCER Sample, September 1973.

Table 24

Number of Remedial/Developmental Courses Completed

College	Total Students	Courses Completed 0	1-5	6-10	11-15
Baruch	48	12	34	2	0
Brooklyn	73	23	42	7	1
City College	101	17	49	34	1
Lehman	45	1	38	6	0
Queens	77	8	36	26	7
York	49	3	28	18	0
Totals	393	64	227	93	9

Source: LCER Sample, September 1973.

the table drastically understates the credit generated by compensatory education coursework at two of the six colleges represented (Lehman and York). At these colleges, more recently entering program students have been routinely awarded credit for such coursework amounting to 25 percent or more of total credits achieved. Obviously where large amounts of credit are generated by remedial/developmental coursework, the probability of "success" is assured for any future evaluation.

The numbers of remedial/developmental courses actually taken and the actual credit generated from them are shown on Tables 24 and 25. In terms of numbers of courses, the majority of program students sampled had five or less courses. However, at three colleges surveyed, — City College, Queens, and York — over one-third of those sampled had more than six such courses.

In terms of credits generated, the data stress the divergence of the Queens program from its counterparts. At other colleges a majority of the program students accumulated less than six compensatory credits, and at Baruch none of the program students had more than six compensatory credits. At Queens only 29 students (38 percent) were credited with as few as six hours, while 26 students (34 percent) were credited with 18 hours or more in compensatory credits. Table 25 also reveals that at three colleges — Brooklyn, City College and Queens — some program students have over one semester or over 12 credits generated from special coursework. Finally, it should be noted that for most SEEK students sampled this information represents their entire college tenure, because at four of the six college programs surveyed only one-third or less of the sample were still enrolled. At another just over one-third were still enrolled; only at York College did those still enrolled represent over one-half of the sample.

While credit generation for compensatory coursework is sometimes high, it could have represented higher proportions if SEEK students had completed all the remedial/developmental coursework attempted. Table 26 shows the course completion record of SEEK students. It is noted that none of the four programs shown had half of the program students complete 75 percent or more of the remedial/developmental courses attempted.

The restricted credit load, particularly during the first year is intended to allow remedial/developmental coursework registration to make up the equivalent of a full-time student credit load. Thus, the compensatory education aspect of the program is to be introduced early, and assist in the student's ability to ultimately handle a full-time credit load of regular college coursework. Usually,

Table 25

Remedial/Developmental Coursework Credit Generation

College	Total Students	Credit Range (hours) 0	1-6	7-12	13-18	19-24	25-30	31-36	37-42
Baruch	48	22	26	0	0	0	0	0	0
Brooklyn	73	25	22	13	9	0	1	1	0
City Col	102	20	36	26	16	4	0	0	0
Lehman		Not Available							
Queens	76	16	13	13	7	13	11	1	1
York	49	30	14	5	0	0	0	0	0
Totals	348	113	111	57	32	17	12	2	1

Note: Credit Generation = Distribution of SEEK students by credits accumulated in remedial/developmental coursework.

Source: LCER Sample, September 1973.

Table 26

Percent of Remedial/Developmental Courses Completed by Sample Students

College	No. of Students	Percentage of Courses Completed 75% and Above	50%-74%	25%-40%	Less Than 25%	No Course Ratio
Baruch	48	21	7	7	2	11
Brooklyn	73	27	10	11	2	23
City College	102	44	22	13	7	16
Queens	76	31	24	9	3	9

Source: LCER Sample, September 1973.

Table 27

Comparison of SEEK and Open Admission Students Credits Attempted in First Semester

College & Program	Credits Attempted First Semester 12 or more	8 – 11	Below 8
Baruch			
SEEK	10/44 23%	5/44 11%	29/44 66%
OAP (under 70 HSA)	29	49	22
OAP (70 79 HSA)	55	36	10
Brooklyn			
SEEK	16/58 28	21/58 36	21/58 36
OAP (under 70 HSA)	58	33	9
OAP (70 79 HSA)	84	15	2
City College			
SEEK	2/88 2	15/88 17	71/88 81
OAP (under 70 HSA)	50	35	15
OAP (70 79 HSA)	71	24	5

Source LCER Sample, September 1973 and from David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York: Office of Program and Policy Research, City University of New York, April 1973), pp. 14, 21.

this transition is expected to occur in the third semester for students in other special programs in New York.

As Table 27 indicates the first semester credit load of SEEK students is indeed far lower than that of students in the Open Admissions Program (OAP) at the three senior colleges surveyed for which information was secured. Whether this credit load was supplemented by or included noncredit remedial/developmental coursework is difficult to discern, because of the credit generating nature of such coursework.

SEEK students are not being moved rapidly into the college mainstream as evidenced by successfully completing full-time credit loads in the third semester. In fact, as Table 28 indicates, no program sampled had even half of its students earning as many as twelve credits by the third semester. This compares unfavorably not only with regular college students, but also with open admissions students having comparable high school averages. There are differences between SEEK and open admissions students, as noted by CUNY:

> SEEK was and is the demonstration prototype for Open Admissions. However, there are major differences between the two programs, mainly in student selection and program implementation. OAP students are from all sections of New York City, and they are defined solely by their lack of sufficiently high averages to have been admitted under the pre-1969 cutoff levels. SEEK students, however, are not only at the bottom of the educationally disadvantaged, but must reside in an offically-designated poverty area, and must be economically disadvantaged, as well.[9]

Consequently, the comparisons are to a group that is by definition educationally disadvantaged, but cannot be considered identical to the SEEK group. Open admission is actually considered a policy and not a program at CUNY. This means that those in open admission do not receive the same intensity of supportive services that is available through the SEEK program.

In terms of high school achievement, as measured by high school average, the comparison is to (1) a group of open admission students that appear

Table 28

Comparison of SEEK, Open Admission and Regular CUNY Students Credit Generation

College	Proportion of Students Earning 12 or More Credits in 3rd Semester SEEK	OAP (under 70 HSA)	OAP (70 79 HSA)	Regular Students (80 and over HSA)
Baruch	15/33 45%	39%	54%	76%
Brooklyn	20/46 43	26	55	81
City College	18/75 24	23	40	58
Lehman	5/34 15	45	62	82
Queens	–	–	47	75
York	–	32	54	57

Source. LCER Sample, September 1973 and from David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York. Office of Program and Policy Research, City University of New York, April 1973) pp. 15, 22, 27

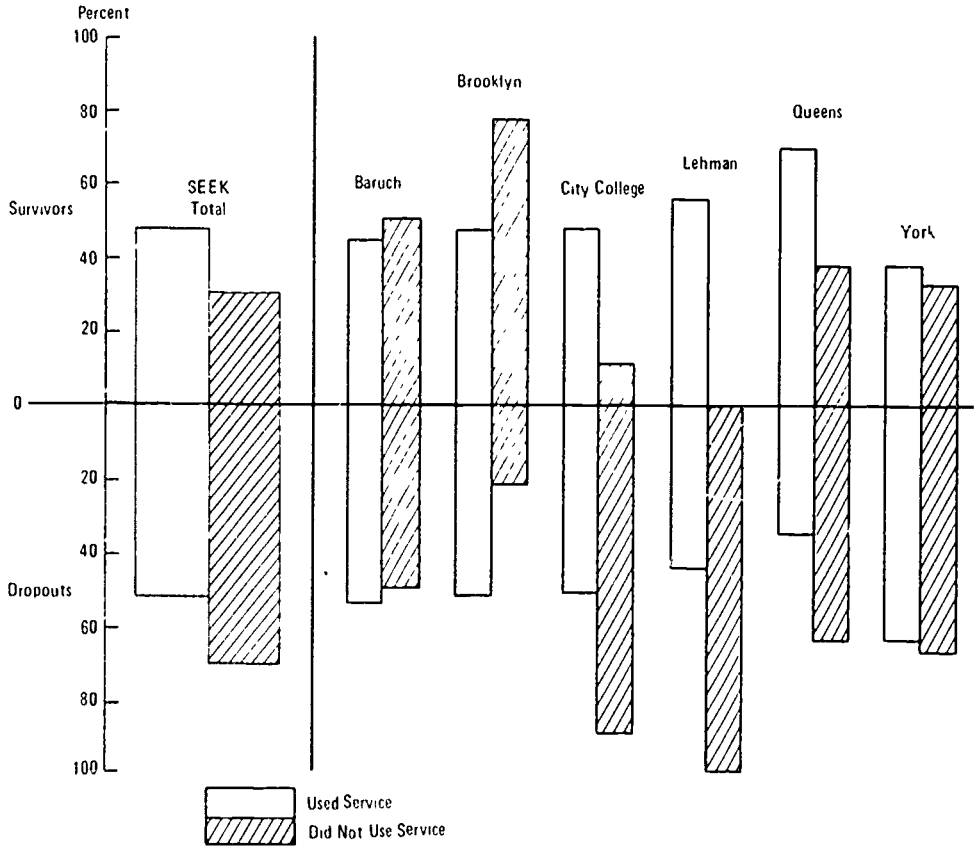
comparable to most SEEK students sampled (the 70-79 high school average range) and to (2) a group of open admissions students that appear more educationally disadvantaged than most SEEK students sampled (the under 70 high school average group).

As effectiveness of the compensatory education program effort is considered, it should be noted that, despite the theories of compensatory education underlying CUNY's remedial/developmental coursework, one study in the field has indicated that: "the available evidence gives no clues to what constitutes an effective program of compensatory education".[10] As already observed, part of the reason for this and for this audit effort is the failure of programs such as SEEK to make available self-evaluation of the SEEK program's remedial/developmental coursework upon two separate but related indices of academic achievement: 1) retention in the program, and therefore, in college, and 2) "satisfactory progress" toward the degree. The first index, retention, is evaluated with respect to the dual considerations of exposure to remedial/developmental coursework, and the intensity of such exposure.

In utilizing retention as a measure of academic outcome, effort was made to separate academic from non-academic attrition. It is recognized that other intervening forces — i.e., personal, financial, medical, etc., as well as poor academic performance contribute to attrition. However, the effort to differentiate was somewhat frustrated by the inability of the college SEEK departments routinely to provide a reason for attrition for each dropout. Accordingly, the analysis relying upon attrition utilizes the following approach: 1)

Chart 6

Use of SEEK Remedial/Developmental Coursework and Academic Performance



Source: Appendix V, Table F.

academic dropouts are those dismissed by the program and/or college, 2) voluntary dropouts are those whose reason for attrition is thought to be academic and 3) others/unclassified are those known to have dropped out for non-academic reasons and those on leave of absence.

Chart 6 provides information on exposure to compensatory education coursework as it relates to retention. In only two of the six programs did a greater proportion of those utilizing this program component survive than dropout. In the remaining programs, the 1:1 ratio of dropouts to survivors is either approximated or exceeded.

Much the same findings are evident in the linking of special coursework utilization to satisfactory progress toward the degree illustrated in Table 29. Here, too, Brooklyn and City College provide the only significant differences in achievement between those exposed to this program component and those not exposed. On this index two additional colleges have more with such coursework who are achievers than non-achievers — Lehman and Queens colleges. In both these programs, however, the ratio remains close to one-to-one.

These findings appear consistent with the "Effects of Remediation" chapter of a recently issued report on the Open Admissions Program. This report failed to produce evidence of the academic achievement-related effectiveness of remediation. In fact, the report often found students without remediation performing better than those with it. On one achievement index the report failed to "find any cases where remediation has enabled students to perform as well as students at the next highest level."[11] While the findings of Chart 6 and Table 29 are not as negative, they do fail to demonstrate an overall effectiveness for remediation.

As to the intensity of exposure to remediation there is some evidence for three of the six programs (Brooklyn, City College and Lehman) that the effectivensss of remedial/developmental coursework exposure increases with the intensity of exposure (i.e., the number of such courses completed). While the same trend could be said to be present at Queens, the survivor to dropout ratios in the more intensive exposure ranges are just over one-to-one.

Conclusion

The supportive services considered are among the most easily controlled program components, as well as the most critical. In fact, if as is practiced at CUNY, the special program recruits a target population consisting of high-risk disadvantaged students, then supportive services alone must be relied upon to close the gap between regular college students and program students. However, evaluation of these SEEK services does not reveal them presently efficacious enough to close such a gap. In fact, as the academic achievement information will reveal, not only does a gap remain between the performance of regular college students and SEEK students, but also between open admissions students (with mostly comparable high school achievement backgrounds), and SEEK students.

Table 29

Satisfactory Progress Toward Degree/Exposure To Remedial/Developmental Coursework (At Senior Colleges)

Degree Progress and Coursework Utilization	Baruch	Brooklyn	City College	Lehman	Queens	York
Satisfactory Progress						
Coursework Utilized	10/14 71%	20/23 87%	28/29 97%	14/14 100%	26/29 90%	9/11 82%
Coursework Not Utilized*	4/14 29%	3/23 13%	1/29 3%	0/14 0%	3/29 10%	2/11 18%
Unsatisfactory Progress						
Coursework Utilized	26/34 76%	29/49 59%	58/73 79%	30/32 94%	41/48 85%	37/38 97%
Coursework Not Utilized*	8/34 24%	20/49 41%	15/73 21%	2/32 6%	7/48 15%	1/38 3%

*Not utilized category includes students attempting, but not completing such coursework.

Note Satisfactory progress toward degree = grade point average of 2.0 or above and credit generation of 15 hours per semester after the first two semesters.

Source: LCER Sample, September 1973.

EOP SUPPORTIVE SERVICES

The State university's approach to close the gap between program and regular students has paralleled CUNY's approach. Both central administrations have relied heavily on the individual campuses to develop and structure supportive services such as counseling, tutoring, and remedial and developmental coursework. SUNY issued guidelines only after problems at individual colleges revealed a need for central direction.

> No university-wide formula for specific program content—compensatory or developmental courses, for example—is mandated to each campus. In the belief that each campus expects to see its particular program succeed, and on the assumption that only those working directly with particular students can know their needs, capabilities and interests, the University expects each campus to determine and develop appropriate "mixes" of credit/non-credit, developmental, and remedial courses. Similarly, the University believes that a campus can decide best such a problem as utilization of separate tutors and counselors, or a combination of these necessary roles.[1 2]

As a consequence, EOP supportive services vary widely from campus-to-campus. Little effort has been made by SUNY's central administration to evaluate the diverse array of supportive service strategies evident, and only the most superficial description of counseling and tutoring services has been undertaken.

Counseling

The files available to LCER auditors contained little information on student exposure to counseling. Thus this audit is not in a position to correlate academic status with the counseling input.

Program officials assert the positive and critical role that the counseling function has played in the effectiveness of their programs despite the lack of any type of elementary information system on individual students. SUNY central administration claims the same effectiveness and approves the expenditure of funds. These optimistic claims of the strong role that counseling plays could not be documented by LCER. There was a counseling component in the support program at each of the campuses visited.

The 1972-73 reports by the individual colleges to SUNY contain a statistical summary of the counseling function. They detail the number of counselors by background, number of students counseled, counseling contact hours, and the distribution of counseling contacts by purpose.

Table 30 shows that the student/counselor ratio varies widely from campus-to-campus from 41 to 1 at Buffalo U. to 120 to 1 at Stony Brook, but appears to be less than the CUNY-SEEK ratios. Campus-to-campus variation also is presented in Table 31 which lists counseling areas. Individual campus visits indicated that procedures used for counseling, such as mandatory use, varied widely. Counselors in the programs often assisted students in such routine matters as filling out registration cards.

A non-credit three-hour developmental course in "Student Life" by the counseling staff at Buffalo College was mandated for all freshmen students in

Table 30

Counseling Services to EOP Program Students 1972-73

	Albany	Brockport	Buffalo College	Buffalo University	Oneonta	Oswego	Stony Brook
Number of Counselors	9	3	11	12	8	6	3
Student/Counselor Ratio	80/1	55/1	82/1	41/1	42/1	50/1	120/1
Weekly Contact Hrs /Counselor	30/1	35/1	27/1	9/1	19/1	26/1	15/1
No of Part time Counselors	0	12	0	2	0	5	0
Student/Counselor Ratio	0	16/1	0	68/1	0	14/1	0
Credit Hrs /Counselor	0	6/1	0	12/1	0	4/1	0

Source: 1972-73 annual reports of SUNY schools, December 1973.

Table 31

Distribution of Counseling Contacts
by Purpose For EOP Program Students
1972-73

Counseling Purpose	Estimated Proportion of Total Contacts						
	Albany	Brockport	Buffalo C.	Buffalo U.	Oneonta	Oswego	Stony Brook
Psychological	10%	1%	7%	10%	5%	15%	0%
Personal/Social	40	11	22	22	25	30	10
Education	25	40	43	55	50	30	10
Financial	15	36	13	7	5	15	75
Placement Vocational & Educational	5	1	12	6	15	10	5
Other	5	12	4	0	0	0	0

Source. 1972-73 annual reports of SUNY schools, December 1973

1971-72. In 1972-73 a similar course was offered but for three hours credit after approval by the local academic council.

At Oswego, the roles and responsibilities of the tutor and the counselor are combined into one staff position, the tutor-counselor. A study has been made of this innovative approach that combines these traditionally separate roles.

Tutoring

An extensive system of tutoring is employed as a supportive service by SUNY-EOP. Central administration believes in the value of this service, and EOP funds are allotted for it. As with counseling, information systems available did not reveal completely the exposure or intensity for individually sampled students to tutoring.

The SUNY annual report for 1972-73 contains information concerning subject areas tutored for each college, number of tutors, tutoring hours and number of students tutored. From this, an average number of hours tutored was derived. Table 32 shows this information for the seven sampled schools and illustrates diversity involved. However, this report provides no data base to evaluate effectiveness.

All SUNY campuses visited kept some records regarding the tutoring function. These records are more complete than they were in the earlier years of the program, as administrative control has been strengthened. However, only one school, Oneonta, provided information relating to the performance

Table 32

Tutoring Services to EOP
Program Students
1972-73

Number of Tutors by Subject*	Albany	Brockport	Buffalo C.	Buffalo U.	Oneonta	Oswego	Stony Brook
Language Arts/ Study Skills	5	20	14	1	8	16	2
Math	5	16	10	21	14	5	10
Science	9	9	19	4	14	9	3
Social Science	2	14	20	2	31	10	7
Other	9	5	5	30	7	0	0
Tutoring Hours Received	2,011	3,329	11,974	7,312	1,464	9,234	6,244
Students Tutored	176	98	596	210	122	211	140
Average Hours Tutored	3 Hrs /wk	34	20.1/student	35	14	44	45

*Includes Undergraduate student, graduate student, professional and volunteer tutors.

Source: 1972-73 annual reports of SUNY schools, December 1973.

Table 33

Grade Distribution of Oneonta Students Who Requested Tutorial Assistance Fall 1971 and Spring 1972

Utilized Tutoring N=79

Fall 1971 N=45	Spring 1972 N=34
A = 0	A = 1
B = 2	5
C = 12	9
D = 7	D = 8
E 3	E = 2
W = 7	= 4
WS = 7	WS = 1
Inc = 3	Inc
Pen = 3	
S = 1	
	WE = 2
	No Grade = 1

Did Not Utilize Tutoring N=29

Fall 1971 N=19	Spring 1972 N=10
A = 0	A = 0
B = 0	B = 0
C = 5	C = 2
D = 3	D = 0
E = 1	E = 3
W = 4	W = 4
WS = 4	
Inc = 1	
WE = 1	WE = 1

Source: Unpublished study, Oneonta EOP Program.

of individuals tutored in specific courses. This information is found in a report describing various components of the Oneonta EOP program.

The report covers students who requested tutoring for the 1971 fall semester and 1972 spring semester. Table 33 shows the grade distribution for those who met and those who did not meet with their tutors.

For these two semesters 30 of 79 students (38 percent) who used tutoring made passing grades and seven of 29 (24 percent) of those who were not tutored succeeded. This leaves 49 of the 79 (62 percent) student total who were tutored and were doing less than C work, while 22 of 29 (76 percent) students not tutored were not doing satisfactory work.

Albany had statistics on students who were tutored, including the number of hours exposed, but this information was not related to the student's subsequent academic performance. A report containing this information would have been useful for developing effectiveness measures.

All EOP schools have established tutoring labs where most tutoring occurs often with the help of skill-building equipment. At Buffalo College and Buffalo University these labs or learning skills centers serve all students. Thus a need for tutoring is being met for regular students as well as EOP students. As the schools respond to this need for all students, the need for EOP to have separate tutoring programs may be partially eliminated.

At Buffalo College, which along with Albany had an extensive SEEK type remedial program, the tutoring lab provides needed remedial skills which were formerly provided in the traditional classroom. This original SEEK operation involved the formal structure of remedial courses (non-credit) and program teaching staff.

The SUNY general plan for 1973-74 speaks of providing more fiscal support for counseling and tutoring personnel in 1973-74. The university indicated that based on past experience there was a strong need for more of these supportive services.

The university acknowledged that there has been little evaluation of these services when it indicated that "through cooperative planning with the State Education Department and City university, State university will develop methods to evaluate the effectiveness of these tutoring and counseling services." Until this evaluation is undertaken, LCER staff could find no conclusive evidence on individual campuses that would support this statement in the general plan.

Compensatory Education

As pointed out in the CUNY-SEEK section, the most structured approach to supportive services is the compensatory education component. Since it is the most readily verified, this audit of SUNY-EOP focuses more upon this program component for effectiveness.

Compensatory education takes the form of either remedial and/or developmental coursework which has been defined previously. It is often difficult to determine which past courses were remedial and which were developmental, because of the diversity of EOP programs. Courses given to the students sampled during the early years of the program were given under the auspices of EOP program administrations which have long since changed. Central administration failed to provide

not only guidelines concerning this coursework. but also ignored this vital program feature in their reports.

It was not until the 1972-73 annual report format was developed that SUNY asked schools to report what special courses were offered by title. term, sections, enrollment, duration, contact hours and credit hours. Enrollment was broken down by number of students registering and completing course. Included in this format was also a description of the course. Information was previously available on these courses at central office, but not with the detail necessary for program evaluation.

It has been recent SUNY policy, in part because of the existence of urban centers, cooperative college centers and community colleges, not to offer extensive remedial work on EOP campuses nor to offer that work for credit. Thus no schools reported programs that were giving remedial coursework for credit. Indeed, only one of the seven schools reported that it was giving any remedial work, Albany. Credit-bearing courses at other schools appear to be remedial by definition such as Communications and Study Skills, UCF 103 at Buffalo University, Understanding the English Language, Eng 098 at Buffalo College. Courses offered at three other institutions also appear to be remedial and award credit. SUNY has thwarted SED efforts to report such information by not classifying courses as either developmental or remedial. Therefore, SUNY has not determined to what extent college level effort is being rewarded with college credit.

The LCER questionnaire to the seven schools sampled requested information concerning remedial/developmental work for 1971-72.

Table 34 reveals that at four of the seven schools no remedial work was offered. Two schools gave only one remedial course and only one school gave four courses. In every case, it should be clearly noted that no credit was awarded for remedial work. Credit was offered for some developmental courses at each school. The school's designation of a course as developmental and/or remedial was not challenged. Most coursework was credit-bearing.

The impact of degree credit generation by special compensatory education courses is difficult to assess. As far as the sampled students at the seven schools are concerned, no school exhibited credit generation in these courses exceeding 14 percent.

SUNY schools offered a good deal of diversity

Table 34

SUNY
Remedial/Developmental Coursework
Credit Generation Status
1971-72

	Number of Compensatory Education Courses		
	Credit (Developmental)	Non Credit (Remedial)	Total
Albany	3	4	7
Brockport	4	0	4
Buffalo College	5	1	6
Buffalo University	8	0	8
Oneonta	1	1	2
Oswego	3	0	3
Stony Brock	1	0	1

Source. LCER Questionnaire, September 1973

since all remedial/developmental courses only require approval by the local academic council. At Albany, degree credit has not been offered for remedial work, and the school's more recently developed high-intensity developmental courses are not identifiable on transcripts. Moreover, exposure to remedial work did not seem to influence academic performance greatly. Though taking about the same number of courses only 18 of 32 Albany students in our sample survived who used this support:

Status	Number of Students	Remedial Non Credit Hours
Survivors	18	123
Dropouts	14	126

Buffalo College, like Albany, gave no degree credit for the large amounts of remedial work offered in early years. However, those who successfully completed their first and/or second semester in 1971-72 accumulated 20 percent of their credits from developmental work. Remedial and developmental hours seem to demonstrate very little at Buffalo College with 25 of 46 sampled students using such coursework surviving:

Status	Number of Students	Remedial Hours	Developmental Credit Hours*
Survivors	25	296	34
Dropouts	21	274	29

*Degree bearing credit.

Buffalo University was an exception with 14 percent of degree-bearing credits coming from special courses.

Table 35 highlights the substantial amount of credit accumulation at Buffalo University as an exception to other SUNY-EOP programs. Significantly, the dropouts had twice the percent of remedial and developmental special coursework as the students who did passing work.

At Brockport (which currently offers no special courses) students sampled took at most two developmental courses during the first two years and averaged only one course for the last two years. Brockport, which recruits heavily in its immediate area, relies upon the urban center, cooperative college center, and upward bound college preparatory programs to resolve academic deficiencies.

Table 35

Credit Generation From Special Program Courses Buffalo University

Entry Year and Status	Credit Hours From Special Courses	Total Regular Credit Hours	Ratio of Special Credit to Regular Credit
1968 69			
Survivors (11)	100	1,098	11%
Dropouts (14)	189	926	20 0
1969-70			
Survivors (7)	60	588	10.2
Dropouts (13)	72	278	26 0
1970-71			
Survivors (17)	105	650	16 2
Dropouts (2)	7	31	22 6
1971-72			
Survivors (18)	38	451	8 4
Dropouts (1)	0	0	—
Total Survivors (53)	303	2,787	10 9%
Total Dropouts (30)	268	1,235	21.7%

*Number in parentheses indicates sample size.

Source: LCER Sample, September 1973.

Oswego showed a familiar pattern of little developmental work during early years, although a summer program and the tutor-counselor program existed on this campus. Additional formal courses have now been implemented, accounting for 15 percent of the first year coursework for successful students in 1971-72. Stony Brook showed very little accumulation of this work at any time. Thus it is clear that for the period of 1968-72 very little degree bearing credit was accumulated by SUNY students. The individual programs have varied concerning the amount of credit offered.

Table 36

Special Course Enrollments and Completions 1972-73

School	Number of Special Course Enrollments	Number of Special Course Completions	Percentage Completion
Albany	936	608	64.9%
Buffalo U	663	496	74.8
Stony Brook	114	92	80 7
Buffalo College	789	618	78.3
Oneonta	106	90	84 9
Oswego	227	215	94 7

Source: 1972-73 annual reports of SUNY schools, December 1973.

Table 36 illustrates that EOP students appear to be having little difficulty completing special courses designed to assist them. At four of the institutions, over 75 percent of the students were completing their special courses, while at Buffalo University not quite 75 percent of the students were completing these courses. Albany showed a marked difference in that less than two-thirds (64.9 percent) of the students were able to complete courses they undertook.

Results of Remedial/Developmental Work

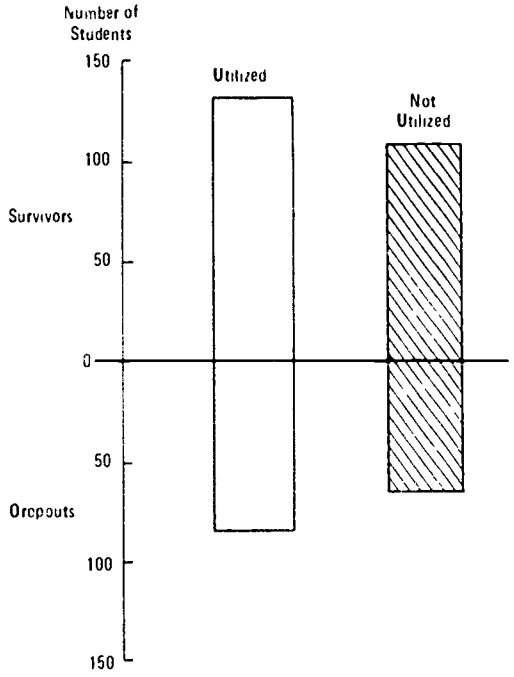
An assessment of the effectiveness of these special program courses has been made on the basis of retention in college. Charts 7 and 8 relate retention and exposure to remedial and developmental coursework. Appendix V — Table G supplies information for individual colleges on the use and results of compensatory coursework.

Chart 7 shows the overall performance of the 380 students in the sample. Slightly more than half, 214, utilized the special courses as contrasted to 166 who did not. Of those who used the remedial courses, 85 students (40 percent) dropped out while 60 percent were still enrolled. Without remedial work, 36 percent dropped out while 64 percent were still enrolled. If the graduates are looked at in isolation, 29 of 47 graduates were not exposed to remedial coursework. This could indicate the relative ineffectiveness of the remedial courses or the fact that some students felt qualified to attempt coursework without help.

Chart 8 illustrates data on individual SUNY schools showing the academic performance of the users and non-users of special courses. At Albany, out of the 50 students sampled, the same percentage of those who utilized these courses survived as

Chart 7

Use and Results of Compensatory Coursework at SUNY (EOP)



Source Appendix V, Table G.

those who did not. Thus, there was no value attributable to the contribution of this work towards academic success. At two SUNY schools, Brockport and Buffalo University, a larger percentage of the non-users had greater academic success than the users. At the remaining SUNY schools, the users of the courses had higher rates of academic success than the non-users.

For SUNY as a whole 64 percent of the non-users succeeded versus only 60 percent of the users. Nevertheless, at each individual school the majority of users achieved. This rate ranged from 100 percent of the users succeeding at Oneonta to 54 percent at both Buffalo College and Oswego. At four of the seven schools the majority of the non-users achieved success ranging from 78 percent at Buffalo University to 56 percent at Albany.

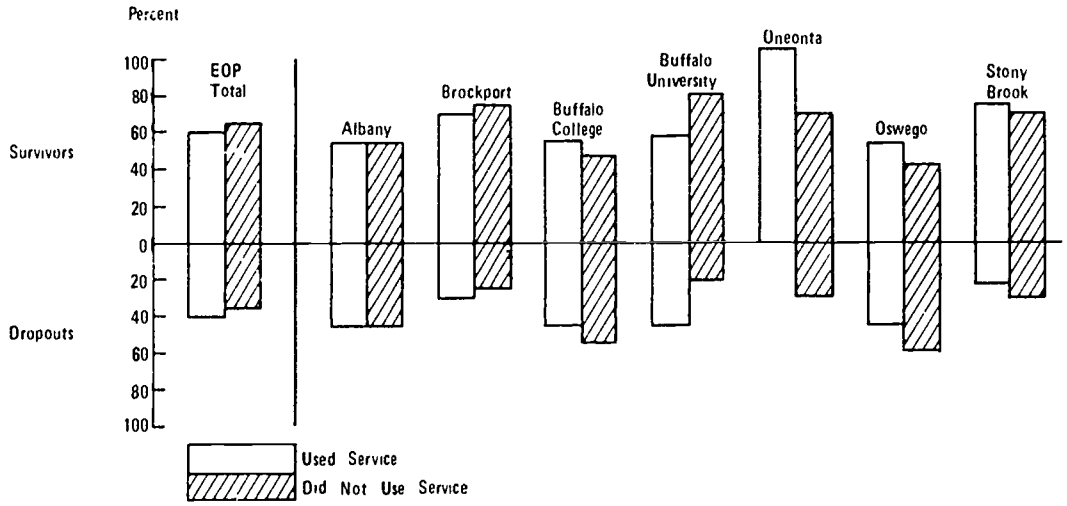
HEOP SUPPORTIVE SERVICES

The State Education Department emphasizes supportive services to achieve HEOP objectives:

> The primary objective of the Higher Education Opportunity Program (HEOP) is to serve as a vehicle through which a broad range of services are made available to young people, who, because of

Chart 8

Use of EOP Remedial/Developmental Coursework and Academic Performance



Source. Appendix V, Table G

economic and educational deprivation, would otherwise be unable to attend a post-secondary institution according to traditional admission requirements. The broad range of the program services offering sufficient supportive, remedial, and counseling services in addition to credit generating coursework, insures the development of a student's self-confidence and motivation to compete, to complete successfully a higher educational experience, and ultimately to become an integral part of the college population.[13]

Several problems relate to supportive services available to program and regular students. One is the very definition of what constitutes remedial and developmental coursework.

The 1973-74 SED guidelines suggest that a developmental supportive course can be offered to HEOP and regularly admitted students, but that there should be more contact hours for the HEOP students since they would usually attend a workshop in conjunction with this course. A remedial course concentrates "on the acquisition of skills and knowledge at precollege levels . . . such courses carry no college credit."[14]

Another problem involves the substantive nature of remedial and developmental coursework. The issue revolves around whether these courses should be offered in the conventional introductory courses of the various disciplines, reading, writing, math, etc. or whether these courses should be geared to the ethnic or racial backgrounds of the participating students. SED has attempted to resolve this dilemma as shown in the following correspondence with Fordham University:

> The report indicates on page #5 that the course entitled, Afro-American and Christian Revelation (AA 27) is a developmental supportive course. Total class enrollment indicated as *44* students; number of HEOP students, *19*; contact hours per week *3*; credit hours offered, *4*.
>
> We request that you submit a course description, and information as to whether or not this course is listed in the general college catalogue as a *regularly* offered course to the general university population. If so, please explain the circumstances which lead this course to be listed as developmental supportive.[15]

Since no data were available from SED or elsewhere to enable analysis of supportive services based on relationships with admissions and academic achievement indices, LCER sampling was undertaken. Retention or dismissal measures are used to determine if supportive services have been effective.

LCER analysis suggests that in a potentially effective program, at least 60 percent of the academic survivors would have used the supportive services. In addition, an effective program should have 60 percent or more of the students who have dropped out in the "not utilized" category for the respective service. Where there is close to a one to one distribution for both survivors and droputs between users and non-users it seems that the service can do little to explain the student's success or lack of it.

Counseling

In many instances counseling has received central attention as the means to assist the HEOP student through a complex adjustment process.

> A common and significant practice has been to increase the counselor-to-student ratio since the experience has been that HEOP students have more adjustment difficulties than the typical college student. They also have many problems to cope with in their personal lives; they need motivational support and bolstering of self-esteem and they need consistent follow-up in their academic activities.[16]

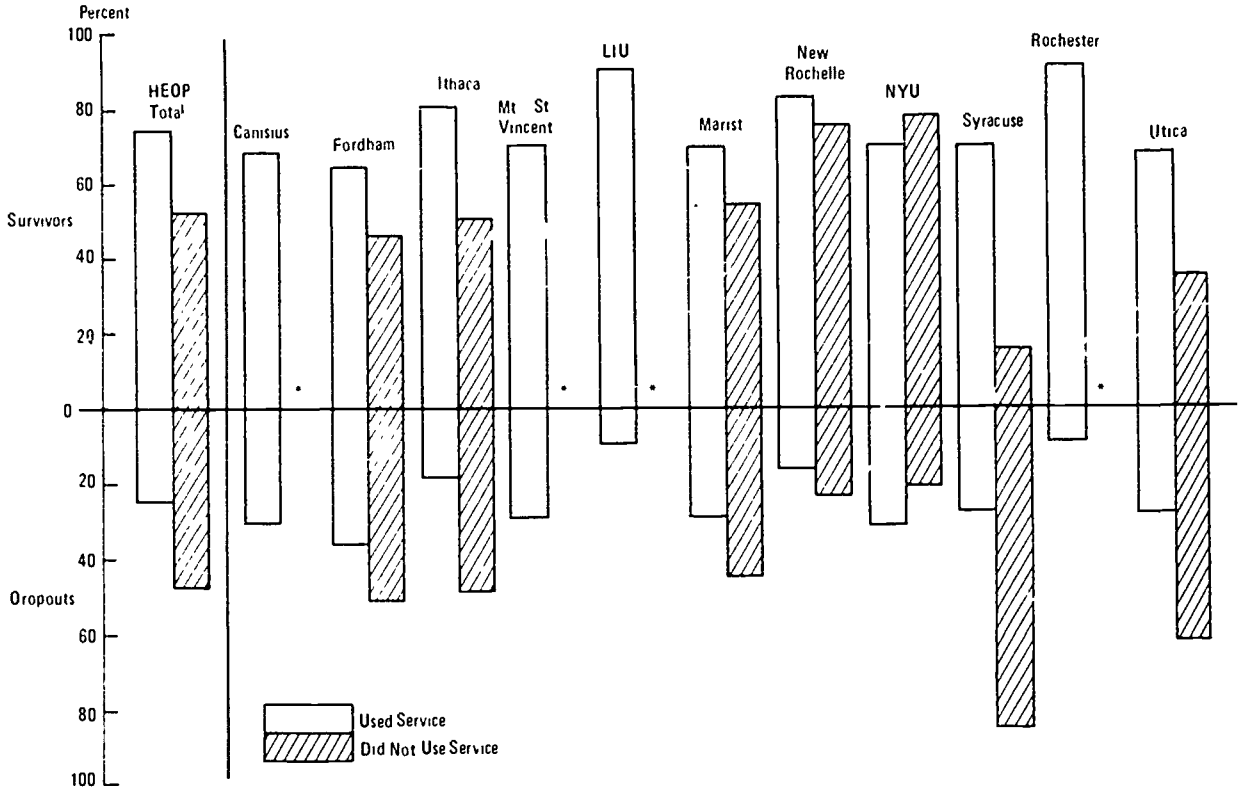
The primary types of counseling encountered were social, personal, academic, and career which can be administered via: peer group, professional interviews or group counseling approaches.

Chart 9 presents the use or non-use of counseling and the subsequent retention status of the HEOP students sampled. It should be noted that LCER auditors relied on a subjective "estimate" on the part of HEOP directors and staff as to whether sampled students had used this supportive service. The reason for using this approach was that records for student counseling were generally not kept in a systematic way, or not kept at all. Where records were available, they were found to be fragmented. Examples of good counseling information systems, however, were found at New York University, the College of New Rochelle and Ithaca College. Marist College and Cornell University maintained very marginal or no information on counseling.

The confidential nature of this information was one reason given the LCER staff as to why access to these records would not be permitted, however

Chart 9

Use of HEOP Counseling Services
and Academic Performance



*All HEOP students used service indicated.
Source: Appendix V, Table H.

often it was eventually found that no records could be provided to demonstrate exposure to this service.

At Cornell University the HEOP director claimed an extensive counseling and tutoring program was available to HEOP students through Cornell's special education project (at Cornell all minority students are automatically placed in this program). In spite of three specific inquiries as to whether any of the students sampled at Cornell had availed themselves of this service, no reply has been received.

As illustrated by Chart 9, no clear pattern emerges when counseling is related to retention or dismissal. At two schools, Syracuse University and Utica College, counseling seems to be a significant variable. At Syracuse University 74 percent of the users survived while 89 percent of the non-users dropped out. The Utica College counseling record also suggests an effective program. The survival rate among all users was 72 percent while 67 percent of the non-users had dropped out.

In the case of New York University a potentially dysfunctional trend occurs. A higher proportion of dropouts had used this service than those not using counseling.

In summary, more than three of every four students who had counseling survived. Of those who had no counseling slightly more than half survived.

Tutoring

Tutoring services are described as vital in assisting the HEOP target population overcome academic obstacles:

> A student who has the benefit of extensive and effective tutorial support has an excellent chance of succeeding in college if he takes a reduced load for the first two, three, or four semesters. His academic work is enhanced by the availability of a complete tutorial staff composed of faculty and students who provide subject matter in addition to relating to opportunity students.[17]

Like counseling, tutoring was found by LCER to be provided in several ways. However, the means of delivery and forms of tutoring were very similar to the way that counseling services were presented.

Once a student begins to demonstrate possible failure in a course, tutoring becomes critical. The College of New Rochelle takes an aggressive approach, making tutoring mandatory whenever a faculty or staff member advises it. Regular faculty members at New Rochelle have volunteered their time and services for tutoring.

At other schools in the HEOP sample, the availability of personnel performing tutoring became a target of conflict. A SED evaluation team visit at Fordham University related the following:

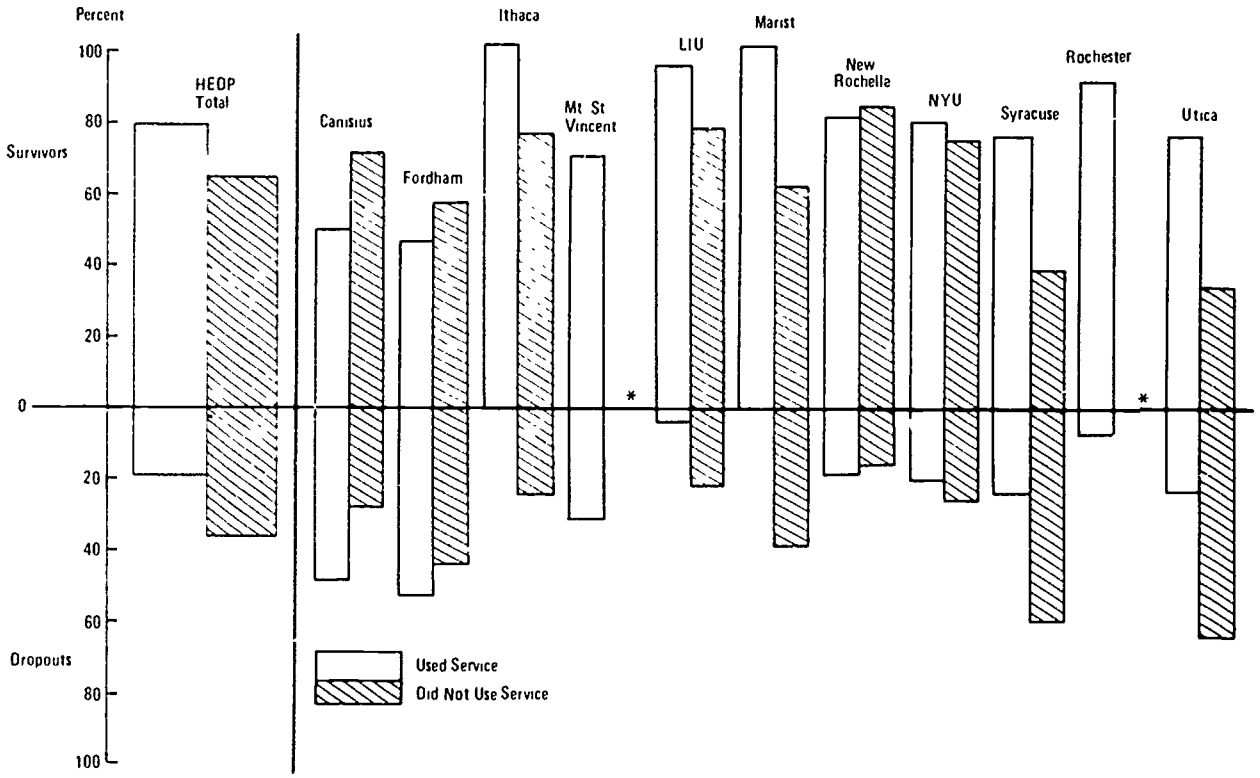
> Tutoring is haphazard at best. Most students (and the counselors) have yet to see the tutors hired from HEOP funds. The HEOP tutors are also tutoring all students at Fordham who expressed the need. Faculty do not understand that HEOP tutors are to assist HEOP students, not the general college population and have assigned any student with academic problems to HEOP tutors.[18]

Tutoring has had high utilization at some institutions and low utilization at others. At Ithaca College only two of 55 students sampled were recorded as utilizing this service. At Canisius College, four of 36 HEOP students were recorded as using it. Marist College findings reveal that only one of the 49 students sampled had utilized tutoring services. Schools with the highest ratio of sampled students given tutoring were: Mount Saint Vincent (100 percent utilization), College of New Rochelle (83 percent), Long Island University (68 percent), and Utica College (60 percent).

The effectiveness of tutoring as a supportive service will be judged in terms of the retention status of the HEOP students. As indicated in Chart 10 the tutoring component offers little in the way of explaining either attrition or retention. Eighty

Chart 10

Use of HEOP Tutoring Services and Academic Performance



*All HEOP students used service indicated.

Source: Appendix V, Table H.

percent of the students using tutoring stayed in school while 63 percent of those not using tutoring stayed in school.

Syracuse University and Utica College appear to have effective tutoring programs. At both schools there is high attrition among non-users and high retention among users.

In summary, 202 (39 percent) of the 518 HEOP students analyzed are on record as being tutored. Of the 202 using tutoring, 40 students (20 percent) had dropped out. Of the 316 not exposed to tutoring 117 (37 percent) had dropped out.

Of those tutored four out of five were retained. Without tutoring two out of three were retained.

Compensatory Education

The remedial and developmental coursework is offered to the HEOP students in several formats. Central administration officials at SED point to summer programs of such coursework as one of the most viable options.

> It has also been found that summer programs, for which approximately 10% of HEOP funds are expended, have made a significant contribution to the success ratio of program students. This attests to the contention that "bridge" or "vestibule" experiences can be productive in ameliorating the deficiencies in academic preparation held by most opportunity students.[19]

While all of the schools surveyed operated summer programs, some appeared more instrumental in preparing the HEOP students for the regular academic coursework than others. HEOP staff at the College of Mount Saint Vincent felt they operated a successful summer program. During summer 1972 the 15 incoming HEOP students all attended workshops in reading, writing and math. These workshops offered no degree credit and met for six weeks for four contact hours per week. The College of New Rochelle also operates a summer program for the HEOP students, which offers degree-bearing credits for successful completion of coursework.

> The offering consisted of a regular elective course in communication arts tailored to meet the basic needs of the students. It ran for two and one-half hours per day at three days a week. The students were given an additional day of basic reading skills and critical analysis. All students earned three credits for their work and received academic counseling, and were scheduled and registered by the end of the summer program.[20]

The summer of 1971 courses offered by the College of New Rochelle were: 1) Prose Analysis, 2) Writing Skills Workshop, 3) Introduction to Sociology, 4) Minority Groups in America, 5) Reading Skills.

A more diverse pattern for the summer coursework is suggested by the Fordham University program.

> A special summer program in 1969 for 80 students was held on the Lincoln Center campus. . . . Summer school attendance was required for 65 of the highest risk students. Students took survey courses which tuned them in to reading improvement. Papers were written daily on black history and Puerto Rican culture. Politically astute lecturers are said to have had "a lot to do with the politically viable position of the HEOP students as regard the entire college, e.g., the Black Studies Department, the library, et al, all without disruption."[21]

The summer program at Marist College is operated simultaneously with the Upward Bound summer program. Because 22 of 50 students sampled at Marist College had participated in Upward Bound, the issue of program duplication must be raised. Upward Bound is "a pre-college preparatory program designed to generate the skill and motivation necessary for success in education beyond high school among young people from low-income families and with inadequate secondary school preparation."[22] Of the 22 Marist HEOP-Upward Bound students, eight were either academically dismissed or had dropped out. A SED visitation report for Marist College noted that "students who were interviewed told us that there appeared to be no difference between the Upward Bound 'Bridge' Program and the HEOP Summer Program."[23]

Another approach to compensatory coursework is the use of remedial workshops attached to regular courses. These workshops would ideally assist the HEOP students in successfully completing the regular course.

Only at New Rochelle and NYU was information available specifying that these remedial courses were utilized for HEOP students. At the College of New Rochelle the only remedial courses used by the sampled students were in Spanish. New York University offered an extensive number of courses with remedial "workshops." However, it

Table 37

Utilization of Remedial/Developmental Coursework and Mean High School Average of Sampled HEOP Students

College	Mean High School Average	Percent Utilizing Remedial/ Developmental Coursework
Cornell University	86	0
New York University	81	60
Syracuse University	80	80
University of Rochester	80	51
Fordham University	79	32
Marist College	77	47
Ithaca College	77	13
Canisius College	77	50
College of Mt St Vincent	75	100
College of New Rochelle	74	66
Long Island University	71	72
Utica College	71	72

Source: LCER Sample, September 1973.

was found that a number of students were enrolled for the remedial course but not in the related regular course. This is a questionable practice since the purpose of these remedial courses is to aid the student in passing the regular course that he or she is taking.

The majority of developmental courses that LCER staff reviewed were in basic or "core" areas such as introductory English, mathematics, writing, history, sociology, etc. Certain schools in the sample employed highly specialized courses with subject matter normally considered regular, not remedial or developmental. Specialized courses at sampled colleges were: College of New Rochelle—Economics of Poverty, Black Writers, Society Today, Third World Politics and Africa's Religious Tradition; New York University-History of Film, History of the Broadcast Program, Afro-American Music in the United States, Masterpieces of Spanish-America Literature and Community Services and Community Control; Fordham University—Afro-American and Christian Revelation, Puerto Rican Studies and Black Studies; University of Rochester-Survival Orientation and Preventive Medicine.

At Cornell University there was no evidence that any of the students sampled had utilized this supportive service. Only 13 percent of Ithaca College HEOP students in the LCER sample had taken remedial or developmental coursework. Other schools and their utilization rates were: Fordham University (32 percent), Marist College (47 percent), Canisius College (50 percent), University of Rochester (51 percent), and New York University (60 percent). Sampled HEOP schools with high utilization rates were: College of Mount Saint Vincent (100 percent), Syracuse University (80 percent), and Utica College (72 percent).

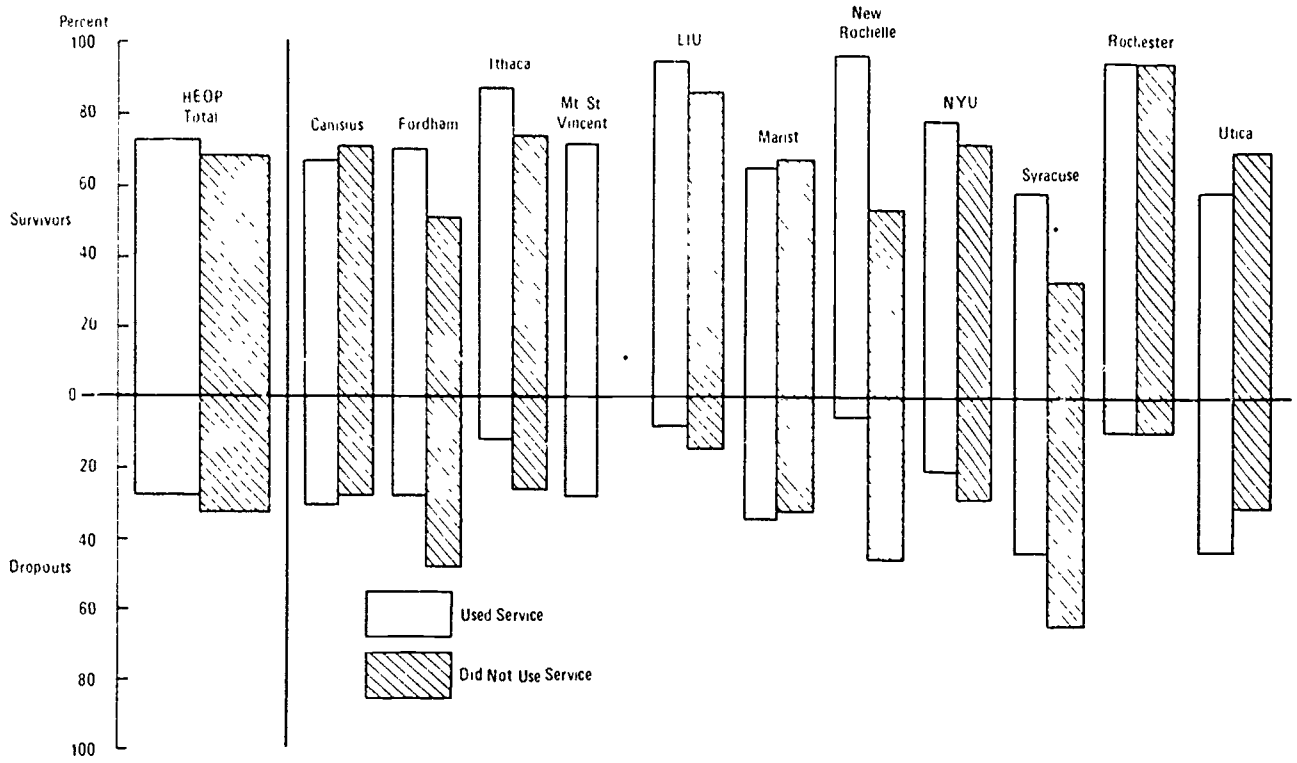
Since the developmental and remedial coursework component of the supportive services is intended to be instrumental to student success in the HEOP program, those students with high school averages above 80 and no utilization of coursework must be reviewed from the standpoint of original eligibility for the programs. (See Table 37.) Cornell University's sampled HEOP students had a mean high school average of 86 (57 percent of Cornell's sampled HEOP students had high school averages of 80 or above). This represents the highest mean average for the colleges sampled and is 15 points higher than the 71 mean high school average for Long Island University and Utica College (the two lowest averages for the sample). Exhibit I, page 72, displays the range and means of sampled students at the HEOP colleges.

Actual analysis of relationships between high school averages (above 80), non-utilization of remedial/developmental coursework and being "still enrolled" in college shows a very mixed performance in terms of proportions of students in this category. Generally, the higher the mean high school average, the greater was the possibility of the student not utilizing these courses and surviving. (The four schools with the highest mean high school averages had 43 students in this category while the four schools with the lowest mean high school averages had three.) It must be noted that individual schools do not reflect this general trend. For instance, Syracuse University accepts a target population with an 80 mean high school average, yet 80 percent of their students had utilized this coursework.

Chart 11 describes the retention or attrition status of sampled HEOP students in relation to their use or non-use of remedial or developmental coursework. For four of the schools sampled (Canisius, Marist College, New York University and the University of Rochester) success or failure in terms of attrition or retention is not explained by utilization or non-utilization of this support service. Essentially equal percentages (within six percentage points) of students had been retained whether they had utilized or not utilized the remedial and developmental coursework. Only one

Chart 11

Use of HEOP Remedial/Developmental Coursework and Academic Performance



*All HEOP students used service indicated.

Source: Appendix V, Table H

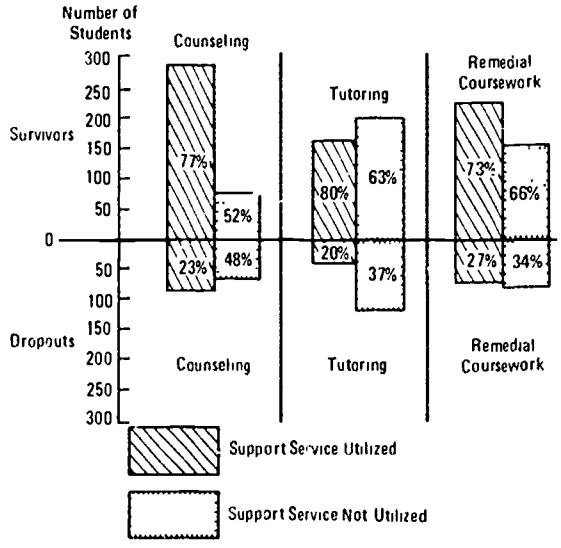
school emerges from the coursework analysis as having a potentially effective component of this type. At the College of New Rochelle five of the six dropouts had not used this service while 18 of the 23 survivors had. (Ninety-five percent of the user[s] survived while non-users had a fifty-fifty chance of survival).

At Long Island University 27 of 29 students (93 percent) of the students taking remedial courses survived and 80 percent (9 of 11) survived with no remedial work. At the University of Rochester 92 percent survived with remedial courses and 92 percent survived without help.

In summary, for the whole sample about three of every four students who had remedial work survived but two out of three who had no such help survived also (see Chart 12). Of all services analyzed it appears that counseling had the most effect on the retention of HEOP students. Three-quarters of the students who used this service were survivors.

Chart 12

Use and Results of Support Services in HEOP Colleges



Source: Appendix V, Table H.

IV ACADEMIC ACHIEVEMENT

The SEEK, HEOP and EOP programs in New York must be assessed from the perspective of the academic achievement of the disadvantaged student.

> Success is considered in terms of attrition, workload, rate of accumulation of credits toward the degree and academic improvement.[1]

Elsewhere in this evaluation it was noted that efforts to achieve higher academic outcomes clustered primarily around the supportive services components, and on restricted credit loads. However, this is not to suggest that other means are not also utilized to improve the probability of successful academic outcomes. Some of these means center on the academic standards and guidelines in effect for program students. Credit for remedial/developmental coursework, a restricted credit load, and a prolonged period of time for program completion are program aspects that have a definite impact on academic standards and guidelines.

SEEK STUDENT ACHIEVEMENT

Many of the SEEK programs do not require that a 2.0 or more cumulative grade point average be maintained during the first two years of college work. However, here, the program requirements are consistent with the requirements usually in effect for regular college students. One program, SEEK at Brooklyn College, builds additional relaxation of academic standards for SEEK students on top of this already flexible policy of not maintaining a 2.0 cumulative grade point average in the early years of college.

> Students in the SEEK Program who are allowed to enter their third year shall be subject to the same retention standards as regular CLAS (College of Liberal Arts and Sciences) students at the same academic level, except that any minus index acquired by a SEEK student in his first two years shall *not* be considered in determining whether or not the student meets the Retention Standards of the College.[2]

This represents a most generous example of relaxation of academic standards found in relation to a SEEK program, since it has the impact of not only delaying evaluation of the students' early academic performance (i.e., the first two years), but actually factors out completely any evaluation of "D," or "F" grades earned during that period, while it continues to factor in "A," "B", and "C" grades earned during this same period. Thus, there is total forgiveness of poor academic performance during the first two years of college. While many public and private colleges relax academic standards somewhat for special program students, this grading and retention policy at Brooklyn College appears most liberal.

Lack of Time Requirements

A significant feature of relaxation of academic standards and guidelines encountered in SEEK programs routinely is the apparent lack of time requirements for completion of college work. Routinely, the literature and administrative guidelines for special programs for disadvantaged students anticipate reduced credit loads in the first year of the program, and a prolonged period for program completion. However, nowhere can we find evidence that the prolonged period anticipated for the special program was to exceed five years. Yet, the SEEK program for many students involves more than five years without any apparent penalty. Additional evidence of this is offered in one of Brooklyn College's standards for placing SEEK students on probation: "SEEK students are placed on probation . . . if they fail to accumulate at least 20 credits during their first two years."[3] If it is assumed that a SEEK student accumulates exactly 20 credits of work during his first four semesters at Brooklyn College, he would require at least an additional *seven* semesters to fulfill the degree requirement of 128 credits if he passed 15 credits a semester. No other SEEK program surveyed established standards of academic progress based in part upon time. Since routinely, for other special programs in New York, five years would be considered a maximum acceptable time frame, rather than a minimum one, the SEEK program is unique.

Table 38

Credits Given For Compensatory Coursework To Academic Survivors

		Total Credits	Credits from Remedial/Developmental Coursework	Percent of Total
Brooklyn*				
Student	1	133	30	23%
	2	128	17½	14
	3	128	15	12
	4	90	14	16
	5	64	33	52
	6	88	27	31
	7	91	15	16
	8	57	11½	20
	9	54	12	22
		833	175	21%
City College				
Student	1	147	18	13%
	2	76½	17	22
	3	74	24	32
	4	128	14	11
	5	121½	18	15
	6	85	16	19
	7	11	5	45
	8	48	11	23
	9	37	22	59
	10	16	8	50
	11	18	9	50
	12	35	14	40
	13	19	13	68
	14	36	13	36
	15	30	14	47
	16	21	15	71
	17	38	16	42
	18	17	14	82
	19	19	8	42
	20	11	8	73
	21	23	6	26
		1,006	283	28%
Queens				
Student #	1	82	25	30%
	2	71	28	39
	3	61	38	62
	4	35	30	86
	5	23	22	96
	6	44	21	48
	7	34	30	88
	8	40	24	60
	9	22	21	95
	10	10	10	100
	11	8	8	100
	12	7	6	86
	13	5	5	100
		442	257	58%

*At Brooklyn College, credits for remedial/developmental coursework were provided by the Registrar's Office.

Source: LCER Sample, September 1973.

Table 39

Distribution of SEEK Program Students by Subject Area

Subject Area	Percent of Total	No of Students
Humanities	20%	27
Social Science (Education)	50% (17%)	65 (22)
Science	26%	34
Other	4%	5

N = 394, R = 131

Source LCER Sample, September, 1973

Credit for Compensatory Courses

At three of the senior colleges — Brooklyn, City College and Queens — credit generation of survivors was greatly augmented by credits earned for remedial/developmental coursework as shown on Table 38.

This indicates that substantial portions of some students' credits are due to compensatory courses. For these students compensatory course credit appears to be the critical difference between satisfactory credit generation and almost no credit generation at all.

Majors

The scant data on distribution of major fields of SEEK students reveals heavy concentration in the social sciences particularly education, followed closely by science and the humanities (See Table 39). In the social sciences and sciences, SEEK students tend to concentrate in such applied fields as accounting, business administration, social work and nursing.

Academic Performance

The significant factors to consider in evaluation of the academic performance of special program students are 1) retention and 2) satisfactory progress toward the degree.

One recent study of higher education for disadvantaged students optimistically reports:

> . . . the most important and encouraging single finding in this study is that disadvantaged students do relatively well in college, almost as well as students at the same institutions who come from typical middle-class backgrounds. True the disadvantaged student usually does

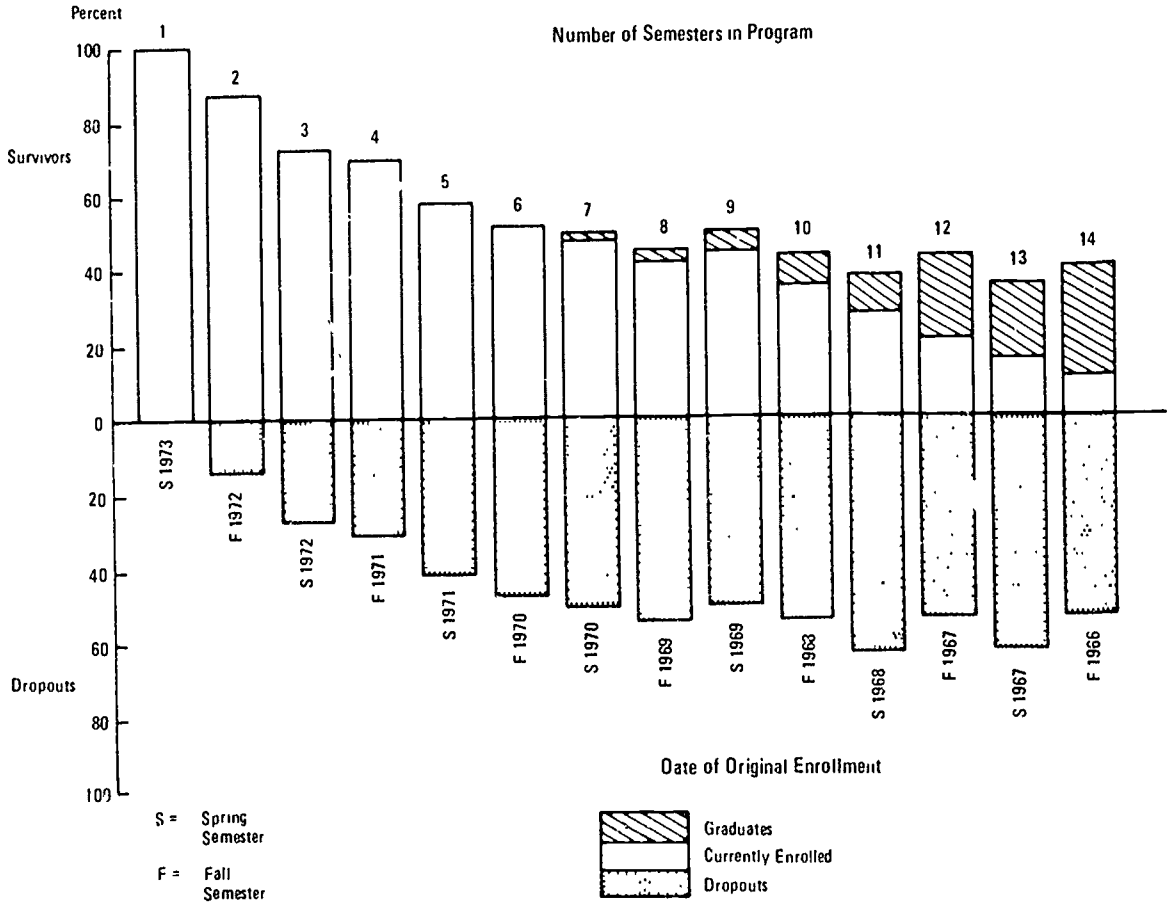
not have as high a grade-point average as the student who made good grades in high school and received high scores on ability tests, but his chances of dropping out of college are no greater than those of the better prepared student. Further college attendance does not have the discouraging effect on the underprepared student that many people claim. On the contrary, his determination to complete college and even to go on to graduate work is strengthened by his experience as an undergraduate. This study did not, of course, cover a long enough period of time for us to know whether these high aspirations are realized.[4]

This audit did cover a sufficient period of time to evaluate the SEEK program, and found no grounds for such a positive assessment of SEEK student academic achievement. As this section indicates, not only is SEEK student academic achievement poorer than that of CUNY's regular students, but it is also poorer than that of the open admission population enrolled at CUNY's senior colleges.

The open admission students often have comparable academic backgrounds to SEEK students in terms of high school averages, and consequently on that basis cannot be regarded as a pool of "better prepared" students. Furthermore, open admission students do not have as intensive exposure to supportive services and other oppor-

Chart 13

SEEK Attrition and Retention as Proportion of Original Enrollment (To Spring 1973)



Source: Appendix V, Tables I, J, and K.

tunities (as a restricted credit load, etc.) provided to students in the SEEK program.

In Chart 13 SEEK self-reported student survival is shown from the term of entry to the spring of 1973. Of concern, is the fact that some members of the earliest entering classes are still enrolled. One-third of the entering class of fall, 1966 at Brooklyn College is currently enrolled *after what appears to be seven years of college attendance.* It is possible that in this self reported data, the date of entry is misleading on the matter of actual years of college attendance, since leaves of absence could account for some of the seemingly prolonged attendance recorded. Nevertheless, the data secured by sampling included the number of semesters in program and the date of entry. It reaffirmed that students actually enrolled for prolonged periods of time.

Chart 13 shows that graduates become predominant among survivors only in the case of classes that entered during, or before the fall of 1967. This is a substantially different pattern than that for other special program efforts in New York, where five and one-half years would more likely be a maximum and not a minimum timespan for successful completion of a college degree.

Table 40 demonstrates little difference between CUNY's reported survival rates, and those of the LCER student sample.

As Appendix V, Table K reveals, for early entering classes the overall attrition is under 50 percent in only one case, the fall 1966 entering class at Brooklyn College. Attrition ranges as high as 83 percent for the spring 1968 entering class at York College.

There is a gradual increase in attrition for students in older classes. Apparently, it cannot be assumed that mere academic survival for a long period of time will result in ultimate graduation. Annual attrition rates for each program year based upon students dropping out without regard to date of entry of dropouts are shown on Table 41. These data can be viewed in comparison to the annual attrition rate for regular students in CUNY senior colleges of 14 percent. For recent years, SEEK student attrition has averaged 25 percent. This is almost twice the 14 percent attrition rate of regular students. Just as importantly, it is *only* four percent less than that of open admission students with comparable high school backgrounds. Since open admission students are academically disadvantaged and do not receive the intensive program support available to SEEK students, a four percent different in attrition rate is not an impressive program showing.[5]

Almost no breakdown of reasons for attrition is provided by CUNY. Instead, a "lumped" attrition statistic is presented that excludes only graduates of CUNY senior colleges, but fails to exclude any other of the myriad of attrition conditions.

Chart 14 indicates that over 50 percent of all SEEK students sampled were dropouts, and over 20 percent of these were academically dismissed. Queens College had the highest proportion of dropouts, as well as the highest proportion of those academically dismissed. York College had the lowest proportion of dropouts, and Brooklyn College had the lowest proportion of those academically dismissed.

Table 40

Comparison of CUNY Reported and LCER Sample Reported SEEK Student Survival (To Spring 1973)

Date of Entry	SEEK Reported Survival		Sampled Student Survival	
1966 67	205/537	38%	12/43	28%
1967 68	284/760	37	17/55	31
1968 69	438/1,025	43	25/67	37
1969 70	549/1,293	42	32/76	42
1970 71	1,000/1,896	53	40/63	63
1971 72	1,626/2,336	70	52/78	67

Source. LCER Sample, September 1973 and from information contained in *SEEK Final Report*, 1972-73

Satisfactory Progress

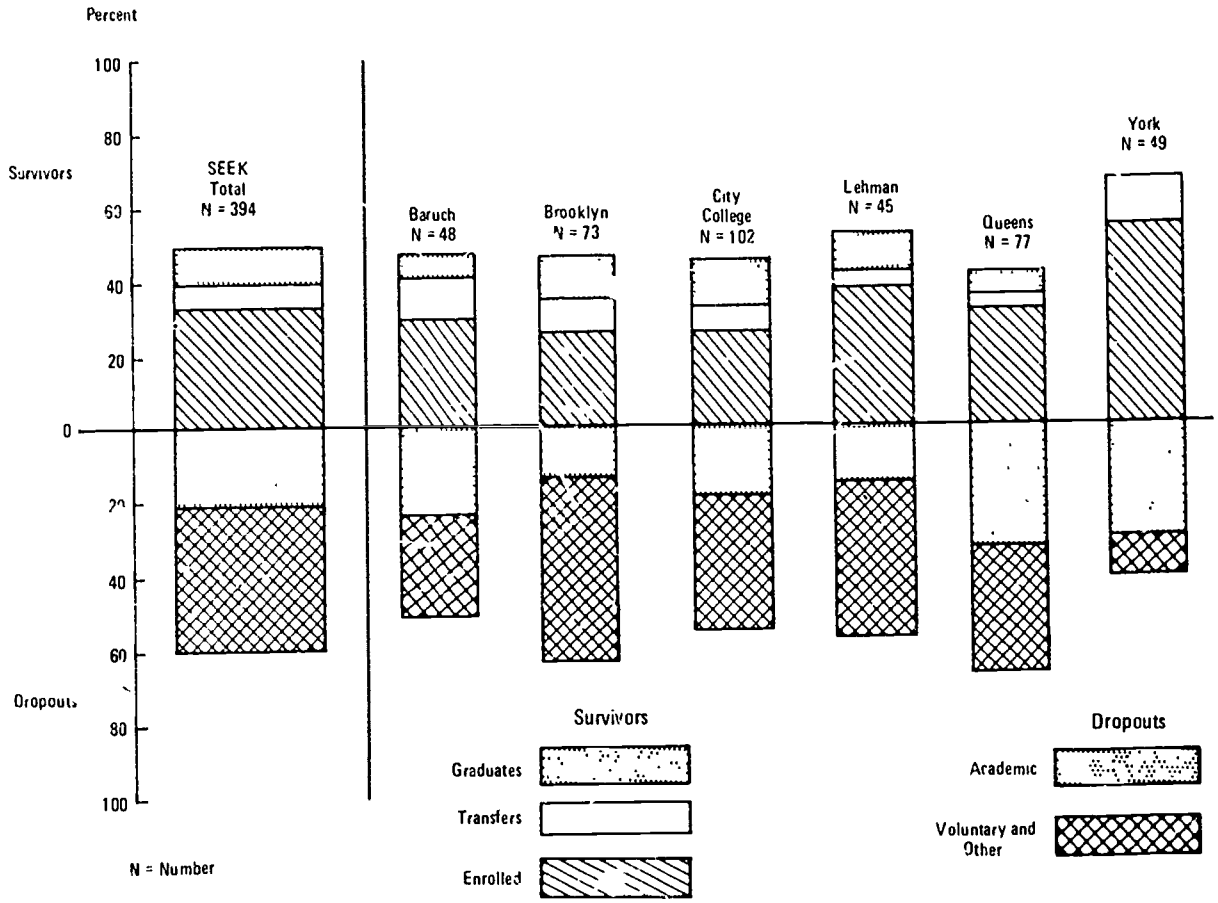
Another measure of academic performance is "satisfactory progress toward the degree." Overall, of the 394 SEEK students sampled in attendance at CUNY senior colleges four years or more, only 26 or 7 percent of this number, had actually graduated from college.

In this section, consideration will be given to the academic progress of all SEEK students sampled. Credit generation toward the degree is often thought one of the best indices of academic performance. It will be recalled that ". . . rate of accumulation of credits toward the degree . . ." was considered a basic measure of "success" by the State Education Department.

Chart 15 shows the accumulation of credits by semester for surviving SEEK students in the sample. Students above the line are accumulating credits at a satisfactory rate while those below are not. The grade point average above or below 2.0 is

Chart 14

SEEK Attrition/Retention at CUNY



Source: Appendix V, Table L.

Table 41

SEEK Program One Year Attrition Rate for Fall Entry Classes from 1966-67 through 1971-72

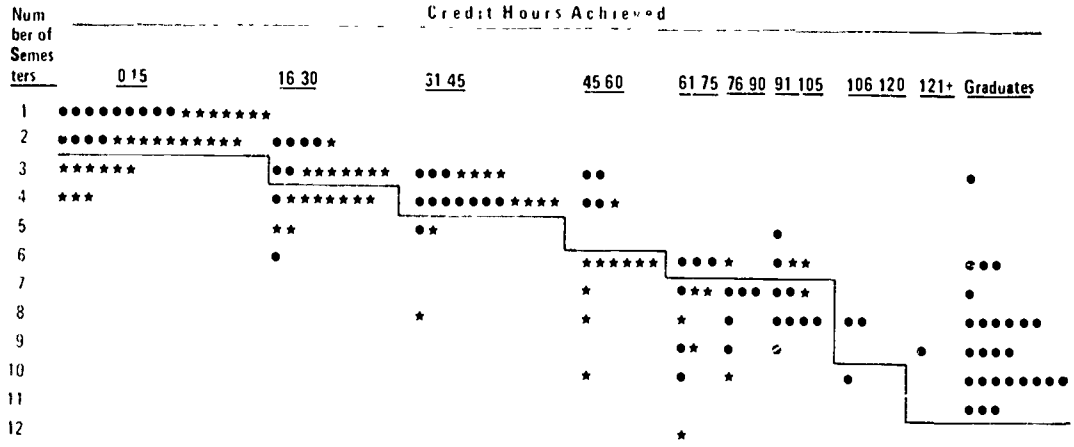
Year of Attrition	Baruch		Brooklyn		City College		Lehman*		Queens		York*	
1966-67			10/ 35	29%	31/ 190	16%			70/117	60%		
1967-68			20/ 88	23	62/ 332	19	12/ 96	13%	41/219	19	5/ 40	13%
1968-69			50/ 347	14	43/ 482	9	22/146	16	43/306	14	10/ 64	16
1969-70	18/146	12%	72/ 557	13	65/ 657	10	23/198	12	66/557	12	25/ 84	30
1970-71	104/355	29	232/ 906	26	176/ 898	20	89/423	21	136/772	18	55/154	36
1971-72	119/409	29	353/1,143	31	207/1,084	19	111/425	26	247/958	26	51/235	22
Average Annual Attrition Rates		23%		23%		16%		18%		25%		23%

*First entering class (1967-68) was spring semester, accordingly 1967-68 attrition rate is for one semester only.

Source: Calculated by LCER staff from information contained in SEEK Central Office, City University of New York, Retention Data by College of Original Enrollment (unpublished tables, April 1973).

Chart 15

CUNY Status of Surviving Students



★ = 1 9 and below grade point average—unsatisfactory
● = 2.0 and above grade point average—satisfactory

Note Students above stepline indicate a umulation of credits at a rate sufficient for satisfactory progress toward a degree.

Source: LCER Sample, September 1973.

also indicated. The full-time status must be questioned for a student who has been enrolled for ten semesters with passing grades and still managed to accumulate less than 75 hours credit. Subject to even greater question is the student in attendance for 10 semesters who has still not attained a 2.0 average for his 60 hours credits.

The chart reveals that less than half the students who have survived are accumulating a satisfactory number of credits with a 2.0 average.

There are two contributing factors for such slow progress. On Table 42 it can be observed that part of the reason is inability to successfully complete credit loads attempted. Another factor has to be failure to attempt and achieve credit loads normally associated with full-time status. This has already been demonstrated on Tables 27 and 28 which compare credits earned during the first and third semesters by SEEK students, to those earned by open admission and regular students. It was demonstrated that only open admission students with high school averages below 70 failed to earn more credits than SEEK students.

Table 43 places credit generation of SEEK students in the comparative perspective of achievement by open admission and regular CUNY students. It gives SEEK students sampled the benefit of credit generation during their *entire*

Table 42

Percent of Degree Credits
Earned/Degree Credits Attempted
(At Three Senior Colleges)

College	Proportion of SEEK Students with Credit Ratio									
	75% & Above		50%-74%		25%-49%		Less Than 25%		No Credit Ratio	
Baruch N = 48	22	46%	12	25%	6	13%	2	4%	6	13%
Brooklyn N = 73	40	55%	15	21%	5	7%	0	0%	13	18%
City N = 102	54	53%	23	23%	10	10%	0	0%	15	15%

Note: Credit Ratio = Degree Credits completed/degree courses attempted (based on all coursework).

Source: LCER Sample, September 1973.

Table 43

Comparison of SEEK Open Admission and CUNY Regular Students' Credits Earned

College	SEEK Sample*		Open Admission** (Under 70 HSA)	Open Admission** (70 79 HSA)	Regular Students** (80 & Over HSA)
Baruch	14/48	29%	18%	42%	72%
Brooklyn	33/71	46%	12%	54%	85%
City College	43/102	42%	12%	39%	65%
Lehman	12/39	31%	21%	65%	88%
Queens	23/66	35%	–	42%	73%
York	8/34	24%	21%	50%	67%

*Proportion ever earning 36 or more credits (regardless of number of semesters required)
**Proportion earning 36 or more credits in first three semesters.

Source LCER Sample, September 1973 and from David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York. Office of Program and Policy Research, City University of New York, April 1973). pp. 13. 21. and 27.

college tenure, while it includes only *three* semesters of credit generation for open admission and regular students. It can be seen that even with such an edge, SEEK student achievement is substantially under that of regular students. Further, except for the open admissions group with high school averages under 70, it is below the achievement of open admission students.

Substantial numbers of SEEK students may not be expected to duplicate the early credit generation ability of either regular students, or of open admission students with high school averages above 70. The program, as measured by the academic achievement of SEEK students sampled has failed to close the gap between SEEK students and most other students both regular and open admissions in attendance at senior colleges.

Tables 44 and 45 present less comparable data, but do reflect the same findings. They compare SEEK students sampled to open admission and regular students with respect to a composite index of credit generation and grade point average. SEEK students continue to outperform *only* the open admission students with high school averages under 70. They continue to fall far behind regular students and open admissions students with averages above 70.

Perhaps more significantly, when the SEEK student information presented in these two tables is considered by itself, it shows a low proportion of

Table 44

Comparison of SEEK, Open Admission and Regular CUNY Students Grade Point Average

	Proportion of Students with at Least 2.0 GPA				
College	SEEK Sample*		Open Admission** (Under 70 HSA)	Open Admission** (70-79 HSA)	Regular Students** (80 + HSA)
Baruch	14/47	30%	28%	55%	84%
Brooklyn	25/65	38	44	64	88
City College	35/93	38	8	45	80
Lehman	12/39	31	33	60	89
Queens	31/57	54	–	75	94
York	4/34	12	49	73	86

* Proportion with at least a 2.0 GPA as of last semester that cumulative grading information was available for each student in sample (whose date of entry would allow time for three semesters work or more).

**Proportion with at least a 2.0 cumulative GPA after first three semesters.

Source: LCER Sample, September 1973 and from David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York: Office of Program and Policy Research, City University of New York, April 1973), pp. 17, 24, and 28.

Table 45

Comparison of SEEK, Open Admission
and Regular CUNY Students
Grade Point Average
And Composite of Credits Earned

College	Proportion of Students Earning 36 or More Credits with at Least 2.0 GPA				
	SEEK Sample*		Open Admission** (Under 70 HSA)	Open Admission** (70 - 79 HSA)	Regular Students** (80+ HSA)
Baruch	9/46	19%	14%	36%	68%
Brooklyn	16/71	23%	10%	45%	81%
City College	25/102	25%	4%	30%	63%
Lehman	7/39	18%	12%	50%	82%
Queens	14/57	25%	–	41%	73%
York	3/34	9%	21%	45%	63%

* Proportion earning 36 or more credits with at least a 2.0 cumulative GPA as of last semester that cumulative credit generation and grading information was available for each student in sample (whose date of entry would allow time for three semesters work or more).

**Proportion earning 36 or more credits with at least a 2.0 cumulative GPA after first three semesters.

Source LCER Sample, September 1973 and from David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York. Office of Program and Policy Research, City University of New York, April 1973), pp. 20, 26, and 30.

SEEK students with grade point averages of at least 2.0, or "C", except at Queens College, and a very low proportion of students at all schools (25 percent or less) that had earned 36 or more credits with at least a 2.0 grade point average. Since a 2.0 grade point average is required along with 128 credits for graduation, this showing suggests that as far as academic performance is concerned the future, as well as the present, may be difficult for the SEEK program. Thus, the SEEK program has been shown to be ineffective when measured by these several academic indices.

Table 46 and Chart 16 depict the progress toward a degree of program survivors. The standard of "satisfactory progress toward the degree" anticipates a credit accumulation just one year behind regular standards and the achievement of a 2.0 average. Though not necessarily that in effect at CUNY senior colleges, the standard is utilized by the State Education Department.

Of the 394 students sampled, only 26 have graduated and 51 others are making satisfactory progress toward a degree. Even when graduates are added, less than half those still enrolled can be classified as successful. On Chart 16 only Booklyn and Queens colleges show more students making satisfactory progress than not. These two colleges, as described previously, have altered or modified academic programs for SEEK students.

EOP STUDENT ACHIEVEMENT

The requirements for satisfactory academic progress on the various SUNY campuses are not as

Table 46

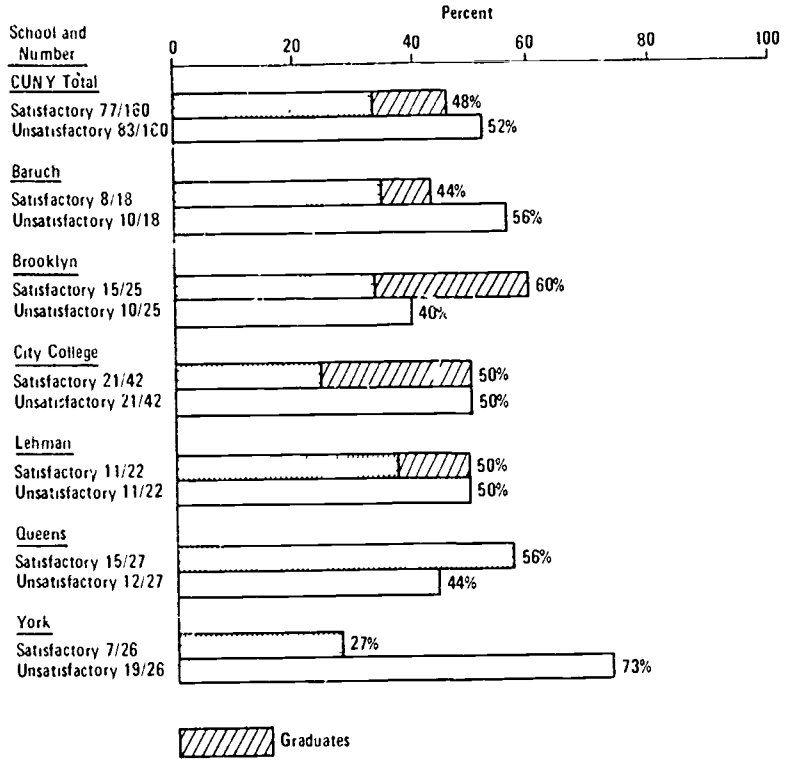
Attrition Rates and Satisfactory Degree Progress
CUNY Sample Students

	No. In Sample	No. of Dropouts	Rate of Attrition	Transfers	Grads	Currently Enrolled Students	
						Satisfactory Progress	Unsatisfactory Progress
Baruch	48	26	54%	4	2	6	10
Brooklyn	73	41	56	7	7	8	10
City College	102	55	54	5	12	9	21
Lehman	45	24	53	1	3	8	9
Queens	77	48	62	2	2	13	12
York	49	18	37	5	0	7	19
CUNY Total	394	212	54%	24	26	51	81

Source: LCER Sample, September 1973.

Chart 16

Progress Toward the Degree
of SEEK Program Survivors
(Currently Enrolled and Graduates)



Note: Satisfactory progress toward degree = grade point average of 2.0 or above and credit generation of 15 hours per semester after the first two semesters.

Source: LCER Sample, September 1973.

uniform as those for the private schools and not as liberal as CUNY. Overall guidelines designate 25 percent more time than is allowed regular students, 10 semesters instead of eight. All SUNY units require 120 to 128 credits for graduation with the majority of schools requiring 120 credit hours. Since an average credit load of 15 hours per semester is required to graduate in four years, an average of 12 hours per semester is necessary to graduate in five years. SUNY schools use a number of innovations for program students to reach this goal.

Albany schedules the course requirements for using the additional time:

By the end of
- 2nd semester — 9 degree credits
- 3rd semester — 21 degree credits
- 4th semester — 33 degree credits
- 5th semester — 45 degree credits
- 6th semester — 60 degree credits

A regular 15 hours per semester is expected during the last two years. Albany also permits withdrawal from a course without penalty up to the date of the final examination. Brockport guidelines state that: "All EOP students may normally have a 3-semester period which is a probationary period, to indicate ability to earn a baccalaureate degree at Brockport."[6] Actually SUNY central administration makes this same point in the financial aid section of the guidelines. "Evidence of probable successful completion should be firmly established by the end of three semesters in the campus program."[7]

Brockport also has a most liberal academic policy for students who have been dropped.

> An EOP student whose cumulative index is below the minimum average for retention and whose academic progress is unsatisfactory at the end of two semesters, will have his course work

evaluated in the same manner as is followed in evaluating the course work of a student who applies for readmission after academic dismissal.* (In EOP student's case, the year absence from campus provision is waived.)

*All grades on the record below "C" will be removed from the student's transcript. He will start the third semester with a 0.00 cumulative average.[8]

This represents a serious relaxation of academic standards, for it removes all penalty for failing work.

At Buffalo College, academic standards for EOP were presented as being the same as that for regular students for the 1971-72 academic year. Students who do not complete a minimum of 24 hours with passing grades in both regular and developmental coursework must make up the deficits in summer school. Dismissal as at several other EOP programs is handled by the same processes as for regular students with an option — a direct appeal by the director for particular students.

The Buffalo University requires that 12 semester hours with a 2.0 average be completed every semester. No mention was made of program requirement beyond this point, indicating that standards are much the same for special students as for regular.

Initially Oneonta permits a more gradual adjustment in grades as well as credit hours. Students are encouraged to meet at least minimum performance standards:

Work Completed	G.P.A.
1st semester or 0-15 hours	1.00
2nd semester or 16-29 hours	1.70
3rd semester or 30-45 hours	1.85
4th semester or 46-60 hours	1.95
5th semester or above 60 hours	2.00

At Oswego, program students may be given three semesters, as compared to two for regular students, to achieve a 2.0 cumulative G.P.A. The program's plan for termination does not differ from that which has been established by the college. Readmission to the program without penalty, after a student has been terminated is at the discretion of the director of the program.

At Stony Brook EOP students are only expected to complete nine hours per semester the first two semesters. The regulations affecting EOP are handled by the regular Committee on Academic Standing at the college.

The SUNY-EOP guidelines encourage the use of pass/fail designation for grading:

> the college should take such measures as providing a reasonable number of pass/fail or pass/no-credit options for opportunity students—as well as others—particularly in their first two years of matriculation status.[9]

This pass/fail course grading is available to all students at all schools sampled in varying degrees. EOP programs used this system where available, but only at Albany were students, both regular and special, allowed to take pass/fail courses for their entire first two years.

Pass/fail can be used to good advantage as is illustrated by a student who transfers from a community college and exercises the option of converting a mediocre record to all P's. He then continues the final two years being careful to opt for P's in all courses where good grades are not assured. This can result in a very high cumulative average — even 4.0.

Special Courses

SUNY has not funded through EOP the variety of special courses found in some City colleges. Although the seven schools have offerings in ethnic studies, they were established as regular college courses and are not considered compensatory. The remedial and developmental coursework at the six SUNY schools, (Brockport does not currently offer any special coursework) are addressed to enriching basic skills e.g., reading, math, and courses designed to prepare or parallel basic introductory courses such as English 100. These courses are taught by regular faculty except the remedial courses at Albany and the Student Life Course at Buffalo College. The Student Life Course is a general elective taught by EOP counselors:

> Student Life is a required course for all incoming EOP students. It attempts to cover the whole range of the college experience dealing with such topics as interpretation of college regulations, study skills, career planning, drug abuse, tools for interpersonal relationships, the Liberal Arts College Community as it relates to self, etc.[10]

One course of interest seemingly designed for special students is an education course, "Teaching Reading to the Disadvantaged" described as follows:

> Ed. 150 consists of taking EOP students to the inner-city where they assist in the instruction of reading to elementary grade students. They receive intensive instruction in reading techniques and special workshops twice a week, in addition to working with their own student three times a week. The growth of both the tutor and the tutee is stressed throughout the semester. This course has the highest retention rate of any course EOP students take.[11]

Course titles at other SUNY schools confirm that courses are designed solely to develop academic preparation and to allow students to progress into the college mainstream. Course titles include Fundamentals of Math at Albany, Communications and Study Skills at Buffalo University, English Communication at Oneonta, and Developmental English at Stony Brook.

Overall SUNY requirements for satisfactory academic progress are geared more closely to those of the regular students than in common with the other sectors of the special program. However, the "revolving door" policy at Brockport which allows re-entry without penalty was equaled only at Brooklyn College among the other schools.

Correlation With the High School Record

Academic success or failure seldom correlates completely with other indices. However, in the case of our SUNY sample there is a clear relationship between high school rank and averages and success or failure in the college program.

Table 47 summarizes high school average and high school rank and relates the sample students' success or failure to these characteristics.

Table 47

Attrition Rank by
High School Average and Rank

High School Average	Attrition Rate	High School Rank by Quintile	Attrition Rate
81 & Above	19%	1	25%
71-80	48	2	33
61 70	43	3	46
60 & Below	75	4	51
		5	52

Source: LCER Sample, September 1973.

It appears that high school average and rank are reasonably good predictors of academic performance (as measured by attrition rates) for special program students at SUNY.

Table 48 shows the mean grade point average for the individually sampled surviving students at the seven institutions. The mean index ranges from 2.10 at Buffalo College to 2.81 at Buffalo University. The range of this grade point average for the schools is spread throughout the entire academic scale.

Table 48

Grade Point Averages for Survivors

School	Number	GPA Mean	GPA Range
Albany*	8	2 53	1 72 – 3 32
Brockport	32	2 26	45 – 3 41
Buffalo Coll	30	2 10	57 – 3 02
Buffalo U	53	2 81	1 00 – 3.90
Oneonta	36	2 22	86 – 2 96
Oswego	22	2 29	50 – 2.90
Stony Brook	34	2 49	50 – 4 00

*Excludes twenty students on pass/fail basis.

Source: LCER Sample, September 1973.

The seven schools in the LCER questionnaire were requested to provide EOP and regular students' grade point data at standard intervals. Only Brockport and Oneonta provided this information in a comparable format as shown in Table 49.

EOP students are overly represented in the two lower 0-1.6 intervals, but under-represented in the

Table 49

Comparison of Cumulative
Grade Point Average
Regular and EOP Students
Fall 1968 — Spring 1972

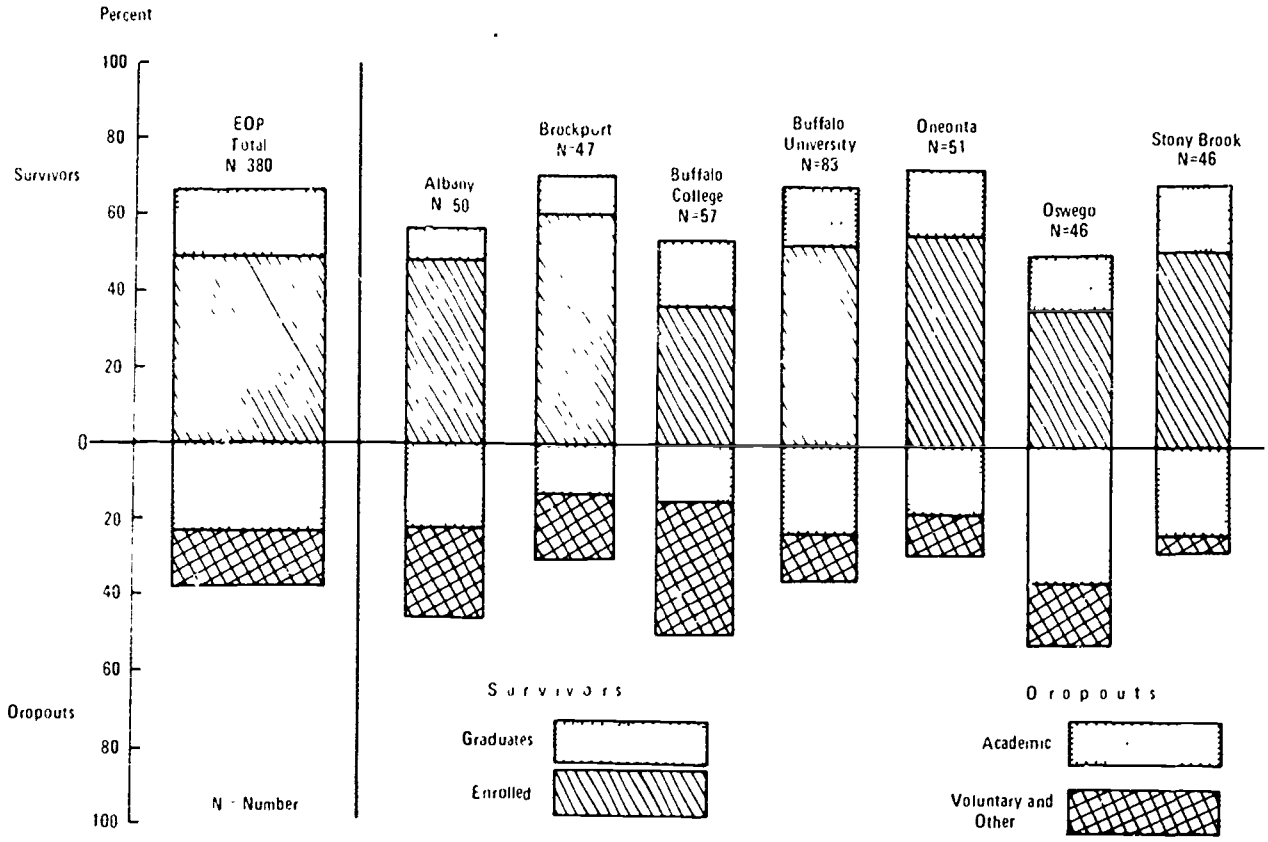
School	0–.8	9–1.6	1.7–2.4	2.5–3.2	3.3–4.0
Brockport					
Regular*	1%	2%	30%	56%	12%
EOP	6	6	55	26	3
Oneonta					
Regular	1	4	35	50	12
EOP	3	6	62	32	–

*Based on random sample, conducted by Brockport College.

Source: LCER Sample and Questionnaire, September 1973.

Chart 17

EOP Attrition/Retention
at EOP Sampled Schools



Source: Appendix V, Table M.

higher 3.3-4.0 intervals. Like regular students well over 75 percent of the students are concentrated in the middle ranges 1.7-3.2 grade point averages.

Academic Attrition and Retention

Chart 17 summarizes attrition and retention data detailed on Table M of Appendix V. For the seven schools on the whole, only 145 (38 percent) of the 380 students dropped out, while almost two-thirds (62 percent) survived. Included in the 235 students who survived were 47 graduates or approximately 20 percent of the total survivors. In total the SUNY attrition detail indicates more academic dismissals than voluntary dropouts which was different from the other programs.

Academic success ranged from a low of 48

Table 50

Attrition Rate for Original Enrollment
Fall 1968 — Spring 1972

	EOP Students	Regular Students
Albany	32 0%	15 4%
Brockport	37 5	13 7
Buffalo College	34 4	-
Buffalo Univ	21 3	-
Oneonta	39 2	9 7
Oswego	50 8	-
Stony Brook	12 0	-
Total	29.7%	-

Source: LCER Questionnaire, September 1973.

percent at Oswego to 74 percent at Stony Brook. Indeed, three of the SUNY schools had rates above two-thirds, with only one school below 50 percent — Oswego at 48 percent.

Academic attrition ranged from a high of 52 percent at one school to a low of 26 percent. At three EOP schools the attrition rate was less than one-third. There was also a different designation for classifying one kind of attrition at Bockport. It is called the "walk away" which covers those students whose records do not indicate why or when they left.

Attrition — EOP & Regular Students

The attrition rate for special students as reported on the questionnaire by the schools range from a low of 12 percent at Stony Brook to a high of 50.8 percent at Oswego (see Table 50). EOP attrition is double that of the regular students at Albany, triple at Brockport and four times that of regular students at Oneonta.

Satisfactory Progress Toward the Degree

Satisfactory progress toward the degree, as measured by a 2.0 average plus satisfactory credit accumulation has been charted for EOP program survivors, including graduates, in Chart 18. In total 184 of the 233 survivors (79 percent) are making satisfactory progress. In contrast only 49 students (21 percent) are doing less than satisfactory work. Among the individual colleges Albany shows the best percentage of satisfactory progress (96 percent) while Buffalo College is lowest with 66 percent making satisfactory progress.

Table 51 provides details on the progress of students in each school presented in Chart 18.

Table 51

Attrition Rates and
Satisfactory Degree Progress
SUNY Sample

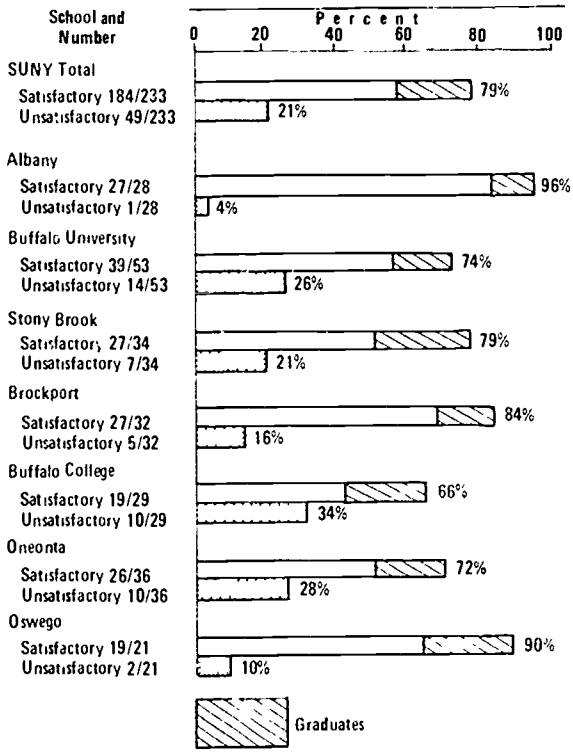
College	No of Students in Sample	Dropped out	Progress Toward Degree of Currently Enrolled Students: Satisfactory	Unsatisfactory	Graduates
Albany	50	22/44%	24	1	3
Buffalo U	83	30/36%	30	14	9
Stony Brook	46	12/26%	18	7	9
Brockport	47	15/32%	23	5	4
Buffalo Col	57*	27/47%	9	10	10
Oneonta	51	15/29%	19	10	7
Oswego	46*	24/52%	14	2	5
	380*	145/38%	137	49	47

*One transfer at each college is excluded.

Source. LCER Sample, September 1973.

Chart 18

Progress Toward the Degree
of EOP Program Survivors
(Currently Enrolled and Graduates)



Note. Satisfactory progress toward degree = grade point average of 2.0 or above and credit generation of 15 hours per semester after the first two semesters.

Source: LCER Sample, September 1973.

HEOP STUDENT ACHIEVEMENT

The relatively short life of the program necessitates use of interim standards such as credit accumulation and grade point averages to measure academic achievement. Longer term standards such as graduation, employment or graduate school enrollment are preferable to the interim standards but are unrealistic since very few HEOP students had attained this status at the time of the audit. At that time only four years of experience with the program had occurred. The HEOP guidelines strongly suggest that four years is the *minimum* amount of time for the target population to

successfully complete an undergraduate degree. The SED suggests:

> . . . minimum achievement levels for retention in an HEOP Program. The levels are expressed in both semester credit hours accumulated and cumulative averages. Failure to attain these standards at any point should result in a warning tied to expulsion upon failure to meet the standard for the next level.[12]

Table 52 presents these minimum achievement levels.

Table 52

SED Definition of Progress Toward a Degree

Semester	Semester Credit Hours Accumulated	Cumulative Average on 4.0 Scale
1	-	-
2	15	1 0
3	20	1 5
4	30	1 8
5	45	2 0
6	60	2 0
7	75	2 0
8	90	2 0
9	105	2 0
10	120	2 0

Source SED Memorandum, "Definition of Progress Toward the Degree," to Directors, Collegiate Opportunity Programs, undated

These standards state that five years is the suggested maximum time for a HEOP student to earn his degree. They specify interim standards in terms of credit generation and minimum grade point levels, both based on the number of semesters in attendance. In addition, every HEOP school sampled, with the exception of Ithaca College and Syracuse University, stated that it was their own program's policy to permit a reduced credit courseload for HEOP students.

Essentially all of the HEOP schools sampled require 120 degree-bearing credits (Ithaca College requires 124 credits and Fordham and New York University each require 128 credits) and a C average for graduation. HEOP students were typically allowed a lightened course load through four semesters and were given more time before probation and dismissal. At Utica College the HEOP student is not allowed to enroll for more than 12 or 13 hours each semester of his freshman year, but he must complete 30 credit hours after three semesters. The Cornell standard is simply that the HEOP student has three years in which to complete his first two years of work. The College of New Rochelle gives the HEOP student two years or four semesters to attain a 1.7 grade point average on a 4.0 system.

LCER uses the SED definition of suggested minimum progress to the attainment of the degree in assessing HEOP student's progress. A basic standard implicit in the application of this definition of progress is that if a student has attained a grade point average below a "C" (2.0) by the time he reaches either 60 credits or the beginning of his junior year, it will take him more time (dependent on how far below a 2.0 his or her grade point average is) to eventually complete the requirements for the degree. Obviously, it will take considerably longer than even the relaxed SED standards suggest for a student with a 1.0 grade point average, for example, at the 60 credit level to overcome his deficit of low grades so that the student can reach 120 credits with a 2.0 grade point average.

Data derived from the individual sampling of the HEOP students will be used. Information obtained from the sample generally confirms that sampled students were the same as those reported to LCER in the aggregate questionnaire. Table 53 compares aggregate questionnaire attrition with individual sample attrition.

Table 53

Aggregate Questionnaire and Individual Sample Attrition Comparison

Total Original Enrollees, Fall 1969–Spring 1972	Aggregate Questionnaire: Dropout, Voluntary or Withdrawal	Dismissal	Leave of Absence	Total
Number –3,209	849	118	44	1,011
Percent	26%	4%	1%	31%
	Individual Sample			
Sample Size				
Number--600	125	65	4	194
Percent	21%	11%	1%	33%

Note Includes all 13 colleges from the original sample.

Source: LCER Questionnaire & Sample, September 1973.

The primary difference between the two sets of data exists in the dismissal category. A reason beyond sample difference for the seven percent increase in the sample dismissal category over the aggregate dismissal category may be due to the fact that information on the individually sampled

students was collected through the spring, 1973 semester[13] while the aggregate questionnaire asks for information through the spring, 1972 semester.

Grade point averages of HEOP students from the two sets of data also confirm the reliability of the individually sampled data. Table 54 points out the two sets of data as they describe grade point averages. Differences of eight percent or less could again be due to sample error or to collection of individual sample data through the spring, 1973 semester and only through the spring 1972 semester for the aggregate data.

Table 54

Aggregate Questionnaire and Individual Sample

Aggregate Questionnaire	Grade Point Ranges		
	0.0-1.6	1.7-2.4	2.5-4.0
Number	376	682	702
Percent	21%	39%	40%
Individual Sample			
Number	169	206	205
Percent	29%	36%	35%

Source LCER Questionnaire and Sample, September 1973

Transfer Students

The review of HEOP student's records developed one characteristic of the target population that appears inconsistent with the concept of the program. HEOP students were admitted into the program with substantial amounts of transfer credits from other two-year and four-year colleges. This practice of accepting HEOP students who have already completed substantial portions of their degree credit requirements would seem to frustrate a primary purpose of this program which is to provide the student with sufficient supportive services and compensatory education so that he can *then* satisfactorily complete his degree requirements.

Table 55 points out the percent of students sampled whose transcripts indicated transfer into the HEOP programs sampled. Marist College has accepted the most (27 percent) transfer students and Syracuse University accepted HEOP students who were transferring with the most credit.

The program currently requires that transfer students be taken only from other special programs.

Table 55

Number and Percent of Transfer HEOP Students

	Number	Percent	Amount of Degree Credits Transferred Over 20 Credits
Canisius	1/36	3	
Cornell	5/41	12	25, 47
Fordham	11/60	18	22, 64, 35, 28
Ithaca	8/55	15	50, 47, 30, 21, 24
Marist	13/49	27	63, 60, 60, 60, 60, 60, 41, 21, 31
Mount St Vincent	4/35	11	34
New York University	1/71	1	
Syracuse University	5/50	10	102, 59, 27, 26
University of Rochester	6/49	12	

Source: LCER Sample, September 1973.

Attrition

Attrition analysis is a valuable method of diagnosing the success of students in the HEOP program. Categories that LCER is considering as attrition are: (1) voluntary withdrawal, (2) dismissal (academic or otherwise), (3) other non-academic reasons. Transferring out and graduation are not considered attrition. As Chart 19 points out, the attrition rate for all colleges in the sample (as found in both the aggregate questionnaire and the individual sample) is about 32 percent. Table 56 describes attrition by year of entry into the HEOP program through, in most cases, the end of the spring 1973 semester. Where differences occur they could be due to differences in target population characteristics, intensification of supportive services, or relaxation of dismissal policies.

Table 56

Attrition By Year of Entry, HEOP Students, Through Spring 1973 Semester

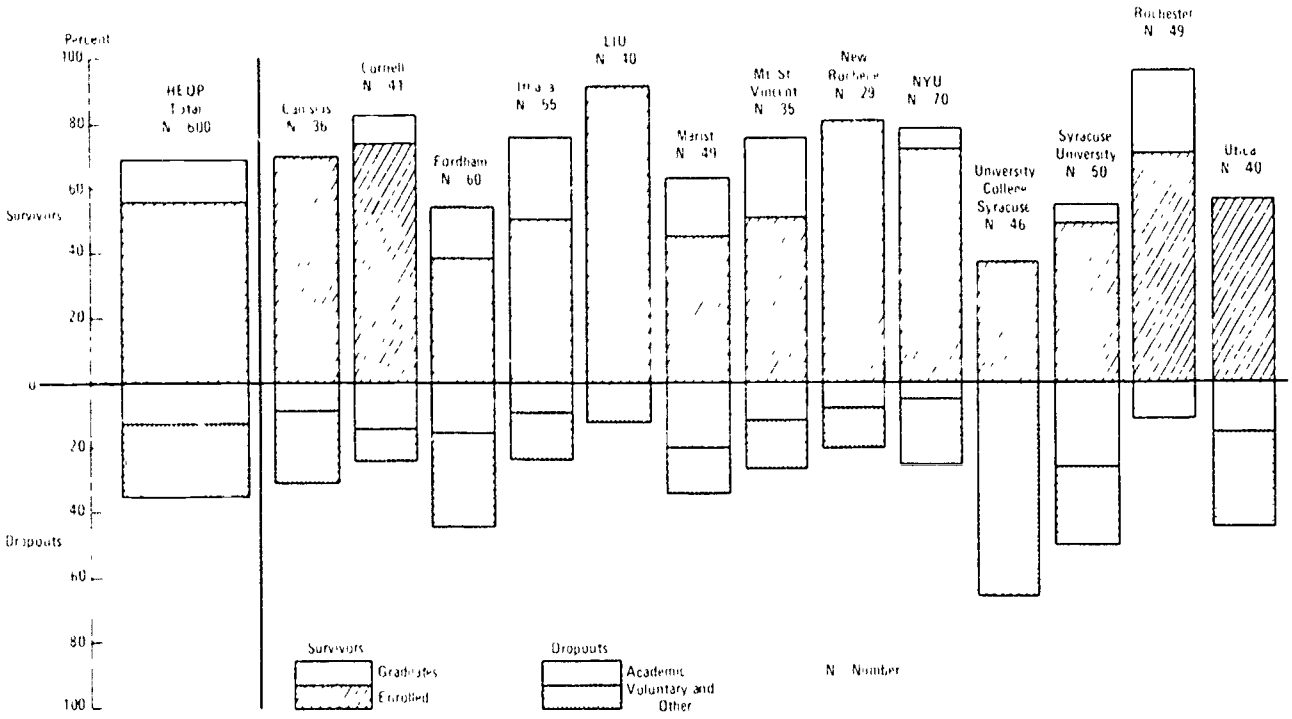
Year of Entry	Attrition Rate	
	Number	Percent
1971-72	66/231	29
1970 71	75/206	36
1969 70	52/142	37

Note. Long Island University and Utica College are missing fall 1972 and spring 1973 attrition statistics since their transcripts were not current at the time of the fieldwork. This also applies to the spring 1973 semester for the College of New Rochelle.

Source: LCER Sample, September 1973.

Chart 19

Attrition/Retention at HEOP Sampled Colleges



Source Appendix V, Table N

Chart 19 shows the attrition and retention status (in terms of students transferring out, graduates and grades of those still enrolled) of all HEOP students sampled. The highest attrition was found to be at: University College of Syracuse (65 percent), Syracuse University (50 percent), Fordham University (15 percent) and Utica College (43 percent). The high attrition at Syracuse University can be partially explained — SED found many fall 1969 freshman either economically ineligible or non-residents, and the majority of this class was dismissed. At University College of Syracuse the entire fall 1969 freshman class had dropped or withdrawn voluntarily by the time that this sample had been drawn.

At Fordham University and Utica College the high attrition was distributed throughout all of the classes sampled and not concentrated in any one class as at Syracuse University and University College of Syracuse.

Schools with relatively low attrition were: University of Rochester (eight percent), Long Island University (10 percent), College of New Rochelle (21 percent), Cornell University (22 percent) and New York University (24 percent). These are generally the same schools where it was demonstrated that the HEOP students present a higher admissions profile.

In determining whether HEOP student's attrition is better or worse than students regularly admitted, LCER staff has compared these two attrition rates. Table 57 describes the attrition rate for regular and HEOP students.

Generally HEOP attrition is higher than that of regular students. The instances where the rate of regular students' attrition was greater than HEOP students occurred at Cornell University and the College of New Rochelle.

Degree Credit Generation and Grade Point Performance

In applying the SED definition of progress toward the degree LCER found that the majority of surviving HEOP students at the colleges sampled generally conformed to suggested levels of progress. Of all enrolled students or graduates sampled, 71 percent (274) were accumulating credits toward the degree at a satisfactory rate and

Table 57

Rate of Attrition for HEOP and Regular Students

HEOP Sample College	HEOP Students	Regular Students
Canisius	31%	21
Cornell	22	27
Fordham	45	6
Ithaca	27	15[a]
Long Island University	10	11[a]
Marist College	39	NA
Mt St Vincent	29	7[a]
New Rochelle	21	29[b]
New York University	24	23[c]
Univ College of Syracuse	65	7
Syracuse University	50	17
University of Rochester	8	NA
Utica College	43	43

Note HEOP and regular student's attrition calculated from date of entry, beginning fall 1969 through spring 1972 for regular students and through spring 1973 for HEOP students (exceptions HEOP attrition at Long Island University and Utica College is through spring 1972 semester. At the College of New Rochelle HEOP attrition data are through the fall 1972 semester).

[a]Attrition based on fall 1970 and fall 1971 freshmen through spring 1972.

[b]Attrition based on all students enrolled fall 1968 through spring 1972.

[c]Attrition after two semesters for fall 1970 freshmen.

Source: LCER Questionnaire and Sample, September 1973.

maintaining a "C" average. Chart 20 and Table 58 describe achievement of satisfactory degree progress on a school by school basis.

Schools with the best performance using this standard were: Cornell (87 percent satisfactory), Fordham (84 percent satisfactory) and Long Island University (92 percent satisfactory). Cornell and Fordham HEOP students had obtained among the best high school achievement records of all students sampled.

Schools with a marginal performance, according to this standard, were College of New Rochelle (52 percent unsatisfactory), University College of Syracuse (57 percent unsatisfactory) and Utica College (50 percent unsatisfactory).

The remainder of the HEOP sampled colleges had satisfactory/unsatisfactory distributions of students still enrolled that fell within 10 percent of the HEOP total distribution.

Undergraduate Majors

The majority of HEOP students sampled had chosen the social science field as their major. The next most popular area was the humanities, followed by science, education and other fields. Table 59 points out the distribution of major fields selected by HEOP students.

Within the social science area the majority majored in sociology, ethnic studies and social work. Large enrollments by HEOP students were observed in individual courses within these majors.

Table 58

Attrition Rates and Satisfactory Degree Progress
HEOP Sample Students

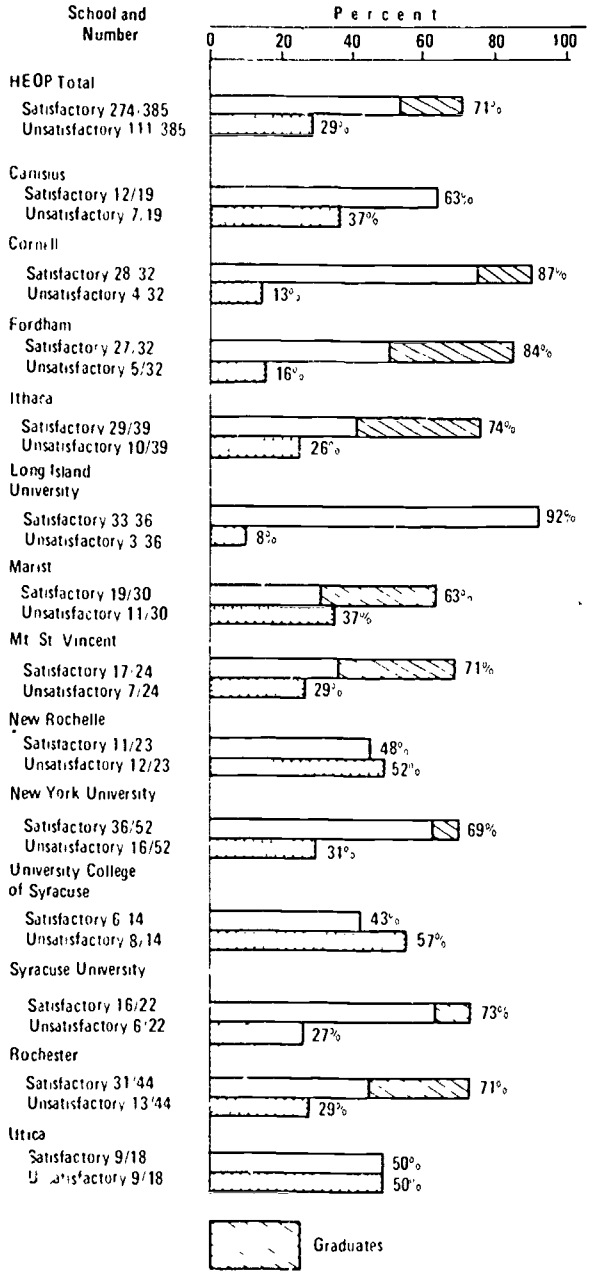
	No In Sample	No of Dropouts	Rate of Attrition	Transfers	Grads	Currently Enrolled Students: Satisfactory Progress	Currently Enrolled Students: Unsatisfactory Progress
Canisius	31	11	31%	1	0	12	7
Cornell	41	9	22%	0	3	25	4
Fordham	60	27	45%	1	10	17	5
Ithaca	55	15	27%	1	13	16	10
Long Island U	40	4	10%	0	0	33	3
Marist	49	19	39%	0	9	10	11
Mt St Vincent	34	10	29%	0	8	9	7
New Rochelle	29	6	21%	0	0	11	12
NYU	69	17	24%	0	3	33	16
U College of Syracuse	46	30	65%	2	0	6	8
Syracuse Univ	50	25	50%	3	2	14	6
U of Rochester	48	4	8%	0	11	20	13
Utica College	35	17	43%	0	0	9	9
	587*	194	31%	8	59	215	111

*13 students were kept in the sample although grade point or degree credit information was missing.

Source: LCER Sample, September 1973.

Chart 20

Progress Toward the Degree of HEOP Program Survivors (Currently Enrolled and Graduates)



Note Satisfactory progress toward degree = grade point average of 2.0 or above and credit generation of 15 hours per semester after the first two semesters

Source: LCER Sample, September 1973.

Table 59

Distribution of HEOP Program Students by Major Field*

	Number	Percent
Humanities	86	20
Social Science	197	47
Science	76	18
Education	41	10
Other	19	5
Total	419	100

*Distribution of all HEOP students sampled at 13 senior colleges with known major fields.

Note. *Humanities* includes Art, English, French, German, Italian, Music, Philisophy, Russian, Spanish, Drama, etc. *Social Science* includes Accounting, Anthropology, Business, Economics, Geography, History, Political Science, Psychology, Sociology, etc. *Science* includes Biology, Chemistry, Geology, Geophysics, Mathematics, Nursing, Pre-Medicine, Physics, etc. *Education* includes only Education. *Other* includes Physical Education, TV-Radio

Source: LCER sample, September 1973.

For instance at Ithaca College, 52 percent of the students sampled were enrolled in a sociology course "Afro-American Culture." At New Rochelle 28 percent of the sample enrolled in the "Black American Writers" course and 24 percent enrolled and completed their "Economics of Poverty." At Cornell 24 percent of the sample had enrolled and

Table 60

HEOP Program Graduates by Semesters in Attendance

Semesters in Attendance	Graduates
2	1
3	2
4	4
5	6
6	15
7	6
8	20
9	4
10	1
Total Graduates	59

*Distribution of all students sampled at all 13 HEOP colleges who were identified as graduates

Source: LCER sample, September 1973.

completed a course, "Afro-American Writing and Expression."

Graduates

It was found that 10 percent of all HEOP students were graduates of the colleges included in the sample. Table 60 describes the graduates in terms of semesters in attendance.

Graduation must be considered a success index. This analysis of HEOP is taking place at an interim period in the program's history so grades and credits must be used to judge success. At any rate, it is noteworthy that after 4 years (8 semesters) the program is producing graduates. It is also important that 47 percent (28 of 59) of the graduates sampled were in attendance six or less semesters. Of this group 15 had transferred in some amount of credit (seven had transferred in 60 or more credits).

V FINANCING THE PROGRAM

The enabling legislation for SUNY-EOP and CUNY-SEEK was very specific in its requirements for financial reporting. The annual report, among other items, was to contain: funds and resources used in support of such program and their sources and budgetary expenditures for such program, separately stating:

- Academic credit instructional costs
- Other instructional costs
- Tutoring costs
- Remediation costs
- Counseling costs
- Supplemental financial assistance
- Central services, including evaluation and administration costs.[1]

This requirement has never been fully met and ironically the best attempt was made by a consulting firm in the first year of the full program.[2] At that time budget allocations rather than actual expenditures were used.

The State Education Department while not given such specific requirements has supplied far more complete information for the private universities than the public university systems have supplied.

Financial Growth

The State financial support for the special programs for the disadvantaged began with the 1966 law which made a two pronged appropriation to CUNY. One was a ten-year continuing appropri-

Table 61

Growth of State Support
of 4-Year Opportunity Programs
1966 – 1972

		CUNY-SEEK[2]	SUNY EOP[2]	HEOP	Totals and Averages
1966 67	Appropriation	$ 1,500,000	–	–	$ 1,500,000
	Enrollment[1]	1,215	–	–	1,215
	Per Student	1,235	–	–	1,235
1967 68	Appropriation	$ 2,500,000	$ 500,000	–	$ 3,000,000
	Enrollment	1,630	249	–	1,879
	Per Student	1,534	2,008	–	1,596
1968 69	Appropriation	$ 5,500,000	$1,973,295	–	$ 7,474,791
	Enrollment	2,872	959	–	3,831
	Per Student	1,915	2,058	–	1,951
1969 70	Appropriation	$ 6,250,000	$4,266,800	$ 963,274	$11,480,074
	Enrollment	4,109	2,582	1,887	8,578
	Per Student	1,521	1,653	510	1,338
1970 71	Appropriation	$ 9,000,000	$6,702,000	$3,999,390	$19,701,390
	Enrollment	6,092	4,968	3,520	14,580
	Per Student	1,477	1,349	1,136	1,351
1971 72	Appropriation	$ 9,000,000	$8,241,308*	$5,834,389*	$23,764,219
	Enrollment	7,321	5,639*	5,016*	18,467
	Per Student	1,229	1,461	1,163*	1,287
1972 73	Appropriation	$10,724,789*	$8,103,196*	$6,566,924*	$25,394,909
	Enrollment	8,633*	6,307*	5,075*	20,015
	Per Student	1,242*	1,285*	1,294*	1,269

*Indicates an actual rather than a budgeted total.

[1] Two-term mean.

[2] Four-year college program only

Source HEOP, EOP & SEEK Central Offices — *HEOP Final Report* 1971 72, Appendix A, updated.

ation of $500,000 a year for "any purpose which the Chancellor of the City University of New York deems necessary for the improvement of the quality of educational programs." A second appropriation of $1 million was for the selection and enrollment of 1,000 high school graduates in the City of New York who were residents of areas designated as "poverty areas."

The City actually enrolled some 1,200 students in the 1966-67 year. As indicated by Table 61 this total has been expanded to an enrollment of 8,633 in 1972-73 with an expenditure of $10,724,789.

In fall 1967 the SEEK program was extended to SUNY with a $500,000 appropriation to the State University College at Buffalo where 249 students were recruited for the program. In fall 1968 the program expanded to other units of the State university with almost a thousand students enrolled. In 1972-73 more than 6,300 EOP students were enrolled in the regular four-year programs of the State university with an expenditure of $8,103,196.

In fall 1969 the private universities were funded for the first time with an appropriation of $963,274 spread among 1,887 students. By 1972-73 the program had grown to 5,075 students with an expenditure of $6,566,924.

The Cost of a College Education

Reducing the cost of a "year at college" to a common denominator for purposes of comparison is not a clearly defined procedure. However, the State Education Department has made available the "General Education Costs" per full-time equivalent student as they have been reported for each of the 26 colleges in the sample. These are reported on Table 62. These general costs include instruction, administration, libraries, operation of the physical plants, etc. While the inclusion of large numbers of graduate students, particularly medical students, at some institutions distorts the total for the private colleges, the median would indicate totals that are roughly comparable for the three sectors. This general education cost is roughly equivalent to the tuition and fees charged an undergraduate at a private university. To these totals must be added an average of $1,800 for room, board and personal expenses for resident

Table 62

General Education Costs
1971-72

	High	Low	Median
Private Colleges	$11,232*	$1,556	$2,317
(Tuition & Fees)	2,800	1,810	2,090
State Universities	3,490	1,803	2,017
City College	2,703	1,788	2,069

*Includes graduate and medical students.

Source. SED, Special Tabulation, November 1973 (See Table 64)

Table 63

Typical Budgets Used in Administering
Financial Aid for
Special Program Students
1971-72

	HEOP		SUNY EOP		CUNY SEEK	
Budget Item	Resident	Commuter	Resident	Commuter	Resident*	Commuter
Tuition and fees	$2,200	$2,200	$ 700	$ 700	$ 100	$ 100
Books	150	150	150	150	150	150
Room and Board	1,225	N A	1,250	N A	1,400	N A
Commuting Costs including travel	N A	650	N A	500	350	350
Travel and other personal costs	425	300	500	400	830	400
Totals	$4,000	$3,300	$2,600	$1,750	$2,830	$1,000

N.A. Not applicable

*Independent student budget (44% of SEEK students are independent).

Source: *HEOP Final Report 1971-72*, p. 25.

students or approximately $900 in travel and personal expenses for a commuter student.

The allocation in the typical student budget is illustrated by Table 63.

To this same general cost package must be added the special costs of the HEOP/EOP/SEEK program for administration, counseling, tutoring and remedial courses. In 1972-73 this program cost for the private schools averaged about $1,000 per student. At the City university this program cost is about $1,184 per student as some teaching costs are reflected (See Table 68.) At the State universities the program expenditure is considerably lower as much of the remedial work is accomplished in learning centers which are financed in the regular university budget.

Financing the Special Program

Funds for this program for the disadvantaged were originally intended to be supplemental to the funding of the *regular* college program and the use of HEOP/EOP/SEEK funds was clearly restricted by law to program costs (counseling, etc.) and student financial assistance.

Table 64

Cost per Student
(Selected Colleges)

	Regular Student			HEOP Only		
Private Schools	General Educational Expense[1]	Tuition & Fees[2]	Total Expense[2]	1971-72 Enrollment[3]	Average HEOP Cost[4]	Total Cost Per Student[4]
Canisius	$ 2,139	$1,900	$3,659	95	$1,712	$3,620
Cornell	4,528[5]	2,800	4,950	111	1,903	3,590
Fordham	1,902	2,015	3,675	547	1,013	3,142
Ithaca	2,633	2,630	4,485	91	1,146	5,512
L.I U	NA	1,810	3,700	160	1,500	2,834
Marist	1,556	1,820	3,670	88	1,350	3,031
Mt St Vincent	2,317	1,870	3,920	35	821	3,341
New Rochelle	2,113	2,170	4,020	45	1,437	4,569
N Y U	7,026[5]	2,175	5,165	682	1,107	4,283
Rochester	11,232[5]	2,740	4,840	93	1,000	5,862
Syracuse Univ	3,347	2,645	4,555	63	1,177	5,489
Utica	1,985	2,230	3,955	97	1,386	3,618
Median – Private U	2,317	2,090	3,988	–	1,248	3,952
Albany U	2,543	–	4,373[4]	755	1,518	4,662
Buffalo U	3,146	–	5,146	1,150	1,370	4,873
Stony Brook U	3,490	–	5,290	415	1,384	5,303
Brockport Coll	1,803	–	3,603	310	1,373	3,033
Buffalo Coll	2,017	–	3,817	823	1,675	3,779
Oneonta	1,959	–	3,759	255	1,369	3,509
Oswego	1,967	–	3,767	224	1,370	3,215
Median – State U	2,017	–	3,817	1972 73	1,373	3,779
Baruch	1,788	–	–	728	1,226	2,308
Brooklyn	1,887	–	–	1,456	1,402	2,728
City College	2,507	–	–	2,029	1,178	2,338
Lehman	2,121	–	–	850	1,293	2,368
Queens	2,018	–	–	1,567	1,139	2,308
York	2,703	–	–	394	1,219	2,443
Median – City U[6]	$2,069	–	–	–	$1,223	$2,353

Sources:
1. Special unpublished tabulation, SED, November 1973.
2. American Council on Education, "Student Expenses at Post-secondary Institutions" in *American Colleges and Universities*, Eleventh Edition 1971-72 (Washington, D.C. 1973). Total includes $650 Personal Expense.
3. *HEOP Final Report, 1971 72.*
4. Allows $1,800 for room, board, and personal expense.
5. Includes graduate and medical students.
6. 1972-73 totals.

Table 65

HEOP Expenditures — Selected Schools 1971-72

Schools	HEOP	%	Institution	%	Other*	%	Total	HEOP Enrollment	Average Cost per Student HEOP	Average Cost per Student Total
Canisius	$ 162,672	47 3	$ 43,277	12 6	$ 137,992	40 1	$ 343,941	95	$1,712	$3,620
Cornell	211,222	34 0	252,816	40 9	156,457	25 1	620,495	111	1,903	5,590
Fordham	554 292	32 2	390,000	22 7	774 625	45 1	1,718,917	547	1,013	3,142
Ithaca	104,330	20 8	300,467	59 9	96,761	19 3	501,558	91	1,146	5,512
L I U	240 000	52 9	101,563	22 4	111,926	24 7	453,489	160	1,500	2,834
Marist	118 800	44 5	68,271	25 6	79,649	29 9	266,720	88	1,350	3,031
Mt St Vincent	28,750	24 6	82,974	71 0	5,200	4 4	116,924	35	821	3,341
New Rochelle	70,450	31 5	110,151	49 2	43,110	19 3	223,711	49	1,437	4,566
N Y U	754,988	25 8	1,410 056	48 3	756,000	25 9	2,921,044	682	1,107	4,283
Rochester	93 000	17 0	303,730	56 6	143,450	26 3	545,180	93	1,000	5,862
Syracuse Univ	74,128	21 4	183,727	53 1	87,800	25 4	345,655	63	1,177	5,487
Utica	134,399	38 3	78,990	22 5	137,557	39 2	350,946	97	1,386	3,618
Total	$2,547,031	30 0	$3,331,032	40 0	$2,530,527	30 0	$8,408,580			

*Includes federal funds, student earnings and parental contributions.

Source: *SED. HEOP Final Report. 1971-72 and 1972-73* as corrected.

> *No funds* pursuant to this section shall be made available *to support the regular academic programs.*[3]

However a 1972 amendment permitted reimbursements for partial tuition up to 50 percent of the total or $500 whichever is larger.

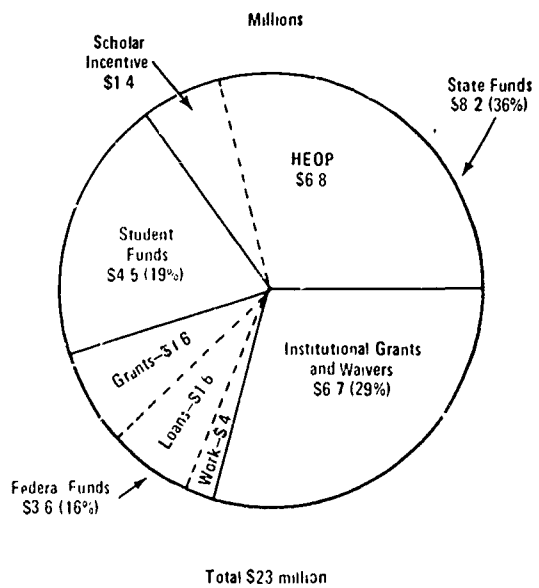
HEOP funds are reported as supplying as much as 50 percent of the program expenditure in the case of a commuter college in the City (LIU) or as little as 20 percent of the program costs at an upstate college that is primarily residential. The balance of the total must be provided from other sources. A portion of this balance is supplied by the student's earnings and family contributions, and a larger part comes from federal grants and loans, but the major portion of the balance must be supplied from institutional grants and waivers.

For CUNY and SUNY this institutional contribution amounts to an allocation of additional tax dollars, but for the private university there must be allocation of institutional grants (EOG, NSPL, CWSP) etc. and waivers which must be made up from other sources of income, endowments, etc.

HEOP. These major components of the overall budget for the sample HEOP schools are summarized in Table 65. On a percentage basis six

Chart 21

Sources of Support for HEOP Program 1972-73



Source: *HEOP Final Report, 1972-73, p. 55.*

of the 12 schools supply 48 percent or more of the total funds from institutional grants and waivers. Overall for the 12 schools sampled the percentages are: HEOP 30 percent, Institution 40 percent, federal funds and student/parental contributions 30 percent.

Income to support the program in the private colleges comes from four major sources; HEOP grants and other State funds, federal opportunity grants and loans, institutional grants and waivers, and student contributions. Chart 21 illustrates sources of HEOP financial support.

Every institutional financial aids officer has this overall grouping of resources available from which he can put together a student funding package. Federal and institutional funds are in some measure discretionary—that is, they may be awarded to HEOP or non-HEOP students who qualify.

Of these federal and institutional discretionary funds the HEOP students were given 14 percent of the total available to the private college group although HEOP comprises only 3.8 percent of the college population.

The funding package required for the average HEOP student in 1972-73 was actually about $4,500 distributed on Table 66.

SEEK. At the City university a breakdown of expenditure by purpose is included in a funding model developed over the course of the program for budget purposes. Table 67 shows this.

The 1972-73 report supplies total figures which indicate that State funds supply slightly more than 50 percent of the direct expenditures of the SEEK program. (See Table 68.) Half of the total, roughly equivalent to the entire State allocation goes to direct student aid. This report also shows an additional allocation of $2.97 million ($344 per student) in federal grants and loans. This increases the average expenditure to $2,770 with the federal contribution supplying about 12 percent. At individual colleges larger portions of these funds were utilized for SEEK students so that at City College federal funds supplied 30 percent of the total.

Overall, CUNY devoted 27 percent of its reported federal grants to the SEEK program even though SEEK students comprise about 10 percent of the student body.

Table 66

Average Student
Funding Budget — HEOP
1972-73

Income Source	Amount	Percent
HEOP	$1,298	28%
Institutional Contributions	1,282	28
EOG (Federal)	320	7
Scholar Incentive	275	6
Total Grant	$3,175	69%
Loans	400	9
Earnings, Parental Contributions	925	21
Total Funding Required	$4,500	99%

Source: Compiled by LCER Staff from *HEOP Annual Report, 1972-73.*

Table 67

City University
Funding Model for 1971-72
SEEK Students

	New Students	Continuing Students	Upper cl. smen
Personal Services			
Administration	$ 145	$ 145	$ 145
Counseling	245	245	245
Tutoring	140	140	140
Instruction	730	730	-
Total	$1,260	$1,260	$ 530
Other			
Financial Aid	$ 972	$1072	$1072
Books	125	125	125
Fees	115	115	115
Total	$1,212	$1,312	$1,312

Source: *SEEK Final Report, 1971-72,* p. 14.

EOP. State University expenditures for program alone as reported for the sample schools on the new 1972-73 reporting format are summarized in Table 70. In total EOP funds were split — 22 percent for program and 78 percent for student financial aid.

Student Financial Assistance

It is in the critical area of direct financial assistance — stipends for living expenses — that differences in the funding formulas become more pronounced. Table 71 presents the funding budgets which apply to a majority of the students. If the entire HEOP/EOP/SEEK grant were applied, it would provide a percentage ranging from 28

Table 68

SEEK Financial Summary
City University 1972-73

College or University	Average Enrollment	Student Financial Assistance	Program Personnel & Other	Total SEEK	Expenditure Per Capita	
Baruch	728	$ 892,444	$ 787,418	$ 1,679,862	$1,226	$2,308
Brooklyn	1,456	2,040,946	1,930,373	3,971,319	1,402	2,728
City	2,029	2,389,515	2,354,014	4,743,529	1,178	2,338
Evers	127	153,583	120,532	274,115	1,209	2,158
Hunter	1,117	1,438,402	1,378,313	2,816,715	1,288	2,522
John Jay	272	345,510	391,267	736,777	1,270	2,709
Lehman	850	1,098,740	914,171	2,012,911	1,293	2,368
Queens	1,567	1,784,577	1,831,328	3,615,905	1,139	2,308
Richmond	94	100,646	34,900	135,546	1,071	1,442
York	394	480,426	482,270	962,696	1,219	2,443
Total	8,634	$10,724,789	$10,224,586	$20,949,375	$1,242	$2,426
Percent of Total		51%	49%	100%		
Per Capita		$1,242	$1,184	$2,426		

Source: Compiled from *SEEK Final Report, 1972-73.*

percent for a private resident student to 66 percent for a city commuter. In each case the allowances for the private schools are smallest, and because these are averages for all private schools the differences for living expenses are even more pronounced between the private schools with tight fiscal problems overall. These schools must devote a larger percentage of their HEOP grants to program and leave more of the student's personal financial package to his own resources: loans, work, parental contributions. Thus, some of these personal budgets become more a desirable goal than an actual amount to be funded by the college.

CUNY indicates that it devotes 100 percent of its State grant to student aid and the SUNY spending reports available for this audit indicate about 86 percent of their State funding is allocated to student aid.

The most common complaint voiced to the LCER staff by HEOP directors and college officials was the inability of the private school to match the public dollars in this respect.

Married Students

One of the financial considerations of the special program is the allowance made to enable married students to participate. (See Table 72.) There is a minimum allowance made for a married student and in some cases an additional amount is included for child care. Thus a maximum is included at some institutions. These child care items may be as much as $800 (Albany) or $900 (Buffalo College)

Table 69

SEEK Program Expenditures
1972-73

	Amount	Percent
Administration	$ 1,014,209	10%
Counselors	2,823,369	28
Teachers	3,670,165	36
Tutors	644,090	6
Clerical	650,200	6
Employee Benefits	1,187,745	11
Misc	234,908	3
Total	$10,224,686	100%

Source: *SEEK Final Report, 1972-73*

Table 70

EOP Program Expenditures
Seven Sample Units
1972-73

	Amount	Percent
Administration	$ 239,949	18%
Counselors	589,476	44
Tutors	153,291	12
Clerical and Other	178,495	13
Employee Benefits	117,563	9
Misc	58,735	4
Total Program	$1,337,514	100%

Source: Final reports of SUNY units, 1972-73.

Table 71

Typical Funding Budgets 1972-73

	Commuter			Resident			Independent		
	Private	SUNY[1]	CUNY	Private	SUNY	CUNY[2]	Private	SUNY	CUNY
Tuition	$2 004	$ 650	$	$2,385	$ 650	$ -	$2,38[illegible]	$ 650	$ -
Fees	128	120	103	82	120	103	-	120	103
Books and Supplies	132	190	150	161	190	150	-	190	150
Room (rent and utilities)	375	350	360	689	665	982	-	665	982
Food (board and lunches)	211	250	270	721	610	752	-	610	752
Personal (clothing, recreation, etc.)	387	460	312	397	460	333	-	460	982
Transportation		250	189	-	250	185	-	250	189
Other	211	-	385	111	-	385	-	-	-
Total	$3,448	$2,370	$1,832	$4,546	$2,945	$2,894	-	$2,945	$3,144
Average HEOP EOP/SEEK grant	$1,794	$1,285	$1,242	$1,294	$1,285	$1,242	-	$1,285	$1,242
Percent of total	36%	52%	66%	28%	43%	42%	-	43%	37%

[1] Buffalo College was used as the median of our sample schools.
[2] Dependent living away from home.

Source: 1972-73 HEOP and CUNY reports

depending on the specifics of the case and the number of children. A maximum amount is also included in most cases which requires supplemental job income from family members.

At most institutions this married students budget is not significant in the total because of the small numbers. However the University of Buffalo indicates 115 students (10 percent) of its enrollment in this category and the College at Buffalo indicates approximately 190 (23 percent) of its enrollment is married.

The Class of '66

The 1966 fall enrollment for the SEEK program at the City university is used to illustrate the size of the investment required to fund the average student in the SEEK program. A figure of $4,000 per year, or $2,000 per semester has been used

Table 72

Subsidies for Married Students*

	High	Low	Median
SUNY	$4,770 (Brockport)	$1,020 (Buffalo C.)	$3,175 (Oswego)
CUNY			$4,645 (all units)
HEOP	$5 700 (Fordham)	$660 (Mt. St. Vincent)	$2,630 (Syracuse U.)

*Nine-month allowance less tuition.

Source: Compiled from 1972-73 annual reports.

Table 73

Estimated Cost Per Student, SEEK Enrollment Fall 1966

Cost Per Graduate

Graduates		Semesters		Total Semesters		Cost Per Semester		
6	x	8 semesters	=	48 semesters	x	$2,000	=	$ 96,000
11	x	9 semesters	=	99 semesters	x	$2,000	=	198,000
28	x	10 semesters	=	280 semesters	x	$2,000	=	560,000
11	x	11 semesters	=	121 semesters	x	$2,000	=	242,000
12	x	12 semesters	=	144 semesters	x	$2,000	=	288,000
5	x	14 semesters	=	70 semesters	x	$2,000	=	140,000
73				762				$1,524,000

Cost Per Graduate $1,524,000 $20,877 per graduate

Cost Per Survivor

15 current enrollees x 14 semesters = 210 semesters x $2,000 = $420,000

Total cost for 73 graduates = $1,524,000
Total cost for 15 current enrollees = 420,000
Total cost for 88 survivors = $1,944,000 = $22,091 per survivor

Cost Per Dropout

Total cost for 14 semesters			$2,952,000
Less Cost for 73 graduates		$1,524,000	
Cost for 15 current enrollees		420,000	
			1,944,000
Cost for 102 dropouts			$1,008,000

Cost Per Dropout $1,008,000 102 $9,882

arbitrarily. This assumes a $2,000 General Education cost (see Table 64) and only a $2,000 average additional expense for SEEK personnel even though the 1972-73 average is indicated to be about $2,770.

From the original enrollment of 190 students, 73 had graduated by the end of 14 semesters and 15 students are still enrolled leaving an attrition of 102 or 54 percent. (See Table 73.) Forty-five of the graduates attained degrees by the end of the fifth year and 19 of the remaining 67 dropped out in the 11th semester indicating a critical decision period at the end of the fifth year.

Even though attrition in this class is somewhat lower than average, the State/City investment is still substantial. Using our funding allowance of $2,000 per student per semester the investment through the spring semester of 1973 is just under $3 million and the cost per graduate is $20,877; the cost per surviving student is $22,000 per student, and the cost per dropout is almost $10,000.

FOOTNOTES

Summary

[1] Laws of N.Y., 1966, Chapter 782, Section 13.1.

[2] Laws of N.Y., 1970, Chapter 917, Section 1.

[3] *Ibid.*, Section 6451-6452.

[4] *Ibid.*, Section 6452, Paragraph 5-2.

[5] *Ibid.*, Section 6452 (5a viii).

Chapter I

[1] State Education Department, *Higher Education Opportunity Program Final Report, 1972-73*, p. 71.

[2] *Ibid.*, p. 72.

[3] City University of New York, Office of Urban Affairs, *Annual Report on the SEEK Program 1971-72*, pp. 5-6.

[4] State Education Department, *Final Report Higher Education Opportunity Program, 1969-70*, Part 1, p. 16.

[5] *Ibid.*, p. 4.

Chapter II

[1] State Education Department, *Higher Education Opportunity Program Final Report, 1972-73*, p. 7.

[2] State University of New York, Office of Admissions and Financial Aid Affairs, *Manual of Freshman Profiles 1972-73 — Four Year Colleges and University Centers.*

[3] City University of New York, *General Plan for the SEEK Program of the City University of New York*, 1973-74, p. 2.

[4] City of New York, Office of Comptroller, Internal Memorandum: Investigation of Citizen Complaint Regarding Students in College SEEK Program, September 1972.

Chapter III

[1] State Education Department, *Higher Education Opportunity Program, Final Report, 1972-73*, p. 8.

[2] City University of New York, Office of Special Programs, *Final Report for the SEEK Program of the City University of New York 1972-73.*

[3] Helen Astin, Alexander Astin, Ann Bisconti and Hyman Frankel, *Higher Education and the Disadvantaged Students* (Washington, D.C.: Human Service Press, 1972), p. 241.

[4] Queens College, SEEK Counseling Staff, *SEEK Student Handbook, 1972-73* (Flushing: Queens College, undated), p. 28.

[5] However, City College offered a partial list of tutoring exposure.

[6] City University of New York, *Annual Report on the SEEK Program 1971-72*, p. 16.

[7] Burton Backner and Lewis Beckenstein, "A Survey of Disadvantaged Students' Attitudes Towards A Special College Program," *Journal of Human Resources*, Winter 1970, pp. 117-27.

[8] Helen Astin *et al.*, *op. cit.*, p. 30.

[9] City University of New York, *Annual Report on the SEEK Program, 1971-72*, pp. 4-5.

[10] Helen Astin *et al.*, *op. cit.*, pp. 22-23.

[11] David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York: Office of Program and Policy Research, City University of New York, April 1973), p. 56.

[12] State University of New York, Office of Special Programs and Urban Centers, *Educational Opportunity Program, Annual Report 1970-71*, p. 44.

[13] State Education Department, *Interim Report, 1970-71 Higher Education Opportunity Program*, p. 4.

[14] State Education Department, *Guidelines for the Submitting of Proposals for Higher Education Opportunity Program Grants 1973-74*, p. 27.

[15] Letter from SED to Fordham University, April 18, 1973.

[16] Human Affairs Research Center, *An Evaluation Study of the New York State Higher Education Opportunity Programs*, June 1970, p. 12.

[17] State Education Department, *Higher Education Opportunity Program Final Report*, 1969-1970, p. 17.

[18] *Higher Education Opportunity Program Visitation Report of Fordham University*, November 15-16, 1971.

[19] State Education Department, *Higher Education Opportunity Program Final Report 1972-73*, p. 66.

[20] State Education Department, "Higher Education Opportunity program Visitation Report, March 17, 1971, College of New Rochell," p. 3.

[21] Human Affairs Research Center, *Higher Education Opportunity Programs, HEOP Evaluation — Fordham University*, November 6, 1969, p. 4.

[22] U.S. Department of Health, Education and Welfare, *Catalog of Federal Education Assistance Programs*, 1972, p. 311.

[23] State Education Department, "Higher Education Opportunity Program Visitation Report, February 18, 1971, Marist College," p. 2.

Chapter IV

[1] State Education Department, *Annual Report 1970-71*, p. 20.

[2] 1973 letter to student members of Retention Committee from Proctor of Students, Department of Educational Services, SEEK Program, Brooklyn College.

[3] LCER Questionnaire, December 1973.

[4] Helen Astin *et al.*, *op. cit.*, pp. 28-29.

[5] Attrition rates for CUNY senior colleges utilized are contained in David Lavin and Barbara Jacobson, *Open Admissions at the City University of New York* (New York: Office of Program and Policy Research, City University of New York, April 1973), pp. 69-70.

[6] State University at Brockport, *1973 Higher Education Opportunity Program General Plan Format*, p. 6.

[7] State University of New York, Office of the Chancellor, *Guidelines for the Organization, Development, Coordination and Operation of the Educational Opportunity Programs of SUNY*, September 1, 1970, p. 17.

[8] State University at Brockport, *1973 Higher Education Opportunity Program General Plan Format*, p. 7.

[9] *Guidelines for the Organization, Development, Coordination and Operation of the Educational Opportunity Programs of SUNY*, *op. cit.*, September 1, 1970, p. 21.

[10] State College at Buffalo, *Final Report & Opportunity Programs*, p. 17(w).

[11] *Ibid.*, p. 17 (111).

[12] Undated SED Memorandum, "Definition of Progress Toward the Degree" to Directors, Collegiate Opportunity Programs.

[13] Exceptions are: Long Island University and Ithaca College. Fall 1972 and spring 1973 semester grades and degree credits earned are missing since they were not posted at the time of the fieldwork. The same applies to the spring 1973 semester for the College of New Rochelle.

Chapter V

[1] Laws of New York, 1970, Chapter 917, Article 130, Section 6452, 5-a-iii-iv.

[2] Human Affairs Research Center, *An Evaluation Study of the New York State Higher Education Opportunity Programs*, June 1970.

[3] Education Law, Article 130, Section 6451, 5-b.

Exhibit I

HEOP STUDENT RECORD SAMPLING
SAT VERBAL AND MATH SCORES OF INDIVIDUALLY SAMPLED HEOP STUDENTS

School	Sample Size	Response	SAT Verbal Mean	SAT Verbal Range	SAT Math Mean	SAT Math Range	SAT Verbal Below 319 No	%	SAT Math Below 319 No	%	SAT Verbal 320 499 No.	%	SAT Math 320 499 No	%	SAT Verbal Above 500 No	%	SAT Math Above 500 No	%
Canisius	36	18	347	230 460	380	290 573	5	28%	7	39%	13	72%	8	44%	0	0%	3	17%
Mt St Vincent	35	4	343	266 407	378	262 500	1	25	1	25	3	75	2	50	0	0	1	25
New Rochelle	29	22	344	211 530	335	239 517	11	50	10	45	10	45	11	50	1	5	1	5
Cornell	41	39	492	272 707	529	319 795	3	8	1	3	14	36	13	33	22	56	25	64
Fordham	60	41	426	289 609	436	280 655	3	7	4	10	32	78	27	66	6	15	10	24
Ithaca	55	27	404	260 549	435	266 609	5	19	3	11	16	59	17	63	6	22	7	26
Long Island University	40	6	352	255 556	371	300 540	3	50	2	33	2	33	3	50	1	17	1	17
Marist	49	27	376	239 598	412	270 656	5	19	6	22	20	74	16	59	2	7	5	19
New York University	70	63	469	270 650	500	220 710	3	5	3	5	34	54	29	46	26	41	31	49
Syracuse University	50	40	423	294 584	442	276 756	2	5	5	13	31	77	22	55	7	18	13	32
University College of Syracuse	46	2	409	374 443	481	401 561	0	0	0	0	2	100	1	50	0	0	1	50
Rochester	49	40	419	200 590	448	290 670	5	13	3	8	26	65	27	67	9	22	10	25
Utica	40	2	333	288 377	281	268 293	1	50	2	100	1	50	0	0	0	0	0	0
Total	600	331					47	14%	47	14%	204	62%	176	53%	80	24%	108	33%

High School Averages of Individually Sampled HEOP Students

School	Mean	Range	Sample Size	Response	Average Below 60	Percent	Average 60 69	Percent	Average 70 79	Percent	Average Above 80	Percent
Canisius	77 3	74 88	36	32	0	0	0	0	17	53	15	47
Mt St Vincent	74 7	65 87	35	19	0	0	4	21	12	63	3	16
New Rochelle	74 2	60 83	29	26	0	0	6	23	12	46	8	31
Cornell University	86 2	65 96	41	28	0	0	1	4	4	14	23	82
Fordham	79 1	62 91	60	37	0	0	1	2	15	41	21	57
Ithaca	77 3	64 95	55	24	0	0	3	13	10	42	11	45
Long Island University	71 5	62 81	40	17	0	0	6	35	10	59	1	6
Marist	77 5	62 86	49	24	0	0	1	4	14	58	9	38
New York University	80 8	62 89	70	69	0	0	2	3	23	33	44	64
Syracuse University	79 7	73 88	50	27	0	0	0	0	13	48	14	52
University College of Syracuse	73 1	60 85	46	15	0	0	6	40	3	20	6	40
Rochester	79 6	70 89	49	35	0	0	0	0	15	43	20	57
Utica College	71 2	65 77	40	18	0		7	39	11	61	0	0
Total			600	371	0	0%	37	10%	159	43%	175	47%

High School Rank (Quintile) of Individually Sampled HEOP Students

School	Sample Size	Response	1st Quintile Number	Percent	2nd Quintile Number	Percent	3rd Quintile Number	Percent	4th Quintile Number	Percent	5th Quintile Number	Percent
Canisius	36	29	9	31	9	31	4	14	4	14	3	10
Mt St Vincent	35	17	3	18	2	12	9	53	2	11	1	6
New Rochelle	29	17	4	24	4	24	1	6	3	18	5	28
Cornell University	41	34	22	65	7	21	4	12	0	0	1	2
Fordham	60	41	16	39	15	37	7	17	2	5	1	2
Ithaca College	55	39	7	18	6	15	9	23	10	26	7	18
Long Island University	40	18	3	17	2	11	3	17	4	22	6	33
Marist	49	32	4	13	11	34	8	25	3	9	6	19
New York University	70	61	22	36	16	26	11	18	6	10	6	10
Syracuse University	50	36	11	31	14	39	7	19	3	8	1	3
University College of Syracuse	46	17	1	6	6	36	5	29	5	29	0	0
Rochester	49	37	12	32	12	32	6	16	4	11	3	9
Utica	40	26	1	4	3	11	6	23	9	35	7	27
Total	600	404	115	28%	107	26%	80	20%	55	14%	47	12%

Source: LCER Sample, September 1973.

EXHIBIT II

BUDGETS USED IN PACKAGING AID FOR SEEK PROGRAM STUDENTS 1972 - 1973

Dependent Student	Weekly		9 Month[5]	
Fees			103	
Books and Educational Aids			150	
Transportation[3]	5 25		189	
Lunch	7 50		270	
Personal[1]	3 66		312	
Medical + Clothing[2]		10 70		385
Maintenance at home[2]	____	10 00	____	360
Total	21 41	20 70	1,024	808
(Add tuition when applicable)				

Dependent Student Living Away From Home	Weekly		36 Weeks 9 Months	
Fees			103	
Books and Educational Aids			150	
Transportation[3]	5 25		189	
Food	20 90		752	
Rent + Utilities	27 28		982	
Personal[1]	9 25		333	
Medical + Clothing	____	10 70	____	385
Total	62 68	10 70	2,509	385
(Add tuition when applicable)				

Independent Student	Weekly	Academic Year (9 Month) Individual	12 Month Budget		
			Individual	2 Member[4] Household	Each Additional Member
Fee		103	103	103	
Books and Educational Aids		150	150	150	
Transportation[3]	5 25	189	245	385	32
Food (including lunch)	20 90	752	1,087	1,680	428
Rent + Utilities	27 28	982	1,419	1,730	91
Personal[1]	26 90	968	1,399	2,145	454
Child care/Baby sitting	____	____	____	(1,040)	(1,040)
Total	80 33	3,144	4,403	6,193	1,005
(Add tuition when applicable)					

[1]Includes personal and recreation costs for dependent, personal, medical, clothing, laundry, recreation, insurance and miscellaneous expenses for independent personal, laundry and recreation for dependent living away from home

[2]Maintenance at home cost may be added to the student budget only in cases where the student actually incurs such an expense and only if the parental contribution is 0 or less When the student is required to contribute to home maintenance it is also likely that he may have to provide medical and clothing needs himself In such an instance those costs may be added to personal expenses

[3]Transportation costs for the independent student include $3 50 for the summer Transportation costs should be adjusted to reflect actual costs of traveling to school and job

[4]The 2 member household budget reflects the costs of 2 adults If the household consists of an adult and a child, $1,005 should be added to the single student budget

[5]If the dependent student receives work study during the summer, summer costs, including transportation, lunch and personal, should be added into his budget

Source: *1972-73 SEEK Report*, pp. 6 and 7.

Appendix I
FEDERAL AND STATE OPPORTUNITY PROGRAMS

While many federal and other state opportunity programs offer some of the program elements that New York State's HEOP-EOP-SEEK programs do, none match the tenure and comprehensiveness of them. The federal Special Services program completed its first year of operation in June, 1971. As reported in the 1972 *Catalog of Federal Education Assistance Programs* its purpose is to

> . . . provide remedial and other supportive services for students with academic potential who because of educational, cultural, or economic background, or physical handicap are in need of counseling, tutorial or other supportive services, career guidance and placement. (p. 295)

Special Services does appear to offer services similar to those provided by HEOP-EOP-SEEK, and in fact it was found that this program is operative at many of the schools in the LCER sample. However it does not seem to serve as narrow a target population since HEOP-EOP-SEEK students must meet the dual qualifications of being economically *and* educationally disadvantaged. The Educational Testing Service is presently concluding a study of Special Services "to provide an assessment of the broad need for special services for disadvantaged students in institutions of higher education . . ."

At least six other states have been identified with functioning post-secondary opportunity programs. Typically, these other state programs offer only financial aid to enrolled students. Only Illinois and Pennsylvania begin to approach the type of supportive services that New York State's HEOP-EOP-SEEK programs offer. Selected features of other state programs are:

Post-Secondary Opportunity Programs
in Selected States 1972-73

CALIFORNIA

Name of Program(s)	1.	Extended Opportunity Program
	2&3.	Education Opportunity Program
	4.	Opportunity Grants Program
1973-74 Appropriation:	1.	$ 6,100,000
	2.	5,000,000
	4.	6,000,000
		$17,100,000
Number of Students:	1.	25,500
	2.	14,000
	3.	6,000
	4.	6,000
		49,500 $/student: $345
Number of Institutions	1.	100 Community Colleges
	2.	19 State University and College campuses
	3.	9 University of California campuses
	4.	Not applicable
Items funded:		School expenses and maintenance

CONNECTICUT

Name of Program	Restricted Education Grant Program
1973-74 Appropriation:	$228,000
Number of Students	About 250 $/student: $912
Number of Institutions	37 public and private
Items funded:	Tuition, maintenance and other financial aid

ILLINOIS

Name of Program	Disadvantaged Grants
1973-74 Appropriation:	$1,400,000
Number of Students	Unknown
Number of Institutions:	20-25 (2 year community colleges only)
Items funded:	Prof. staff, tuition, some maintenance

MASSACHUSETTS

No Program

NEW JERSEY

Name of Program:	Educational Opportunity Fund Program
1973-74 Appropriation:	$15,700,000
Number of Students:	13,187 $/student: $1,191
Number of institutions:	47 public and private
Items funded:	Educational and living expenses, administration

NEW YORK

Name of Program:	Higher Education Opportunity Program
1973-74 Appropriation:	$33,000,000
Number of Students:	29,599 $/student: $1,115
Number of Institutions:	125 public and private
Items funded:	Supportive services and financial aid

OHIO

Name of Program:	Developmental Education
1973-74 Appropriation:	$2,500,000

Number of Students:

Number of Institutions: Public Sector only

Items funded:

PENNSYLVANIA

Name of Program: Act 101

1973-74 Appropriation: $2,160,000

Number of Students: 5,500 $/student: $393

Number of Institutions: 37 public and private

Items funded: Supportive services and in-service training

Source SED, HEOP Program Office.

Appendix II

POSSIBLE DISPARITIES BETWEEN SPECIAL PROGRAM RESULTS AND ACTUAL PROGRAM RESULTS

This audit has relied upon statistical evaluation of academic results to evaluate special programs. There are problems with such a method of assessing program effectiveness:

1. It fails to evaluate non-academic results,
2. It may not portray actual academic results (i.e., to the extent that statistical evaluation relies upon "hard data" that do not reflect changes in academic standards, educational quality, etc.).

As to the first concern, it is recognized "... achievement scores and retention rates do not tell the whole story of a program's effectiveness; personal and social outcomes are at least as important."[1] While these non-academic outcomes are significant, they are, in relation to program intent, secondary to academic outcomes. Consequently, this audit focuses on academic outcomes as, if not "the whole story," at least "the main story" of a program's effectiveness.

As to the second concern, if statistical indicators fail to discern basic changes in academic standards and educational quality, then this essentially statistical evaluation of the program will probably overstate actual program effectiveness. For example, grade-point averages are relied upon in evaluation, but as has been noted elsewhere, in some of the colleges surveyed, a shift to a partial or complete "pass/fail" grading system has made this statistical indicator less useful at such colleges (since a high grade-point average may be based on relatively few courses where actual letter grades — A, B, C, etc. — were assigned). Then too, the college sample used in this audit included one college that does not even allow its faculty to assign a grade of F (i.e., this college goes beyond pass/fail in its alteration of academic standards), one that ignored D's and F's accumulated during early college years in calculating grade-point averages, and one with an experimental school in which students were allowed to decide what grades they had received, themselves.

An advocate of special programs for disadvantaged students makes a similar charge related to the potential gap between statistical evaluation and actual program results:

> Since getting new students into—and preferably through college has been the almost single-minded goal, virtually all evaluation of our achievements has been concerned with quoting statistics on increased rates of access and retention. Only recently have a few scattered voices questioned whether recruitment and retention are really the goals. I think they are not. The goal of educators is to educate. We have however, sold out to the false goal of certification, and in our eagerness to get degrees in the hands of New Students we are afraid to ask ourselves whether we are *educating* them. We have been told for so long that the quality of education makes little or no difference in the outcome ... that we have succumbed to fatalistic acceptance of the notion that the credential will do as much for the New Student as the education. There are cheaper and more honest ways to certify.[2]

In *The Death of the American University*, L.G. Heller reports a transition in academic standards and educational quality that also would not be revealed by statistical evaluation of academic outcomes:

> Prior to open admissions, the college [City College of New York] had had certain hard-core minimal standards for entrance, requirements of a certain amount of mathematics, foreign languages, and so on. Yet some of the city's high schools were graduating students grossly deficient in these subjects. The committee [the City College Curriculum and Teaching Committee] then was asked to decide whether or not to require that a liberal arts major (who would have to be accepted regardless of his inadequate background) would be allowed to graduate, without *any* mathematics at all or if the college should demand that he must master intermediate algebra before *receiving* a City College degree: prior to open admissions, the students had had to know at least this much mathematics just to get into the college; they then

continued their studies from there. Under the *more* demanding of the two proposed alternatives, the new *terminal* point was the same as the old starting point. If this proposal were accepted (and it was), the City College degree would mean no more than what a diploma from a good high school once used to mean, and, in fact it well might mean less.[3]

This example is merely indicative of the many and diverse methods of impacting statistical evaluation of academic results. Consequently, this audit's findings should be viewed as possibly overstating academic success of program students at some colleges surveyed. No attempt was made to assess educational quality systematically to determine if changes had indeed transpired. However, the audit does indicate many modifications of academic standards for program students. Yet, in evaluating the program, the audit may not have fully portrayed the extent of academic failure. For example, despite audit team recognition that course withdrawals (without penalty) at some colleges appear excessive and that leaves of absence, transfers to other colleges, etc. may in many cases more closely resemble dropping out than surviving nevertheless there was no attempt to factor this awareness into statistical program evaluation. As a result, the forms of statistical evaluation utilized accept the program administrations' approaches to statistical reporting. It should be borne in mind that such assessment may overstate program effectiveness.

Footnotes

[1] Helen Astin et al., *Higher Education and the Disadvantaged Student* (Washington, D.C.: Human Service Press, 1972), p. 39.

[2] K. Patricia Cross, *Beyond the Open Door: New Students to Higher Education* (San Francisco: Jossey-Bass, Inc., 1971), p. 163.

[3] L. G. Heller, *The Death of the American University: With Special Reference to the Collapse of City College of New York* (New Rochelle: Arlington House, 1973), p. 62.

Appendix III

THE EDUCATIONAL SYSTEM AND COMPENSATORY EDUCATION PROGRAMS

The special college opportunity programs evaluated in this audit closely parallel other compensatory education program efforts at the elementary and secondary education levels (i.e., programs such as Head Start, Upward Bound, etc.). The fact that such compensatory education efforts are underway at all levels in the educational system raises issues related to possible program duplication. Where in the educational system does basic responsibility for education of disadvantaged students rest? Where in the educational system is the most appropriate level for such program effort (i.e., at what level can such program effort best demonstrate effectiveness and efficiency)?

Compensatory education at the college level has undergone rapid growth since its inception. As evident from the basic policy of the Board of Regents, this is not a desired course of action for the future:

> The basic responsibility of preparing poverty students adequately for education beyond high school should not be removed from the elementary and secondary schools. Basic changes must ultimately be made in the schools during the student's formative years if there is to be an end to collegiate opportunity programs. This is not to imply that colleges will not continue to provide educational services to adults as well as to opportunity students who are identified late in their secondary school career. It does mean, however, that with the general updating of elementary and secondary schools through closer coordination with the colleges, improvement in teacher and counseling training, and the revision of curriculums to meet changing needs, the major need for college opportunity programs should be significantly reduced by 1980.

Thus, if special college programs are to be continued, they are not to continue to grow at a rate that would supplant similar elementary and secondary education efforts.

The establishment of compensatory education programs outside the elementary and secondary education system (i.e., in colleges of the State) is at least partially intended to compensate for the inability of that system to demonstrate effectiveness in its efforts to educate disadvantaged students. The ineffectiveness of the system is amply portrayed in the recent, comprehensive *Report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education* (Fleischmann Commission).[2]

Yet this report not only provides a demonstration of the ineffectiveness of past effort at the elementary and secondary level, it also provides support for the basic policy of the Board of Regents; for, the report strongly supports continued reliance on an improved elementary and secondary education effort to educate disadvantaged students.

The report's general approach to solving student performance problems was ". . . identify those who have serious learning problems and provide extra funds to help overcome these problems."[3] Yet the report usually avoids recommendations on allocation of such extra funds:

> There is no measure to explain which of the many inputs to the education process (e.g., teachers, books) does the most to increase educational attainment. We cannot assume that the additional money our proposal grants to districts with disadvantaged students should be used to hire more teachers, or more curriculum specialists, or to buy more books for the school library.[4]

In light of such reluctance to ". . . mandate the services for which additional money should be spent . . .," it is of special significance that the report was not at all reluctant to specify the elementary educational level as the prime target for the additional money. A critical reason for this is serious reservation about the value of compensatory program effort at the secondary and higher education levels:

> Concentrating money on elementary education gets children off to a good start. Remedial programs in later years are more expensive and too often cannot

undo the damage of years of bad schooling.[5]

The report reinforces its stress on effort at the elementary school level by commenting on one higher education alternative directly related to this audit:

> In 1970-71 under its recently instituted open admissions program, CUNY had 7,000 incoming freshmen (of a total of 34,500) who scored below average ninth-grade reading scores and 8,000 who scored below eighth-grade level in mathematics. To do college work successfully, these students require special help, and remedial programs provided at university level are very expensive relatively speaking.[6]

This stress on compensatory education effort at the elementary school level is consistent with findings on the disadvantaged that emphasize "... that the deficits connected with an impoverished environment are cumulative over time." For example, one researcher notes that:

> ... few students improve, once they have established a poor achievement record early in their school careers.

Another similarly concludes:

> It seems likely that the lack of necessary antecedent experiences causes the child to fall farther behind as the curriculum builds upon abilities he has not yet acquired.

Yet another maintains that:

> as age increases it becomes more and more difficult for these disadvantaged children to develop compensatory mechanisms, to respond to special programs, or to make the psychological readjustments required to overcome the cumulative effects of their early deficits.[7]

Footnotes

[1] The State Education Department, *Education Beyond High School: The Regents Tentative Statewide Plan for the Development of Post-Secondary Education*, 1972, pp. 44-45.

[2] *Report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education*, Volume 1 (New York: 1972), pp. 1.2, 1.29, 1.31-1.34, 1.38, and 1.48.

[3] *Ibid.*, p. 2.17.

[4] *Ibid.*

[5] *Ibid.*, p. 2.18.

[6] *Ibid.*

[7] Helen Astin *et al.*, *Higher Education and The Disadvantaged Student* (Washington, D.C.: Human Service Press, 1972), p. 20.

Appendix IV
UNIVERSITY COLLEGE OF SYRACUSE

The HEOP program at University College may be the most ineffective, and the most controversial in the State. Its ineffectiveness is evidenced by the highest attrition rate (65%) identified for a HEOP program in New York. However, this attrition rate simply reflects the more basic issue related to the program — that the program is a part-time one, and only nominally a degree program.

In fact the program at University College (the school of general studies at Syracuse University) was once not even nominally a degree program. Even now, the student attrition rate, the part-time nature of the program, and the recruitment of an adult enrollment are far more suggestive of a general studies program than of a degree program.

While the State Education Department originally approved this program's introduction, it has been concerned about the nature and conduct of the program ever since. It is questionable that this program conforms to the legislative intent of the HEOP program.

Legislative intent would appear to stress a full-time matriculated baccalaureate program opportunity. This interpretation is reinforced by the predominant allocation of HEOP resources by SED to such program efforts. Also, while the usual HEOP timespan is five years maximum, at University College, this timespan could be as long as twenty years (e.g., based on the typical rate of credit generation — six credits per academic year). In light of research findings stressing that "... the disadvantaged are oriented more toward immediate and tangible goals and rewards than toward remote and intangible ones," [1] this approach to educating the disadvantaged appears unrealistic.

LCER was urged to compare program student academic achievement only to the achievement of regular students at University College (and not to the achievement of students in other HEOP programs) by college officials. This is ironic since this audit's comparisons of one special college program's results to another were undertaken to avoid any unfairness that might result from comparing special program results only to regular student achievement.

In this case, even the comparison sought by college officials suggests the program's ineffectiveness as the following table indicates.

It is apparent that HEOP students have a significantly higher attrition rate than University College's regular students.

Table 1

HEOP and Regular Students Attrition, 1969—1972
University College

	Dropout Voluntary or Withdrawal	Dismissal	Leave of Absence	Total	Percent
HEOP					
N = 46	30	0	0	30	65%
Regular					
N = 2,773	192	0	0	192	7%

Source: LCER Sample, September 1973 and University College of Syracuse Admissions Office Report, October 1973.

The high attrition rate was asserted to have resulted from the present general tendency of college students to drop out for a few semesters, and then return to school. However, field work by LCER revealed that HEOP students dropping out of University College seldom return.

In fact, a special sample of those HEOP students generating credit in this program revealed that the little evidence of success as was represented by such atypical students could not be attributed to the program's impact. Such students were found to have been achievers before they entered the program. For the most part, the students had accumulated credit before entering the program at University College or had a high school background of achievement.

The high achievement of University College's students who were generating credit is reflected in the fact that students successfully generating credit have a mean high school average of 78 while HEOP students in the regular sample had a high school average of 73. In comparing the mean high school average of this special sample with all HEOP students sampled, the University College special sample students rank among those schools with the better high school averages for HEOP students. In fact, there were only five of the 13 sampled schools that had a higher average.

A similar finding results in analyzing the high school ranks of this special sample. Fifty-six percent of this sample had ranks in the lowest three quintiles. Only five other schools had HEOP students with a lower percent of students with ranks in this range.

This special sample of University College HEOP students had accumulated a significant amount of credit prior to enrolling in the program. Fully one-third of all credits completed by these students were transferred credits. The average number of University College credits earned was 37 and the average amount of transferred credit was 18.

Documenting the program enrollment reported to SED and LCER is also an issue. The reporting system could result in over-reporting total program enrollment by two or three times the actual numbers present, since enrollment reporting per semester is an accumulation of *all registrants* in the program without respect to *present enrollment status.*

The enrollment accounting issue was raised by SED during a 1972 visitation.

> A review of student rosters for University College — Project Opportunity — was conducted during the evaluation visit. The rosters did include some students not eligible for HEOP benefits, and Project personnel were not able satisfactorily to produce a complete list of students who all were clearly HEOP eligible. However, the following information was gathered from the rosters:
>
> 1. The fall roster contains 388 names, of which only 10 students are matriculated. The 1971-72 HEOP Guidelines state: "Programs must serve matriculated full-time, or part-time students who are working toward a degree or certificate."
> 2. The fall roster contains 388 names and the spring roster 395. However, at least 24 people on the fall list and 56 people on the spring list were special students, or were classified as not eligible for HEOP. Thus, the headcount is unclear. No official roster with only eligible HEOP students has been provided to this office."[2]

The issue became so contested in 1973 that SED sent a team to University College in an attempt to gather an accurate figure for the HEOP enrollments. SED's solution was to fund the program on the basis of 105 full time equivalent students.[3] This is almost one-fourth of the figure used to calculate the previous year's enrollment.

A positive feature of the HEOP program was an excellent information system on exposure to supportive services such as counseling, and academic success.

FOOTNOTES

[1] Helen Astin, et al., *Higher Education and the Disadvantaged Student* (Washington, D.C.: Human *Service Press, 1972*) p. 30.

[2] SED, *Higher Education Opportunity Program Visitation Report, University College of Syracuse University, April 24-25, 1972,* p. 3.

[3] Letter dated July 16, 1973 from SED Supervisor of Higher Education to the Director, University College of Syracuse University HEOP Program.

Appendix V

TABULAR DETAIL

Table

A HEOP and Regular Students High School Rank (Lowest 60%)

B Numbers of HEOP and Regular Students with SAT Verbal Scores Below 500

C Number of HEOP and Regular Students with SAT Math Scores Below 500

D Comparisons of Racial and Ethnic Backgrounds of Students: Graduating From New York City High Schools, Entering CUNY In Second Year of Open Admissions Program, and Enrolled in SEEK Program

E Retention/Exposure to Counseling (At Three CUNY Senior Colleges)

F Retention/Exposure to Remedial/Developmental Coursework (At Six CUNY Senior Colleges)

G EOP Retention or Attrition Status Related to Use or Non-Use of Remedial/Developmental Coursework

H HEOP Retention/Exposure to Supportive Services

I SEEK Program Current Enrollment As Proportion of Original Enrollment (To Spring, 1973)

J SEEK Program Graduates as Proportion of Original Enrollment (To Spring 1973)

K SEEK Student Attrition As Proportion of Original Enrollment (From the Semester of Entry to Spring 1973 by Term of Entry)

L SEEK Attrition/Retention at CUNY Senior Colleges 1968-1973

M Attrition and Retention of EOP Students at Sampled Colleges by Year of Entry

N Attrition and Retention of HEOP Students at Sampled Colleges by Year of Entry

Appendix V

TABULAR DETAIL

Table A

HEOP and Regular Students
High School Rank
(Lowest 60%)

	HEOP		Regular	
Canisius	12/21	(57%)	NA	NA
Cornell	10/98	(10%)	400/5203	(8%)
Fordham	47/184	(25%)	431/1426	(30%)
Ithaca	19/30	(63%)	167/856	(19%)
LIU	61/73	(84%)	159/362	(44%)
Marist	14/15	(93%)	191/390	(49%)
Mt Saint Vincent	19/20	(95%)	77/243	(32%)
New Rochelle	7/11	(64%)	47/189	(25%)
NYU	79/226	(35%)	NA	NA
Rochester	18/46	(39%)	63/883	(7%)
Syracuse	7/43	(16%)	389/1915	(20%)
Utica	33/46	(72%)	141/296	(48%)

Source College Entrance Examination Board, *The College Handbook, Part 2*, New York 1972 and LCER Questionnaire, September, 1973.

Table B

Numbers of HEOP and Regular Students with SAT Verbal Scores Below 500

	HEOP		Regular	
Canisius	12/13	(92%)	NA	NA
Cornell	45/80	(45%)	253/1,823	(14%)
Fordham	176/200	(88%)	474/1,395	(34%)
Ithaca	14/16	(87%)	365/1,029	(36%)
Long Island University	25/26	(96%)	220/362	(61%)
Marist	16/18	(89%)	200/409	(49%)
Mt St Vincent	18/18	(100%)	78/248	(31%)
New Rochelle	20/21	(95%)	42/189	(22%)
New York University	147/254	(58%)	283/1,568	(18%)
Rochester	33/45	(73%)	100/934	(11%)
Syracuse	38/44	(86%)	657/1,966	(33%)
Utica	28/31	(90%)	158/298	(53%)

NA = Not Available

Source. College Entrance Examination Board, *The College Handbook, Part 2*, New York, 1972 and LCER Questionnaire, September, 1973

Table C

Number of HEOP and Regular Students With SAT Matn Scores Below 500

	HEOP		Regular	
Canisius	11/13	(85%)	NA	
Cornell	33/80	(41%)	104/1,825	(6%)
Fordham	151/200	(75%)	381/1,395	(27%)
Ithaca	14/16	(87%)	239/1,112	(22%)
Long Island University	26/26	(100%)	159/362	(44%)
Marist	14/18	(78%)	144/409	(35%)
Mt St Vincent	16/17	(94%)	72/248	(29%)
New Rochelle	20/21	(95%)	49/189	(25%)
New York University	119/252	(47%)	271/1,596	(17%)
Rochester	30/45	(67%)	53/934	(6%)
Syracuse	28/44	(64%)	344/1,966	(18%)
Utica	27/31	(87%)	83/298	(28%)

Source College Entrance Examination Board, *The College Handboo. , Part 2,* New York, 1972 and LCER Questionnaire, September 1973.

Table D

Comparisons of Racial and Ethnic Backgrounds of Students: Graduating From New York City High Schools, Entering CUNY In Second Year of Open Admissions Program, and Enrolled in SEEK Program

	New York City High School Graduates (1971)	Students Entering CUNY in 2nd Year of Open Admissions Program (Fall, 1971)	Students Enrolled in SEEK Program (Fall, 1970)**
Black	11,348/ 16%	8,234/ 21%	2,504/ 58%
Spanish Surname	6,383/ 9%	3,372/ 9%	1,394/ 32%
Others	53,191/ 75%	27,605/ 70%*	447/ 10%
Total	70,922/100%	39,211/100%	4,345/100%

Note: Amount/Percent are depicted in each table cell.

*Includes "No Response" in CUNY Ethnic Census
**In Five of Six Senior Colleges Surveyed (Excludes Queens College)

Source. LCER Questionnaire, 1974 and from David Lavin and Barbara Jacobson, Open Admissions at the City University of New York A Description of Academic Outcomes After Three Semesters (New York: Office of Program and Policy Research, City University of New York, April 1973), page 4.

Table E

Retention/Exposure to Counseling (At Three Senior Colleges)

Distribution of SEEK Students by Utilization of Counseling

Retention	Baruch				Brooklyn				City College			
	Utilized		Not Utilized		Utilized		Not Utilized		Utilized		Not Utilized	
Academic dropouts	7/11		4/11		7/9		2/9		20/20		0/20	
Voluntary dropouts	11/12		1/12		25/29		4/29		26/28		2/28	
Others/Unclassified*	3/3		0/3		2/3		1/3		6//		1/7	
Total dropouts	21/26	81%	5/26	19%	34/41	83%	7/41	17%	52/55	95%	3/55	5%
Transfers	4/4		0/4		7/7		0/7		4/5		1/5	
Graduates	2/2		0/2		7/7		0/7		12/12		0/12	
Enrolled	10/14		4/14		17/18		1/18		28/30		2/30	
Total Survivors**	16/20	80%	4/20	20%	31/32	97%	1/32	3%	44/47	94%	3/47	6%

*Includes leave of absence and voluntary dropouts specifying non-acedemic reasons.
**CUNY classifies transfers within CUNY as survivors, transfers are overwhelmingly within CUNY system.

Source: LCER Sample, September 1973.

Table F

Retention/Exposure to Remedial/Developmental Coursework (At Six Senior Colleges)

Attrition	Baruch				Brooklyn				City College			
	Total Students Exposed to Coursework		Total Students Not Exposed to Coursework[1]		Total Students Exposed to Coursework		Total Students Not Exposed to Coursework[1]		Total Students Exposed to Coursework		Total Students Not Exposed to Coursework[1]	
Academic Dropouts	10		1		6		3		18		2	
Voluntary Dropouts	9		3		15		14		17		11	
Others/Unclassified[2]	1		2		2		1		5		2	
Total Dropouts	20/26	77%	6/26	23%	23/41	56%	18/41	44%	40/55	73%	15/55	27%
Retention												
Transfers	4		0		6		1		5		0	
Graduates	1		1		7/7		0		11		0	
Enrolled	11		5		14/18		4		28		2	
Total Survivors[3]	16/22	73%	6/22	27%	27/32	84%	5/32	16%	44/46	96%	2/46	4%

Attrition	Lehman				Queens				York			
	Total Students Exposed to Coursework		Total Students Not Exposed to Coursework[1]		Total Students Exposed to Coursework		Total Students Not Exposed to Coursework[1]		Total Students Exposed to Coursework		Total Students Not Exposed to Coursework[1]	
Academic Dropouts	6		0		23		2		13		0	
Voluntary Dropouts	16		0		0		0		4		1	
Other/Unclassified[2]	2		0		22		1		0		0	
Total Dropouts	24/24	100%	0/24	0%	45/48	94%	3/48	6%	17/18	94%	1/18	6%
Retention												
Transfers	1		0		2		0		4		0	
Graduates	3		0		1		1		0		0	
Enrolled	16		1		21		4		25		2	
Total Survivors[3]	20/21	95%	1/21	5%	24/29	83%	5/29	17%	29/31	94%	2/31	6%

[1] Not exposed category includes students attempting, but not completing such coursework.
[2] Includes leave of absence, and voluntary dropouts specifying non-academic reasons.
[3] CUNY classifies transfers within CUNY as survivors, transfers are overwhelmingly within CUNY system.

Source: LCER Sample, September 1973.

Table G

Retention or Attrition Status Related to Use or Non-Use of Remedial/Developmental Coursework

College	Academic Dropouts	Voluntary Dropouts	Others/ Unclassified	Total	Percent	Transfers	Graduates	Enrolled	Total	Percent
Albany										
Utilized	6	8	0	14	28	–		16	18	36
Not Utilized	4	4	0	8	16			9	10	20
Brockport										
Utilized	3	2	5	10	21	–	3	18	21	45
Not Utilized	3	1	1	5	11	–	1	10	11	23
Buffalo College										
Utilized	6	13	2	21	37	1	9	15	25	44
Not Utilized	2	4	0	6	11	0	1	4	5	9
Buffalo University										
Utilized	13	11	0	24	30	0	4	28	32	38
Not Utilized	5	1	0	6	7	0	5	10	21	25
Oneonta										
Utilized	0	0	0	0	0	0	0	6	6	12
Not Utilized	9	5	1	15	29	0	7	23	30	59
Oswego										
Utilized	8	4	0	12	26	0	0	14	14	30
Not Utilized	10	2	0	12	26	1	5	2	8	17
Stony Brook										
Utilized	4	0	0	4	9	–	0	13	13	28
Not Utilized	7	1	0	8	17	–	9	12	21	46
Total	86	56	9	145	–	2	47	186	235	–
Percent	21 1	14 7	2 4	38 2	–	1	12 0	48 9	61 8	–

Source: LCER Sample, September 1973.

Table H

HEOP Retention/Exposure to Supportive Services

	Counseling				Tutoring				Remedial/Developmental Coursework			
	Utilized		Not Utilized		Utilized		Not Utilized		Utilized		Not Utilized	
TOTAL												
Attrition												
Academic Dropouts												
Voluntary Dropouts												
Others/Unclassified												
Total Dropouts	88	56%	69	44%	40	25%	117	75%	79	50%	78	50%
% of Total	23%		48%		20%		37%		27%		34%	
Transfers												
Graduates												
Enrolled												
Total Survivors	287	80%	74	20%	162	45%	199	55%	210	58%	151	42%
% of Total	77%		52%		80%		63%		73%		66%	
Total	375	72%	143	28%	202	39%	316	61%	289	56%	229	44%

Table H (Cont.)

	Counseling				Tutoring				Remedial/Developmental Coursework			
	Utilized		Not Utilized		Utilized		Not Utilized		Utilized		Not Utilized	
CANISIUS												
Attrition												
Academic Dropouts	8				2		6		4		4	
Voluntary Dropouts	3						3		2		1	
Others/Unclassified	0											
Total Dropouts	11	100%	0	0%	2	18%	9	82%	6	55%	5	45%
% of Total	31%				50%		28%		33%		28%	
Retention												
Transfers	1						1		1			
Graduates	0											
Enrolled	24				2		22		11		13	
Total Survivors	25	100%	0	0%	2	8%	23	92%	12	48%	13	52%
% of Total	69%				50%		72%		67%		72%	
Total	36	100%			4	11%	32	89%	18	50%	18	50%
CORNELL			Not Available									
FORDHAM												
Attrition												
Academic Dropouts	7		1		3		5		1		7	
Voluntary Dropouts												
Others/Unclassified	6		13		3		16		5		14	
Total Dropouts	13	48%	14	52%	6	22%	21	78%	6	22%	21	78%
% of Total	38%		54%		55%		43%		32%		5.%	
Retention												
Transfers			1				1		1			
Graduates	7		3				10		3		7	
Enrolled	14		8		5		17		9		13	
Total Survivors	21	64%	12	36%	5	15%	28	85%	13	39%	20	61%
% of Total	62%		46%		45%		57%		68%		49%	
Total	34	57%	26	43%	11	18%	49	82%	19	32%	41	68%
ITHACA												
Attrition												
Academic Dropouts	2		2				4		1		3	
Voluntary Dropouts												
Others/Unclassified	7		3				10				10	
Total Dropouts	9	64%	5	36%			14	100%	1	7%	13	93%
% of Total	20%		50%				26%		14%		27%	
Retention												
Transfers	1						1		1			
Graduates	9		3		1		11				12	
Enrolled	26		2		1		27		5		23	
Total Survivors	36	88%	5	12%	2	5%	39	95%	6	15%	35	85%
% of Total	80%		50%		100%		74%		86%		73%	
Total	45	82%	10	18%	2	4%	53	96%	7	13%	48	87%

Table H (Cont.)

	Counseling				Tutoring				Remedial/Developmental Coursework			
	Utilized		Not Utilized		Utilized		Not Utilized		Utilized		Not Utilized	
MT ST VINCENT'S												
Attrition												
Academic Dropouts	4				4				4			
Voluntary Dropouts												
Others/Unclassified	6				6				6			
Total Dropouts	10	100%			10	100%			10	100%		
% of Total	29%				29%				29%			
Retention												
Transfers												
Graduates	8				8				8			
Enrolled	17				17				17			
Total Survivors	25	100%			25	100%			25	100%		
% of Total	71%				71%				71%			
Total	35				35				35			
LONG ISLAND U												
Attrition												
Academic Dropouts												
Voluntary Dropouts												
Others/Unclassified	4				1		3		2		2	
Total Dropouts	4	00%			1	25%	3	75%	2	50%	2	50%
% of Total	10%				4%		23%		7%		18%	
Retention												
Transfers												
Graduates												
Enrolled	36				26		10		27		9	
Total Survivors	36	100%			26	72%	10	28%	27	75%	9	25%
% of Total	90%				96%		77%		93%		82%	
Total	40	100%			27	68%	13	32%	28	72%	11	28%
MARIST												
Attrition												
Academic Dropouts	1		9				10		6		4	
Voluntary Dropouts												
Others/Unclassified	4		5				9		3		6	
Total Dropouts	5	26%	14	74%			19	100%	9	47%	10	53%
% of Total	29%		44%				40%		39%		38%	
Retention												
Transfers												
Graduates	4		5		1		8		1		8	
Enrolled	8		13				21		13		8	
Total Survivors	12	40%	18	60%	1	3%	29	97%	14	47%	16	53%
% of Total	71%		56%		100%		60%		61%		62%	
Total	17	35%	32	65%	1	2%	48	98%	23	47%	26	53%

Table H (Cont.)

	Counseling				Tutoring				Remedial/Developmental Coursework			
	Utilized		Not Utilized		Utilized		Not Utilized		Utilized		Not Utilized	
NEW ROCHELLE												
Attrition												
Academic Dropouts			2		1		1				2	
Voluntary Dropouts												
Others/Unclassified	3		1		4				1		3	
Total Dropouts	3	50%	3	50%	5	83%	1	17%	1	17%	5	83%
% of Total	19%		23%		21%		20%		5%		50%	
Retention												
Transfers												
Graduates									18		5	
Enrolled	13		10		19		4					
Total Survivors	13	57%	10	43%	19	83%	4	17%	18	78%	5	22%
% of Total	81%		77%		79%		80%		95%		50%	
Total	16	55%	13	45%	24	83%	5	17%	19	66%	10	34%
NEW YORK UNIVERSITY												
Attrition												
Academic Dropouts	2		1				3		3			
Voluntary Dropouts			1				1				1	
Others/Unclassified	12		4		2		14		8		8	
Total Dropouts	14	70%	6	30%	2	10%	18	90%	11	55%	9	45%
% of Total	30%		21%		22%		27%		24%		30%	
Retention												
Transfers												
Graduates	3				1		2		2		1	
Enrolled	30		22		6		46		32		20	
Total Survivors	33	60%	22	40%	7	13%	48	87%	34	62%	21	38%
% of Total	70%		79%		78%		73%		76%		70%	
Total	47	63%	28	37%	9	12%	66	88%	45	60%	30	40%
SYRACUSE UNIVERSITY												
Attrition												
Academic Dropouts												
Voluntary Dropouts	5		6		3		8		7		4	
Others/Unclassified	3		11		1		13		11		3	
Total Dropouts	8	32%	17	68%	4	16%	21	84%	18	72%	7	28%
% of Total	26%		89%		25%		62%		45%		70%	
Retention												
Transfers	2		1		1		2		3			
Graduates	2						2		1		1	
Enrolled	19		1		11		9		18		2	
Total Survivors	23	92%	2	8%	12	48%	13	52%	22	88%	3	12%
% of Total	74%		11%		75%		38%		55%		30%	
Total	31	62%	19	38%	16	32%	34	68%	40	80%	10	20%

Table H (Cont.)

	Counseling				Tutoring				Remedial/Developmental Coursework			
	Utilized		Not Utilized		Utilized		Not Utilized		Utilized		Not Utilized	
UNIV OF ROCHESTER												
Attrition												
Academic Dropouts	4				4				2		2	
Voluntary Dropouts												
Others/Unclassified												
Total Dropouts	4	100%			4	100%			2	50%	2	50%
% of Total	8%				8%				8%		8%	
Retention												
Transfers												
Graduates	11				11						11	
Enrolled	34				34				23		11	
Total Survivors	45	100%			45	100%			23	51%	22	49%
% of Total	92%				92%				92%		92%	
Total	49	100%			49	100%			25	51%	24	49%
UTICA COLLEGE												
Attrition												
Academic Dropouts	2		1		3				2		1	
Voluntary Dropouts	3		9		1		11		10		2	
Others/Unclassified	2				2				1		1	
Total Dropouts	7	41%	10	59%	6	35%	11	65%	13	76%	4	24%
% of Total	28%		67%		25%		69%		45%		36%	
Retention												
Transfers												
Graduates												
Enrolled	18		5		18		5		16		7	
Total Survivors	18	78%	5	22%	18	78%	5	22%	16	70%	7	30%
% of Total	72%		33%		75%		31%		55%		64%	
Total	25	62%	15	38%	24	60%	16	40%	29	72%	11	28%

Source: LCER Sample, September 1973.

Table I

SEEK Program Current Enrollment As Proportion of Original Enrollment (To Spring, 1973)

Total Six Colleges		Term Of Entry	Baruch		Brooklyn		City College		Lehman		Queens		York	
34/342	10%	Fall 1966	–	–	11/35	31%	15/190	8%	–	–	8/117	7%	–	–
28/195	14%	Spring 1967	–	–	4/46	9%	14/81	17%	–	–	10/68	15%	–	–
78/413	19%	Fall 1967	–	–	7/63	11%	34/173	20%	–	–	37/172	22%	–	–
83/352	24%	Spring 1968	–	–	10/59	17%	23/58	40%	22/96	23%	24/99	24%	4/40	10%
244/710	34%	Fall 1968	–	–	72/279	26%	88/212	42%	19/62	31%	54/128	42%	11/29	38%
137/315	43%	Spring 1969	–	–	16/51	31%	44/88	50%	25/65	38%	40/77	52%	12/34	35%
414/1,023	40%	Fall 1969	61/146	42%	88/260	34%	97/218	44%	36/75	48%	124/294	42%	8/30	27%
129/270	48%	Spring 1970	4/6	67%	41/111	37%	46/84	55%	11/12	92%	11/14	79%	16/43	37%
841/1,623	52%	Fall 1970	90/227	40%	178/435	41%	220/307	72%	137/248	55%	169/311	54%	47/95	49%
159/273	58%	Spring 1971	2/2	100%	9/26	35%	14/20	70%	26/54	48%	79/126	63%	29/45	64%
1,047/1,546	68%	Fall 1971	96/158	61%	298/443	67%	257/362	71%	59/91	65%	248/356	70%	89/136	65%
579/789	73%	Spring 1972	75/111	68%	107/157	68%	177/225	79%	57/73	78%	118/160	74%	45/63	71%
1,533/1,786	86%	Fall 1972	117/204	87%	315/351	90%	317/352	90%	156/202	77%	446/534	84%	122/143	85%
903/903	100%	Spring 1973	142/142	100%	214/214	100%	270/270	100%	110/110	100%	120/120	100%	47/47	100%

Source Calculated by LCER staff from information contained in Office of Special Programs, City University of New York, Final Report for the SEEK Program of the City University of New York, 1972-73.

Table J

SEEK Program Graduates as Proportion of Original Enrollment (To Spring 1973)

Total Six Colleges		Term of Entry	Baruch		Brooklyn		City College		Lehman		Queens		York	
104/342	30%	Fall 1966	–	–	9/35	26%	73/190	38%	–	–	22/117	19%	–	–
39/195	20%	Spring 1967	–	–	6/46	13%	19/81	23%	–	–	14/68	21%	–	–
86/413	21%	Fall 1967	–	–	16/63	25%	30/173	17%	–	–	40/172	23%	–	–
37/352	11%	Spring 1968	–	–	6/59	10%	4/58	7%	8/96	8%	16/99	16%	3/40	8%
46/710	6%	Fall 1968	–	–	21/279	8%	16/212	8%	7/62	11%	2/128	2%	0/29	0%
11/315	3%	Spring 1969	–	–	2/51	4%	2/88	2%	0/65	0%	6/77	8%	1/34	3%
4/1,023	0%	Fall 1969	0/146	0%	1/260	0%	3/218	1%	0/75	0%	0/294	0%	0/30	0%
2/27	1%	Spring 1970	1/6	17%	1/111	1%	0/84	0%	0/12	0%	0/14	0%	0/43	0%
0/1,623	0%	Fall 1970	0/227	0%	0/435	0%	0/307	0%	0/248	0%	6/311	2%	0/95	0%

Source. Calculated by LCER staff from information contained in Office of Special Programs, City University of New York, Final Report for the SEEK Program of the City University of New York, 1972-1973.

Table K

SEEK Student Attrition As Proportion of Original Enrollment (From the Semester of Entry To Spring 1973 By Term of Entry)

Total Six Colleges		Term of Entry	Baruch		Brooklyn		City College		Lehman		Queens		York	
204/342	60%	Fall 1966	–	–	15/35	43%	102/190	54%	–	–	87/117	74%	–	–
128/195	66%	Spring 1967	–	–	36/46	78%	48/81	59%	–	–	44/68	65%	–	–
244/408	60%	Fall 1967	–	–	40/63	63%	109/173	63%	–	–	95/172	55%	–	
232/352	66%	Spring 1968	–	–	43/59	73%	31/58	53%	66/96	69%	59/99	60%	33/40	83%
420/710	59%	Fall 1968	–	–	186/279	67%	108/212	51%	36/62	58%	72/128	56%	18/29	62%
167/315	53%	Spring 1969	–	–	33/51	65%	42/88	48%	40/65	62%	31/77	40%	21/34	62%
605/1,023	59%	Fall 1969	85/146	58%	171/260	66%	118/218	54%	39/75	52%	170/294	58%	22/30	73%
143/270	53%	Spring 1970	1/6	17%	69/111	62%	38/84	45%	1/12	8%	3/14	21%	31/43	72%
782/1,623	48%	Fall 1970	137/227	60%	257/435	59%	87/307	28%	111/248	45%	142/311	46%	48/95	51%
114/273	42%	Spring 1971	0/2	0%	17/26	65%	6/20	30%	28/54	52%	47/126	37%	16/45	36%
499/1,546	32%	Fall 1971	62/158	39%	145/443	33%	105/362	29%	32/91	35%	108/356	30%	47/136	35%
210/789	27%	Spring 1972	36/111	32%	50/157	32%	48/225	21%	16/73	22%	42/160	26%	18/63	29%
253/1,786	14%	Fall 1972	27/204	13%	36/351	10%	35/352	10%	46/202	23%	88/534	16%	21/143	15%
0/903	0%	Spring 1973	0/142	0%	0/214	0%	0/270	0%	0/110	0%	0/120	0%	0/47	0%

Note. Excludes separation because of graduation from CUNY senior college, but includes graduates of CUNY community colleges, transfers to colleges outside CUNY system, as well as academic dismissals and voluntary dropouts.

Source. Calculated by LCER Staff from information contained in Office of Special Programs, City University of New York, Final Report for the SEEK Program of the City University of New York, 1972-73.

Table L

SEEK Attrition/Retention at CUNY Senior Colleges 1968-1973

	Baruch	Brooklyn	City College	Lehman	Queens	York	Total
Attrition							
Academic Dropouts	11	9	20	6	25	13	84
Voluntary Dropouts	12	29	28	16	0	5	90
Others/Unclassified*	3	3	7	2	23	0	38
Total Dropouts	26	41	55	24	48	18	212
Survivors							
Transfers	4	7	5	1	2	5	24
Graduates	2	7	12	3	2	0	26
Enrolled	16	18	30	17	25	26	132
Total Survivors**	22	32	47	21	29	31	182
Attrition Rates	26/48	41/73	55/102	24/45	48/77	18/49	212/394
Percent	54%	56%	54%	53%	62%	37%	54%

*Includes leave of absence and voluntary dropouts specifying non-academic reasons.
**CUNY classifies transfers within CUNY as survivors, transfers are overwhelmingly within CUNY system.

Source: LCER Sample, September 1973.

Table M

Attrition and Retention of EOP Students at Sampled Colleges by Year of Entry

EOP Sample Colleges		Attrition Status: Dropout Voluntary or Withdrawal	Dismissal	Other	Total Attrition	Percent	Retention Status: Grades of Students Still Enrolled 20+	19-	Graduates	Survivors	Percent
Albany											
N = 50											
1968 69	(10)	4	4		8				2	2	
1969 70	(10)	2	2		4		4	1	1	6	
1970 71	(15)	3	2		5		10			10	
1971 72	(15)	3	2		5		10			10	
Sub total		12	10		22	44%	24	1	3	28	56%
Brockport											
N = 47											
1968 69	(12)	2	1	3	6		2		4	6	
1969 70	(14)	1	4	3	8		5	1		6	
1970 71	(8)						7	1		8	
1971 72	(13)		1		1		9	3		12	
Sub total		3	6	6	15	32%	23	5	4	32	68%
Buffalo College											
N = 57											
1968 69	(20)	6	3	1	10		2	1	7	10	
1969 70	(15)	4	2		6		2	4	3	9	
1970 71	(12)	5	2		7		4	1		5	
1971 72	(10)	2	1	1	4		3	3		6	
Sub total		17	8	2	27	47%	11	9	10	30	53%
Buffalo University											
N = 83											
1968 69	(25)	9	5		14		6		5	11	
1969 70	(20)	3	10		13		3	1	3	7	
1970 71	(19)		2		2		15	1	1	17	
1971 72	(19)		1		1		17	1		18	
Sub total		12	18		30	36%	41	3	9	53	64%
Oneonta											
N = 51											
1968 69	(12)	4	2		6		1		5	6	
1969 70	(13)		2	1	3		6	2	2	10	
1970 71	(12)		3		3		7	2		9	
1971 72	(14)	1	2		3		6	5		11	
Sub total		5	9	1	15	29%	20	9	7	36	71%
Oswego											
N = 46											
1968 69	(5)		3		3				2	2	
1969 70	(14)	1	5		6		6		2	8	
1970 71	(13)	4	3		7		3	2	1	6	
1971 72	(14)	1	7		8		6			6	
Sub total		6	18		24	52%	15	2	5	22	48%
Stony Brook											
N = 46											
1968 69	(10)						3	1	6	10	
1969 70	(11)		3		3		6		2	8	
1970 71	(12)		4		4		7	1		8	
1971 72	(13)	1	4		5		2	5	1	8	
Sub total		1	11		12	26%	18	7	9	34	74%
Summary Totals											
N = 380											
1968 69	(94)	25	18	4	47	50%	14	2	31	47	50%
1969 70	(97)	11	28	4	43	45	32	9	13	54	55
1970 71	(91)	12	16		28	30	53	8	2	63	70
1971 72	(98)	8	18	1	27	27	53	17	1	71	53
Total		56	80	9	145	38%	152	36	47	235	62%

Source. LCER Sample, September 1973.

Table N

Attrition and Retention of HEOP Students at Sampled Colleges by Year of Entry

HEOP Sample Colleges	Attrition Status						Grades of Students Still Enrolled		
	Dropout, Voluntary or Withdrawal	Dismissal	Leave of Absence	Total Attrition	Percent	Transfer	2.0+	1.9-	Graduates
Canisius (1 gpa missing)									
N - 36									
1969-70 (2)	–	–	–	–	–	1	1	–	–
1970-71 (11)	–	4	–	4	–	–	6	1	–
1971-72 (18)	3	4	–	7	–	–	6	5	–
1972-73 (5)	–	–	–	–	–	–	2	2	–
Sub total	3	8	–	11	31%	1	15	8	–
Cornell									
N - 41									
1970-71 (15)	1	4	–	5	–	–	8	2	–
1971-72 (26)	1	1	2	4	–	–	18	1	3
Sub total	2	5	2	9	22%	–	26	3	3
Fordham									
N = 60									
1969-70 (16)	3	1	1	5	–	1	1	3	6
1970-71 (26)	11	3	–	14	–	–	7	1	4
1971-72 (18)	3	4	1	8	–	–	9	1	–
Sub total	17	8	2	27	45%	1	17	5	10
Ithaca									
N = 55									
1969-70 (18)	5	–	–	5	–	–	3	–	10
1970-71 (18)	2	2	–	4	–	–	11	–	3
1971-72 (19)	3	3	–	6	–	1	9	3	–
Sub-total	10	5	–	15	27%	1	23	3	13
Long Island University									
N = 40									
1970-71 (10)	–	–	–	–	–	–	10	–	–
1971-72 (30)	4	–	–	4	–	–	23	3	–
Sub total	4	–	–	4	10%	–	33	3	–
Marist									
N - 49									
1969-70 (20)	5	3	–	8	–	–	4	2	6
1970-71 (15)	3	4	–	7	–	-	2	4	2
1971-72 (14)	1	3	–	4	–	–	5	4	1
Sub total	9	10		19	39%	–	11	10	9
Mt. St Vincent									
N = 35									
1969-70 (10)	2	–	–	2	–	–	–	–	8
1970-71 (15)	1	2	–	3	–	–	8	4	–
1971-72 (10)	3	2	–	5	–	–	2	3	–
Sub-total	6	4	–	10	29%	–	10	7	8
New Rochelle									
N = 29									
1970-71 (14)	1	2	–	3	–	–	7	4	–
1971-72 (15)	3	–	–	3	–	–	4	8	–
Sub total	4	2	–	6	21%	–	11	12	–

Table N (Cont.)

HEOP Sample Colleges	Attrition Status: Dropout, Voluntary or Withdrawal	Dismissal	Leave of Absence	Total Attrition	Percent	Transfer	Grades of Students Still Enrolled: 2.0+	1.9-	Graduates
New York University (1 gpa missing)									
N = 70									
1969-70 (32)	5	1	–	6	–	–	20	3	3
1970-71 (20)	7	1	–	8	–	–	8	4	–
1971-72 (18)	3	–	–	3	–	–	8	6	–
Sub total	15	2	–	17	24%	–	36	13	3
University College of Syracuse									
N = 46									
1969-70 (8)	8	–	–	8	–	–	–	–	–
1970-71 (12)	6	–	–	6	–	2	2	2	–
1971-72 (26)	16	–	–	16	–	–	9	1	–
Sub total	30	–	–	30	65%	2	11	3	–
Syracuse University									
N = 50									
1969-70 (14)	2	9	–	11	–	1	1	–	1
1970-71 (21)	9	3	–	12	–	–	5	3	1
1971-72 (15)	2	–	–	2	–	2	8	3	–
Sub total	13	12	–	25	50%	3	14	6	2
University of Rochester (1 gpa missing)									
N = 49									
1968-69 (5)	–	–	–	–	–	–	–	–	5
1969-1970 (11)	–	1	–	1	–	–	4	–	6
1970-71 (11)	–	1	–	1	–	–	9	1	–
1971-72 (11)	–	2	–	2	–	–	5	4	–
1972-73 (11)	–	–	–	–	–	–	4	6	–
Sub total	–	4	–	4	8%	–	22	11	11
Utica College (5 gpa's missing)									
N = 40									
1969-70 (11)	6	–	–	6	–	–	2	1	–
1970-71 (18)	5	4	–	9	–	–	5	4	–
1971-72 (11)	1	1	–	2	–	–	4	2	–
Sub-total	12	5	–	17	43%	–	11	7	–
Summary Totals									
N = 600									
1968-69 (5)									5
1969-70 (142)	36	15	1	52	–	3	36	9	40
1970-71 (206)	46	30	–	76	–	2	88	30	10
1971-72 (231)	43	20	3	66	–	3	110	44	4
1972-73 (16)	–	–	–	–	–	–	6	8	–
Total	125	65	4	194	32%	8	240	91	59

Source: LCER Sample, September 1973.

Appendix VI

AUDIT METHOD

The audit methodology used in the report is intended to provide a fair and relevant legislative evaluation of the Higher Education Opportunity Program. The extensive program data base assembled:

- Allows inferences to be made for assessment of past program performance;
- Is sufficient in itself, even without inferences, to assess past program performance;
- Allows LCER staff to fairly apply program standards, methods of assessment of past program performance, and program procedures developed by the program administering agencies;
- In the absence of program administering agency assessments of program performance, provides generalized and preliminary testing of previously untested program concepts upon which these programs are based; and
- Tests the adequacy of program information for program control, and for program evaluation.

The audit data base was assembled and verified under audit conditions. Audit methods used include: sample design, questionnaire design, sampling-secured data collection worksheet design, fieldwork, and methods of analysis.

Sample Design

Sample design includes: 1) the selection of individual program colleges and 2) the selection of individual program students. In the selection of individual program colleges, in order to insure fair evaluation, the program administering agencies were asked to designate programs that were known to be effective. In order to insure relevant evaluation, LCER designated a "control group" of additional program colleges (i.e., one for HEOP, one for EOP, and one for SEEK). The control groups contained the colleges with the largest program enrollments and the longest periods of program participation. This insured evaluation of the program via its major allocation of resources and via college programs in operation for a sufficiently long period for students to have had program exposure and the opportunity to demonstrate achievement. As a result of this method, the college programs surveyed included potential models of effectiveness, as well as for HEOP almost 50% of total program enrollment (the HEOP program is the most dispersed; therefore, sampling as many as 13 private colleges still yielded under 50% of program enrollment, but did include *all* colleges with large program enrollments), and for EOP (seven SUNY colleges were sampled), and for SEEK (six CUNY colleges were sampled), well over 50% of total program enrollment. While this selection of college programs surveyed departs from random sampling procedure, it does so only to insure fairness and relevance. A program audit that did not include potentially effective programs would be unfair; also, a program audit that did not include programs both old enough to be evaluated, and large enough to represent major program resource allocation would be irrelevant.

The selection of sample size for individual program student sampling at colleges surveyed was made in a manner that insured a minimum sample size of 10 percent of average annual enrollment from year of program inception through the 1971-72 academic year. At no college surveyed was sample size allowed to drop below forty program students (except for those few HEOP colleges surveyed where less than forty students had been enrolled annually from program inception through 1971-72). A random selection method known as disproportionate, stratified sampling was used to actually select program students sampled. This method stratified the sample by date of entry into the program, with emphasis on early program enrollment. The result is a sample size for each college that reflects program size from inception to 1971-72 and that includes students in the program long enough to have had program exposure and to have demonstrated achievement. In fact, most students sampled had been in the program for a sufficiently long time to have completed or to have neared completion of the program. It should be stressed that this random sampling technique controlled only for date of entry, and not for other program student characteristics because sampling frames (i.e., lists for sample selection) provided to LCER staff by program staff contained no additional information beyond the name and

date-of-entry of students enrolled in the program.[1] Even without stratification, however, the theory of random sampling techniques assumes that through use of such technique, the sample will distribute itself normally with respect to other program student characteristics. That is to say that the sample will be distributed as the total program population is distributed.

The total program population intended for inferences from sampling is the past, and not the current program population. Student selection for sampling ended with those enrolled during the 1971-72 academic year. This focus on the past program population is entirely appropriate for a post audit, since it permits meaningful assessment of the program's impact on those enrolled long enough to have had meaningful program exposure, and to have demonstrated meaningful achievement. Furthermore, it should be noted that while actual student selection into the sample ended in the 1971-72 academic year, data collection for the entire sample continued through the 1972-73 academic year.[2] Therefore, while the sample represents the past program population, it represents also the current status of this population.

Finally, sampling-secured information is important, not only because of inferences it allows to the total past program population, but also in and of itself; this is so because sampling yielded information on approximately 1,350 program students at 26 college programs throughout the State in ways that allowed relationships between program inputs, program components, and program outcomes to be explored for the first time. Furthermore, the data base was collected and verified under audit conditions.

Questionnaire Design

A questionnaire was designed for self-reported aggregate program information. The questionnaire relied heavily upon the common format for program information monitoring adopted by SED, SUNY, and CUNY. In fact, reliance upon the common format was intended to avoid conflict and duplication with ongoing reporting systems. Further, the LCER questionnaire was reviewed by all central program administrations prior to its submission to insure its appropriateness and that information requested could actually be supplied by the college programs. In the case of CUNY, all information, in response to the questionnaire was supplied by the central administration, instead of the colleges. The information so secured was so incomplete for CUNY that heavy reliance had to be placed on sampling information, alone. Furthermore, the incomplete CUNY submission was awaited for almost one year in order to insure fairness to the SEEK program. It should be stressed that this questionnaire, like the common format can at best only supplement the types of evaluation achieved in this program audit via sampling-secured information. This is so because of the fact that aggregate, not individual data are secured in a manner that precludes disaggregation. Consequently, relationships between program inputs, program components, and program outcomes cannot be explored usefully via such an aggregate instrument. Furthermore, the instrument collects self-reported data. The pitfalls of relying upon self-reported data for evaluation were made clear to LCER by: review of such information previously collected by central program administering agencies, discussion with program staffs on the reliability of such data, review of program agency actions required by the possible and actual inaccuracy of such data, and LCER's own aggregate program questionnaire and fieldwork experiences. Consequently, the audit relied heavily upon sampling-secured information for HEOP and EOP, as well as for SEEK.

Sampling-secured Data Collection Worksheet Design

The sampling-secured data collection worksheet was designed so that for each program student sampled, relationships between academic background characteristics, program exposure, and college academic achievement could be explored. Prior to the sampling for this audit, there was no data base developed or secured by any central program administration that could be used to answer such a question as: can the success of an individual program student be attributed predominantly to program exposure, to a "low-risk" academic background, or to neither factor? In order to evaluate student success attributable to the program, one must know not only if the student was successful, but also whether his success could fairly be attributed to program exposure of a high risk student.

[1] In fact, at many colleges surveyed, even securing such a minimum sampling frame proved almost beyond the capability of program information "systems."

[2] In the few cases where the timing of fieldwork precluded such current data collection, the tables are noted accordingly.

In order to answer such critical questions of program effectiveness, it is necessary to collect and maintain data on individual students in a manner that retains the individual as the unit of analysis. This type of worksheet developed for the sampling phase of the audit is known as a raw data matrix. Its value lies in the fact that it permits analysis of many different relationships without loss of the raw data; in this case, without loss of the individual student's characteristics prior, during, and after program exposure.

The worksheet developed contained over 30 pieces of information on each student. Each aspect of the audit such as target population relied upon not one, but several indices of measurement. For example, in order to determine the nature of the target population secured, LCER collected data on high school averages, high school rank, standardized tests such as SAT, etc. This reliance upon multiple indices to measure target population, program exposure, academic achievement, etc. avoided simplistic evaluation of a complex education program. Furthermore, the actual indices selected built strongly upon those identified by program administering agency reports as appropriate to evaluation of this program. Consequently, this audit builds upon recognized data needs, standards, methods of evaluation, etc. Furthermore, it attempts to fill program information and evaluation gaps recognized by program administrators at the audit's inception.

Fieldwork Methods

The collection of data for completion of the worksheets involved an intensive record search on college program campuses surveyed. Data were collected under normal audit conditions (i.e., direct access to selected files by audit team members for purposes of data collection and verification) from records usually located in at least four different offices on each college campus — the program office, the admissions office, the registrar's office, and the financial aids office. Few of the 26 college programs surveyed had central program information systems; in the case of HEOP, the lack of such a centralized information system is a violation of the contract agreement with SED.

Program information deficiencies seriously impacted data collection efforts. For example, the original worksheets anticipated the availability of adequate information on counseling and tutoring such as nature of counseling, subjects of tutoring, contact hours for both, etc. However, it was found that such specific information was not retained for most of the college programs surveyed. Instead, documentation of exposure to such supportive services alone could be secured. Usually it was not possible to determine even the intensity of such exposure. Similarly, information on any individual program student was found wanting. For many students sampled no records were to be found while for others, records were incomplete. In some cases, target population information could be secured, but not evidence of program exposure, or not complete information on academic achievement. In other cases, the information on program exposure and academic achievement was found without data on the student's academic background prior to program entry. In few cases were all indices of target population characteristics, program exposure characteristics, and academic achievement characteristics available for the same program student.

At some college programs, even securing information identifying program students for sampling proved a challenge. Such problems, however, were anticipated in the development of audit methods and were offset by the collection of multiple indices of target population characteristics, program exposure characteristics, and academic achievement characteristics described previously. They were also offset by sufficient selection of substitute program students so as to retain adequate sample sizes.[3] Students sampled were discarded from the sample only if no information at all was available, or if no information in any one critical area such as target population characteristics, was available. The result was adequate overall sample sizes, with relatively more data available to support some conclusions than to support others. This is reflected in the audit text and the table notations on sample size and response rate.

Finally, it should be stressed that data collection relied not only upon LCER audit team assessment of records, but also upon instruction provided by college program officials and by other college officials on the meaning of records searched. For example, in review of transcripts LCER staff did not decide what was program remedial/developmental coursework, and what was regular coursework. Instead, instruction was provided to LCER staff on such classifications. Such

[3] Substitutes were selected during the sampling phase. Selection of substitutes from each entry class insured retention of intended proportional relationships of one class to another in the sample design.

briefings minimized the LCER staff judgments required for interpretation of college records searched.

Methods of Analysis

Program information secured during fieldwork was analyzed in ways that maximized the ability of such data to probe the relationships that exist between the target population secured and academic success and between the program and academic success. The evaluation, acknowledging the possibility of multiple causation, explored the relative target population impact and program impact upon academic success. The methods of evaluation and the evaluative standards utilized conformed to those suggested or applied in the general literature on higher educational programs for disadvantaged students, and to those suggested or applied by program administering agency reports, guidelines and officials. However, all aspects of this evaluation were constrained by serious program information deficiencies. Accordingly, the evaluation undertaken is more generalized than theoretically desirable, but does represent the only form of evaluation practical, given program information inadequacy.

For example, evaluation of tutoring services by actual subject of tutorial linked to actual success in that specific subject area is more appropriate evaluation than tutoring exposure linked to general academic success. However, it was often difficult to collect data indicating tutoring exposure, let alone tutoring exposure by subject, and by record of the coursework that required such tutoring. The same type of problem was evident in the type of counseling information that can presently be secured. Yet, the methods of analysis used are the only ones possible to use currently.

The information secured on exposure to remedial/developmental coursework — the compensatory education program component is far more definitive. This is so not because of the adequacy of information maintained by the program. The program compensatory coursework information is definitive only because it is usually maintained on the college transcripts of the individual program students.

In conclusion, the evaluation undertaken in this audit, reflects the type of evaluation of this program currently possible, and contributes a data base secured under audit conditions that can be utilized for program assessment. Furthermore, it is used in this audit to produce program assessment that is fair and reasonable. For example, audit methods by design include programs designated as potentially effective, and methods of comparison that permitted programs to be evaluated in relation to other such programs, and other educationally disadvantaged students, as well as to the regular college population.

Appendix VII

AGENCY RESPONSES

State University of New York

State Education Department

City University ot New York

State University of New York
99 Washington Avenue
Albany, New York 12210

Office of the Chancellor

May 15, 1974

Dr. Troy R. Westmeyer
Director, Legislative Commission
on Expenditure Review
111 Washington Avenue
Albany, New York 12210

Dear Troy:

I'm pleased to forward the accompanying central staff comments on the Confidential Preliminary Draft of the Commission's study of college programs for the disadvantaged. A copy of a transmittal memorandum from Vice Chancellor Smoot to me also is enclosed to give an overview of our review process and to introduce the comments.

The opportunity to provide this contribution to the Commission's important study is most gratifying. Equally gratifying is the cooperative arrangement by which my staff was able to work closely with your own in the selection of campuses for audit, the search for records, and the interpretation of preliminary findings. We who have been closely involved in the development of programs for the disadvantaged know that their growth has been dramatic and not always with optimum planning. But we're proud of the University's efforts to rise to the challenge, and we look with interest to your final report.

I believe your staff will find the accompanying comments helpful, and I'll be pleased to arrange for any conferences or other additional response that you would find helpful.

Again, thanks for your constructive help and advice.

Cordially,

Ernest L. Boyer

Enclosures
cc: Dr. Kelly
Dr. Smoot

State University of New York
99 Washington Avenue
Albany, New York 12210

May 13, 1974

Memo

To: Chancellor Boyer,

From: James S. Smoot
Office of the Vice Chancellor
University-Wide Services and Special Programs

The Director of the Legislative Commission on Expenditure Review, Dr. Troy R. Westmeyer, has provided for our review and comment the Confidential Preliminary Draft of the Commission's study of college programs (SEEK/HEOP/EOP) for educationally and economically disadvantaged youth and adults in New York State. Central staff associates and I have had the benefit not only of this review process but also of work with Neil Blanton and the Commission staff during the past year; we also discussed with them our general comments on the study. We share the Commission's concern for effecting further improvements in the educational opportunity programs.

Although very little of the turbulent, sometimes chaotic, history of these programs shows through the Draft, the LCER staff has evinced an understanding of those times. Some of the constraints under which the staff had to work with the selected EOP campuses—inadequate records, EOP personnel changes, and early unclear guidelines—reflect that early EOP history. As a chief architect of the study which led to expanded opportunity programs after 1968, you are keenly aware of the sense of urgency that pervaded our early EOP efforts. You also will recall that much of the pressure to increase the momentum of social change through educational programming came from socially responsive legislators, and it is right that they should ask for this accounting of our effort.

The attached central staff comments are provided for use of the Commission staff in preparing a final report. We believe that the presentation of EOP problems and issues will be more accurate as a result of these comments. The Draft report shows that some corrective actions have been taken by our special programs staff and campus personnel; other improvements will be easier and quicker with an accurate report as a guide.

Our chief staff comments were prepared by John Reavis, Assistant University Dean for Special Programs, who has coordinated EOP operations during their period of major growth. Additional comments have been prepared by George Howard, University Dean for Special Education, and by staff in the Office of Finance and Business. I have reviewed the comments, and I recommend that they be forwarded to Dr. Westmeyer. If you feel that a copy of this transmittal memorandum would be helpful to him, I'd be pleased to have it forwarded as well.

If questions arise about our response, or if discussion of any aspect of the EOP operation is desirable, I'd be pleased to respond.

James S. Smoot

State University of New York
99 Washington Avenue
Albany, New York 12210

May 10, 1974

MEMORANDUM

To: James Smoot, Office of the Vice Chancellor
University-Wide Services and Special Programs

From: John Reavis

Re: Response to EOP Sections of LCER Draft Report

The following comments are provided for your consideration in responding to the above report. Dr. Howard has provided you with a critique of the summary.

Administration

Pages 1-2

1. A final report date of July 15 of the preceding year has not been met. This date is not realistic, as it allows too little time to receive and compile separate data from SUNY, from community colleges outside New York City and in New York City, from Fashion Institute of Technology, and CUNY's College Discovery Program.

2. The October 1 deadline for issuance of a state-wide report for EOP/HEOP/SEEK to the Governor and the appropriate agencies is not realistic for the same reasons.

Page 3

3. Central administration since 1967 has provided direction to the individual programs. Due to the nature in which each campus saw its needs to provide educational opportunities for disadvantaged youth, particularly black and Puerto Rican minorities, each campus developed its basic plan of operation on that premise. In the establishing of new programs, central administration's involvement required individual campus visits and on-the-spot consultations.

4. From the inception of EOP, fiscal guidelines were developed by central administration with Audit and Control and the Division of the Budget to insure appropriate expenditure of funds by the campuses.

5. Since the inception of the program, periodic state-wide meetings have been held by central office to obtain input from the campuses and to provide guidance for each campus in directing its program.

6. Central administration decided in November, 1968, that the number of SUNY campuses involved and the growing number of EOP students merited the development of state-wide guidelines. To assure maximum germane input from the field and agencies, central administration convened several state-wide and regional workshops from December 1969 to June 1970. EOP staff, campus personnel, EOP students, State Education HEOP officials, the University Faculty Senate's Expanding Educational Opportunity Committee, consultants, and representatives of other state agencies helped formulate a set of guidelines for the Chancellor to submit to the Board of Trustees for approval.

   Each participating president and appropriate campus personnel received a draft copy of the guidelines for review during the Spring of 1970, and this draft was utilized by the campuses as an interim general guide for entering EOP students.

   Central administration and the campuses agreed that prior EOP admits should not be subject to the new guidelines nor should any be dropped from the program if he did not meet the new guidelines.

   Legislation passed in late Spring of 1969 called for a clear limitation of admitted students to those who were both educationally and economically disadvantaged.

Page 3

7. Where ineligible students were encountered, the individual campuses provided financial aid from federal funds to offset any EOP disbursements. In several cases, central administration acknowledged that it was best to provide continued tutoring and counseling services to the ineligible students through both EOP and college operating budgets as the University had to fulfill a promise of equal educational opportunity.

Target Population

Page 6

8. Each October since 1970, the University has released to all New York State high schools and community agencies an "EOP Admissions Abstract," which clearly delineates the type of student eligible for EOP. With this information, local guidance counselors and other interested community workers were in a better position to advise and refer students to EOP programs.

9. Criteria as outlined may give the erroneous impression that everyone is dissatisfied with present procedures. Attempts are being made to find a better way of objective measurement of academic ability, knowing that regularly admitted students have been successful only approximately 50% of predicted success.

Pages 11-12

10. The Commission acknowledges that the overwhelming majority admitted into EOP were well below regular admissions standards. Where EOP admits high school

averages ranged close to the minimum regular admission standards, other academic deficiencies such as individual subject matter and absence of required college preparatory courses were considered by EOP personnel evaluating individual student records.

Page 12

11. The Regents Scholarship Examination and the Scholastic Aptitude Tests had not been taken by students from our pool of eligibles because they had not thought that college study was possible for them. In many cases, schools did nothing to dispel this belief.

12. The Commission's information supports the fact that we are working with academically disadvantaged students.

Pages 15-18

13. Many SUNY campuses that initiated EOP programs quickly from 1967 to 1969 had difficulty convincing ghetto residents that the black are disadvantaged. Youth could receive "overnight" college entrance and resident study or a "white" campus. Due to the existence of large clusters of black professionals working and living in New York City, Long Island, Buffalo and Rochester, these areas were the initial recruiting grounds for SUNY EOP programs. Black professionals were guiding forces in the capacity of recruiters, academic advisors, community speakers, and telephone interviewers.

14. A limited number of out-of-state EOP students were recruited by SUNY colleges from New York State cities. Residence requirements were not clearly delineated, so out-of-staters who had come to New York State for better opportunities and who had been living for a period of time with relatives and friends were considered eligible for EOP.

15. Before issuance of the statewide 1970 EOP Guidelines, some SUNY colleges had developed individual campus guidelines. In some instances, and even now, if mismanagement of family income clearly limited funds for college attendance, we took the position that the student should not be penalized. Thus, the campus had authorization to waive economic guidelines and allow the student to enroll in EOP.

Page 17

16. The documentation of this page as to EOP directors' concerns is valid. This information reflects problems experienced by the directors who pressed the campuses to accept more responsibility for planning, coordinating and making appropriate decisions.

Page 18

17. When EOP became a reality, several campuses agreed that EOP staff could handle the determination of financial aid and the processing of papers to support the students. As OSP became aware of these isolated operations, corrections were set forth in the 1970 Guidelines.

129

Pages 20-21

18. The Commission effectively documents the fact that some white citizens also are disadvantaged and should be considered. The University's EOP Guidelines call for consideration of all ethnic groups and for recruitment of students from the campus sponsorship area. The initial legislative intent clearly was to provide more educational opportunities for minorities and EOP continues to be the major access point for minority group students in SUNY. A full "Open-Door" policy at the state-operated campuses cannot be accomplished due to budgetary limits, use of meritocratic admissions criteria and ceilings on enrollment.

Supportive Services

Pages 22-30

19. A statewide evaluation of supportive services has not been feasible, but this does not mean that no evaluation has been undertaken.

    Evaluation is one purpose of individual campus visitations by central staff from the Offices of the Vice Chancellors for Two-Year Colleges, Arts and Sciences Colleges, University Centers and Contract Colleges, and Academic Programs and Health Affairs. Campus visits were made by the Office of Special Programs to insure appropriate follow-up for the improvement of the programs.

    Statewide and regional meetings included discussion of formal and informal techniques to be employed to improve the supportive services.

    The outgrowth of concern about program quality led to the following:

    1) A formula was developed to guide staffing.

    2) The Chancellor established a University-wide committee of faculty members to advise the University on educational reform to meet the needs of disadvantaged students attending or wishing to attend the State University.

    3) A uniform set of guidelines was formulated.

    4) An annual workshop was established to discuss new techniques and exchange information about teaching and counseling the disadvantaged.

    5) Pilot evaluation studies were conducted by the EEO Faculty Senate Committee and compiled in collaboration with the Office of Special Programs in 1970-71.

    6) A booklet, "Recommended Model for EOP," was released in February 1972, after evaluating reports and data submitted by the campuses.

20. The Commission is correct in saying that little written information was available. Outlining the development of counseling services from the beginning to 1971-72, the Commission also implied that campus visits showed that records on students now in the program are available.

When the programs were implemented on a crash basis, little or no time was available to document on-going developments of individual students. Often, the entire EOP staff had to counsel students because the "regular" faculty and administrative staffs did not know how to relate to the black and Puerto Rican students arriving on campus. Living problems had to be straightened out before financial aid and academic needs of the EOP students could receive due attention.

Since 1971-72, we have become more concerned about the effectiveness of counseling, and campuses have been encouraged to develop internal evaluations. Internal evaluations have resulted in more staff being provided through operating budgets to sustain and improve the quality of services to EOP.

21. The 1974-75 General Plan will request more definitive information. A sample of the questionnaire is available.

Page 32

22. At Oswego, the combined role of tutor-counselor has been studied by Oswego, and a report is available for review. The OSP considers this innovative approach effective, and personnel from other campuses have been directed to observe the program.

Pages 32-33

23. The University felt that each campus should develop its own system of internal evaluation of its tutoring program. Individual campus resources varied, so each program developed what it considered to be a relevant tutoring program. The University's central administration concluded in 1972 that campus tutorial programs needed improvement, not only for the EOP student, but also for the many regularly admitted students who develop academic deficiencies.

Page 33

24. The Commission acknowledges that learning laboratories have been established and maintained for both EOP and regular students. Initially these labs were developed for the EOP students, but regular students and faculty recognized the value of these laboratory services for all students. Some campuses plan to maintain and expand learning laboratories within college operating budget costs.

Page 34

25. The University has initiated closer scrutiny of developmental and remedial study. The Vice Chancellor for Academic Programs has surveyed the existing arrangements as the first step to determine what must be done to retain and support academic needs of not only the EOP student but also the regular admit student as well.

26. The Commission earlier acknowledged that the University's diversity provided a stronger base for experimentation and that positive changes were evident. Positive changes were accomplished by internal evaluations, central staff involvement, and interchange of information with other colleges.

The development of strict academic coursework procedures is regarded by central administration as a campus obligation. A citing of college-by-college coursework adjustments seems unnecessary.

27. The Commission has misinterpreted the impact on EOP remedial work resulting from that in the Urban Centers, Cooperative College Centers, and Community Colleges. Not all EOP students enroll via these channels. Thus, the 1971 termination of support for remedial summer campus programs and reduced support for academic year tutoring brought campus outcries that students would have to spend more time during the first and second semesters with non-credit-bearing instruction.

Each year's incoming EOP students have different academic and counseling needs, so each college must be flexible in course offerings. The Commission's report (page 34) may be contradictory, viewed in the light of the numerical and categorical listings of course offerings. Academic survival of EOP students required that campuses (The University at Buffalo, Buffalo College, Oswego, and Albany) provide remedial and developmental courses during the summers as well as the academic years.

Pages 34-36

28. The most important factor that has been consistently omitted is that of a consistent point of reference, utilization of one group throughout the investigation. To interchange academic year information, without adequate documentation, does not provide the reader with a definitive set of facts on which to make program recommendations.

Pages 50-52

29. Academic requirements for SUNY, as noted by the Commission, cannot be designed to have all campuses meet one statewide set of requirements. The University's diversity, which includes different individual college goals, different academic programs, and different required course loads, reflects the need for different academic admissions requirements.

Individual EOP students have academic deficiencies that differ, thus requiring that each campus modify the program structure for its EOP students. Without a summer program, each campus shapes the first-year program to varying degrees to integrate remedial/development course work and regular courses. Therefore, a firm set of academic regulations would clash with the University's effort to allow diversity.

30. The University's EOP guidelines set forth a policy of affording the EOP student up to three semesters to demonstrate his academic potential before being terminated from the program for academic reasons. Where campuses have adopted a more liberal policy, central office has requested that corrective action be instituted.

Page 52

31. Here the Commission rightly observes that a student can use the pass/fail option "to good advantage, as illustrated by a student who transfers from a community college and exercises the option of converting a mediocre record to all P's. He then continues the final two years being careful to opt for P's in all courses where good grades are not assured. This can result in a very high cumulative average—even 4.0."

    What needs to be emphasized, however, is the fact that this option is not limited to EOP students. Under EOP, a student should not need to exercise this option unduly because supportive services would be available to him.

Pages 52-53

32. Special courses have been funded by the University, but it has been done as an integral part of the academic process and through the regular, college operating budget procedures.

33. In most instances ethnic studies were requested, planned and developed by minority students, most of them EOP. However, the resulting Afro-American, Black Studies, Afro-Hispanic, and Puerto Rican Studies have been joined by such other "special" studies as Jewish Studies and Women Studies. These exist as separate departments or are woven into other academic departments.

Pages 54-55

34. EOP attrition, as outlined on this page does not fully reflect all circumstances. Stony Brook did not institute academic regulations for its regular students until 1971; therefore no EOP student was considered for official academic dismissal there until the end of the 1971-72 academic year.

Financing the Program

This section of the report was reviewed closely by the Office for Finance and Business, and I concur fully with their comments, which follow:

Pages 62-69

Further clarification is needed where the Commission refers to "General Education Costs." For example, what does the Commission infer under institutional contributions? References to the HEOP Annual Report as a source document for the State University's operations should not serve as a base reference point.

The State University does have fiscal data available for release upon request. (The Office of Finance and Business has access to expenditure reports.) In order to recommend for legislative fiscal support, some analyses of encumbrances must be made, and in order to release funds, a set of procedures and vouchers must be approved and be reviewed by Audit and Control.

Finally, I commend the Commission for its sincere effort to review the programs within the framework of a rapidly unfolding social situation and intense effort by the University to expand educational opportunity for the disadvantaged. I am pleased to express appreciation for the staff's understanding of the pressures under which the OSP has had to fulfill its coordinating role.

If I can be of further assistance by clarifying these comments or enlarging upon them, I'd be pleased to do so.

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
OFFICE OF THE PRESIDENT OF THE UNIVERSITY
AND COMMISSIONER OF EDUCATION
ALBANY, NEW YORK 12224

RECEIVED JUL 25 1974

TUESDAY
July 23
19 74

COPY

Mr. Troy Westmeyer
Legislative Commission on
Expenditure Review
111 Washington Avenue
Albany, New York

Dear Mr. Westmeyer:

Thank you for the opportunity to comment on the LCER report on the SEEK/EOP/HEOP Programs in New York State. We are disturbed about certain aspects of the study and have outlined our major concerns in the attached critique of the report.

It should be noted that our response is primarily concerned with the sections of the report that deal with the HEOP Program which serves the students in the State's private colleges and universities. It is our understanding that CUNY and SUNY will respond directly to you expressing their comments on the report.

Faithfully yours,

Ewald B. Nyquist

Attachment

135

Comments of the State Education Department
on the Legislative Commission on Expenditure
Review Report on College for the Disadvantaged

Objectives

The purpose of the LCER report, "College for the Disadvantaged," is to provide the Legislature with the information and analysis necessary to determine whether the higher educational opportunity programs are fulfilling program objectives. The writers of the report perceive the objectives to be: (1) enabling individuals to obtain a college education and (2) increasing integration in the state's colleges and universities. The general objectives are considerably broader than described. They also include fostering educational parity and increasing chances for upward social and economic mobility. Implicit in both of these objectives is the kind of social change that comes from making disadvantaged populations more productive.

Measures of Academic Disadvantage

Regular and non-traditional students are compared in the LCER report in order to determine whether there are essential differences. The bases of comparison are: high school rank, high school average, and Scholastic Aptitude Test (SAT) scores. The position taken by the report writers is that high school average is the best indicator of a student's potential to succeed in college. Using this as an index of comparison, the writers conclude that HEOP students are comparable in academic preparation to regular students on their own campuses and are superior to SEEK and EOP students. This position is sound only if the students come from high schools with similar social and educational environments, programs, and standards. In point of fact, the regular and non-traditional students being compared come from very different situations and the use of high school averages for comparison is inappropriate.

The fallacy in using high school average or rank for comparison is illustrated by combining the data in Chart S-2 and Table S-6 of the LCER report. They show that on one hand, Fordham, with approximately the same percentage of non-traditional and regular students from the bottom three quintiles of their high school classes, had attrition rates of 45% for HEOP students and 6% for regular students. On the other hand, College of New Rochelle, with more than twice as many non-traditional as regular students from the lower 60% of their high school classes, had attrition rates of 21% for HEOP students and 29% for regular students. If the high school rank and average indices were valid a more consistent relationship to attrition would have been evident.

In contrast, SAT scores provide a seemingly reasonable basis for comparison of students and prediction of college success. For example, in examining the SAT scores of Fordham students it is notable that 33% of the regular students had verbal SAT scores below 500 and 18% had math scores below that level. By comparison, 86% of the non-traditional students had verbal scores below 500 and 64% had sub-500 scores in mathematics. Although the data for all colleges are not so clear-cut, the SAT scores appear to offer an explanation of the attrition rate differential at Fordham. The fact that 75% of HEOP students (compared to 50% of the regular students) score below 450 on the SAT verbal test combined with the Educational Testing Service contention that SAT scores correlate .5 with freshman year grades underscores the academic disadvantage of HEOP students and leads to a better understanding of attrition rates.

Effectiveness of Supportive Services

The LCER report reflects a fundamental misunderstanding of the basic goals and procedures of the supportive services provided for the students in opportunity programs. Obviously HEOP students are culturally different from the majority of students and, relatedly, are disadvantaged by inadequate academic preparation and patterns of social and cultural exclusion. As a result, supportive services must go beyond the improvement of basic academic skills. In addition to this basic misunderstanding, the report displays fallacious reasoning with regard to specific supportive services.

The report writers state on page S-15 that "support services have been widely used and have demonstrated marginal success. . . ." The report goes on to say that counseling has been the most utilized and most effective; tutoring has been effective but underused, and; compensatory coursework has been utilized more than tutoring but has been less effective.

Although it is true that some students who are in need of counseling, tutoring and remedial

coursework reject them, it is equally true that many students who decline the services do not need them. Among opportunity students, all of whom are inadmissible according to the normal entrance requirements, are many capable of academic achievement without the benefit of intensive supportive services. The crucial issue is not simply how many students utilize the services; it is rather how many of those who *need* assistance to survive take advantage of them and what are the success ratios for users and non-users. The data in Chart 12 reveal survival – dropout ratios of 3.3/1, 4/1, and 2.7/1 for students using the counseling, tutoring, and remedial coursework services respectively, as opposed to 1/1, 2.7/1, and 2/1 for students not using those services. Clearly the students using the services benefitted. The question of how many students who needed the services obtained them is difficult to answer precisely. Approximately 10% of the HEOP students failed to obtain counseling and dropped-out; approximately 20% failed to obtain tutoring and dropped out, and; slightly more than 10% failed to pursue remedial coursework and dropped-out. Coversely, between 80 and 90 percent of the students either did not need those services to survive or received them and survived. These data lead to the conclusion that while efforts must be increased to improve the utilization of supportive services by those students who truly need them, the necessary support in general is being provided.

In addition, there are a number of procedural complications that make the LCER conclusions tenuous:

(1) An attempt to analyze the effectiveness of individual components of programs is problematic. Efforts to do this, including 13 doctoral dissertations with the most sophisticated covariant analysis techniques, have uniformly failed. A more feasible and appropriate approach is to measure entire institutional programs against standards of productivity. Even with this approach, no single model of effectiveness and efficiency will be identified in view of such intangibles as administrative and faculty attitudes and student responsiveness to the social and academic environment.

(2) The commentary on supportive services fails to analyze in-depth the effect of pre-freshmen year summer programs, a vital adjunct to most HEOP programs. The attrition rate for those who attend summer programs is considerably lower than the rate for their non-attending counterparts.

(3) It is incorrect to attribute dropping-out to academic failure. Since the inception of HEOP, *only 20% of all students leaving the program did so for academic reasons.* Most depart for financial reasons.

(4) The LCER report acknowledges the difficulty in defining remedial and developmental coursework. The report indicated that certain developmental courses were highly specialized courses with regular subject matter. Actually, the questioned courses contain areas of interest to disadvantaged students such as Economics of Poverty and Third World Politics and are used to convey elementary information and techniques in economics and political theory. Such definitional problems undermine attempts at objective analysis.

Economic Eligibility

The Report claims that some HEOP students are economically ineligible at sample institutions. But the manner in which LCER reviewed financial eligibility is based solely on family income. It does not take into account those categories of students who are automatically eligible without reference to income, *e.g.*, wards of the State, social services recipients, and public housing residents. Failure to separate these important categories from the sample, raises serious questions about the reliability of the eligibility measures utilized by LCER.

The Commission concluded that nine students at Syracuse University were admitted in apparent violation of HEOP economic guidelines, on the basis of family income. What the report fails to mention is that these students, who constitute less than 1% of the total sample, were removed from HEOP rolls in the Fall of 1971 as a result of monitoring efforts by SED, prior to the LCER investigation.

Academic Standards

Although the summary makes little mention of a concern for academic standards, Appendix II criticizes all types of opportunity programs for their alleged dilution of academic quality. There is also concern over flexible academic policies that

allow students to elect pass/fail options, withdraw from courses just prior to final examinations, or carry less than full-time academic loads, without academic penalty. These are merely procedural adjustments, the need for which has been identified by college officials for the benefit of all students. Emphasis is shifting from time-serving, uniformly applied to all students, to the acquisition of knowledge by individuals who proceed at their own pace.

Non-traditional students who enter college with major academic, social, and cultural difficulties to overcome, are especially in need or more flexible options in pursuing their degrees. Such procedural flexibility should not be equated with a lowering of academic standards. High standards of academic achievement can be maintained, regardless of length or method of study employed. The quality of the finished product has not been lessened in the process of creating educational options tailored to individual needs. Non-traditional students appear to be quite successful in maintaining high academic standards as measured by their success in gaining admission to graduate school. Three percent more non-traditional students than reguar students in the sample have continued their studies in graduate and professional schools.

Cost

There is no basis for the assumption that the only payoff on state monies invested in opportunity programs has been in terms of students who graduate. It would seem logical to assume that most students who continue their studies beyond high school acquire skills, competence and aspirations that make them more employable, even though they have not completed a degree program. Before any conclusion is reached, a follow-up study should be conducted on the students who did not graduate, to determine how many took jobs for which they would have been ineligible without some college experience, and how many ultimately resumed their education.

SED Administration

The LCER report indicates Departmental administrative inadequacies in terms of unmet deadlines for forwarding reports and failure to provide a centralized storehouse of data. Although opportunity programs had been in operation since 1966, not until 1971 was SED given responsibility for coordinating and accounting for all sectors by which time administrative difficulties were well established. A long period of very difficult work has improved the system substantially.

Summary

The L.C.E.R. Report represents the first attempt at a comprehensive review of educational opportunity programs in the state. Its contribution is primarily in identifying the many problems inherent in conducting an evaluation of such a complex educational and social experiment. However, the State Education Department disagrees with many of the conclusions of the Report. The foregoing commentary addresses only some of the major points with which the Department takes issue. These points may be summarized as follows:

(1) L.C.E.R. demonstrates an incomplete understanding of the objectives of opportunity programs;
(2) places too great a stress upon high school grades for determining academically disadvantaged students;
(3) fails to grasp the importance of supportive services in contributing to the success of the non-traditional student;
(4) employs an inadequate measure of economic eligibility; and
(5) confuses recent and widespread innovations in higher education with a lowering of academic standards. Such an approach fails to recognize the real achievement of opportunity programs.

The City University of New York *Office of the Chancellor*

535 East 80 Street, New York, N.Y. 10021

212 ~~360-1521~~ 794-5311

August 21, 1974

COPY

Dr. Troy Westmeyer, Director
Legislative Commission on Expenditure Review
111 Washington Avenue
Albany, New York 12210

Dear Dr. Westmeyer:

On behalf of my staff, I would like to express our appreciation to you and your staff for the opportunity to review, comment and discuss the first Draft Report of the Legislative Commission on Expenditure Review on the City University SEEK Program. Those discussions enabled CUNY to clarify some of the assumptions and incorrect statistical data in the first draft of the Report.

The purpose of this letter is to clarify further some of the findings in your second Preliminary Report, which I understand is ready to be printed for distribution to the members of the Legislative Commission on Expenditure Review.

The compilation of a comprehensive report covering, evaluating and analyzing the vast range, variety and detail of the many special programs in higher education for the disadvantaged in New York is an obviously complex and hazardous task. There were and are immense difficulties in the attempt by the Legislative Commission on Expenditure Review not only to collect and analyze the data from three separate and distinctly different sets of programs but also in their effort to create and validate a useful basis of comparison among the programs. The LCER and its staff are to be commended for the purpose and enterprise in articulating some important problems in the design and implementation of educational programs for the disadvantaged.

The understandable reliance in the LCER Report on statistical analysis and the utilization of a single, early academic year

as the basis for most of the observations contained in the Report necessarily limits the perspective within which an evolving and rapidly expanding program is viewed. For example, the CUNY SEEK Program has grown at a rate of over 1,000 students per year and now enrolls more than 10,000 students. During the period of initial growth, fully regularized administrative procedures were subordinated to the resolution of immediate and pressing problems. Those problems of educational methodology and techniques for reaching a totally new college population saw administrators and faculty in the SEEK Program develop innovative techniques that have had a significant impact on the University's ability to adjust to the challenge of "open admissions" and on educational programs for the disadvantaged throughout the Nation.

Today, with over 1,600 baccalaureate graduates, the SEEK Program can be judged to have been, on balance, a successful educational experiment. SEEK is now well beyond the start-up stage. It has consolidated and systematized organizational, curricular and evaluative gains; the Program's weaker aspects have been phased out.

The current stage of that process began in 1972 when a new Central Office for Special Programs, headed by a University Dean, was appointed to institute University-wide administrative procedures for the individual SEEK Programs. Limited to the consideration of earlier years, the Report does not note or consider the substantive changes and improvements which occurred in the past two years.

The University and the SEEK Program fully understand the need, at this time, for an in-depth assessment of all administrative and educational aspects of the Program. To that end, the Board of Higher Education has directed the Chancellor to establish several Task Forces for the purpose of reviewing all aspects of the SEEK Program.

In spite of the values of the LCER Report, several major issues require further elaboration and clarification. Let me summarize these issues as I see them.

STUDENT BACKGROUND:

There are, I believe, insurmountable difficulties in attempting

to compare the CUNY SEEK population with EOP and HEOP students at other institutions or with the general Open Admissions students at the City University. The LCER Report accurately notes that the CUNY SEEK students, as a group, are clearly the most educationally and economically disadvantaged of all opportunity program students. Some of the significant characteristics of SEEK students must be kept in mind for they have clear and important implications for the educational programs, the supportive services, and the economic requirements of the CUNY SEEK Program.

1. Many SEEK students are older than the typical college student. They have come to college after having left the educational environment and they return often with family responsibilities not shared by the normal student.

2. The depth of their educational disadvantage cannot be measured fully by high school records alone. Coming as they do from designated poverty areas in the City, they are often the products of elementary and secondary schools which have the poorest records of preparing students for college.

3. Unlike most of their counterparts elsewhere, the CUNY SEEK student, although attending college, is never physically, socially, or emotionally removed from the pre-college environment. He or she continues to live in the same sub-standard housing and be exposed to the same familial and peer pressures experienced during high school. They must function in two environments which represent conflicting lifestyles and place upon the student competing pressures.

Clearly, grade-point averages and standard economic indicies do not portray either accurately or adequately the extent of educational and social deprivation that these young people bring with them to the college campus. If such serious deprivation is fully understood it must raise serious questions about the validity of comparisons with groups of students both within this University and in other institutions who do not share this total experience.

TIME REQUIREMENTS AND EDUCATIONAL BENEFITS:

There are implications in the LCER Report that the time required for SEEK students to complete their programs is excessive.

It should be understood, as I am sure it is, that since by definition SEEK students bring to their college experience educational deficiencies from their previous experience, the time required for completion of an academic program will be greater than for those who do not share these disadvantages.

A recent survey 325 SEEK graduates indicates that the average lenght of time required to complete the degree was 4.7 years. It was also found that the graduates of each succeeding entering class took less time to receive their degrees than did graduates of the entering class which preceded it.

SEEK students are expected to move as rapidly as possible toward attaining the baccalaureate degree. The maximum projected time is 10 to 11 semesters in attendance. In order to measure satisfactory progress, retention standards have been cooperatively developed on each campus by the Dean of Students and the SEEK administration.

Based only on the date of entry, some students may have appeared to have remained in the program for more than 11 semesters, a common phenomenon with City University undergraduates generally, are equally common with SEEK students. Thus, the date of entry is not a reliable indicator of the actual time in attendance in the Program.

Unlike other types of economic endeavors, educational programs--especially those designed for minorities and the economically and educationally disadvantaged--cannot be judged only on the basis of the "finished product." The product of a higher education program is not necessarily a baccalaureate. While the aim of the educational process is to graduate students, the alternatives which individuals may choose short of completing the process are beneficial both to them as individuals and to society as a whole. Although the SEEK Program has not surveyed those who did not graduate, national studies show that individuals with only 1-3 years of college have higher incomes and lower unemployment rates than those who never attended college.

The Bureau of the Census has estimated the lifetime income of a man with 1-3 years of college to be 11% greater than that of a man with only a high school education. Thus, far from being unsuccessful, even those who do not graduate from college appear to be in a much better economic position than if they had never attended.

OTHER CONCERNS:

Several other issues in the Report are of real concern to the University. These include support services, the effectiveness of the counseling program, compensatory education, and tutoring. I suggest that appropriate staff members from the University and the LCER discuss these issues in order to ensure full and correct understandings.

The SEEK Program is a major part of the City University's mission to broaden educational opportunities for all New York City residents including those high school graduates who have endured racial, social, economic or educational disadvantages. This Program is a bold and innovative step in meeting the educational needs of a disadvantaged population in New York City. Its successes have been signal and have made it possible for many individuals who otherwise might not have the opportunity of higher education to gain skills and experience to permit them to make greater contributions to society and significantly increase their standard of living and improve their way of life.

The University has learned much about the kinds of remedial support, special counseling and tutoring, organizational arrangements, and administrative procedures which are effective in the SEEK Program. Additional experimentation and innovation will be required in the future. Analysis of weaknesses in the past will enable the University to develop improved approaches in the future and provide more effective means of meeting the significant needs of disadvantaged youths in New York City.

Sincerely yours,

Robert J. Kibbee

PROGRAM AUDITS OF THE LEGISLATIVE COMMISSION ON EXPENDITURE REVIEW

1.2.71 Manpower Training in New York State, February 16, 1971, 135 pp., *Summary*, 12 pp., (out of print).

2.2.71 Narcotic Drug Control in New York State, April 7, 1971, 121 pp., *Summary*, 16 pp., (out of print).

3.1.71 Fish and Wildlife Research in New York State, June 24, 1971, 48 pp., Summary included 2 pp.

4.1.71 Marital Conciliation in New York State Supreme Court, August 16, 1971, 31 pp., Summary included 1 p.

5.2.71 Construction of Dormitories and Other University Facilities, December 1, 1971, 81 pp., *Summary*, 17 pp.

1.1.72 Office Space for New York State, January 17, 1972, 97 pp., Summary included 8 pp.

2.1.72 State Supplied Housing for Employees, February 11, 1972, 40 pp., Summary included 3 pp.

3.1.72 Middle Income Subsidized Housing in New York State, February 29, 1972, 58 pp., Summary included 9 pp., (out of print).

4.1.72 New New State Criminal Justice Information System, March 17, 1972, 70 pp., Summary included 6 pp.

5.1.72 New York State Division For Youth Programs, April 21, 1972, 64 pp., Summary included 2 pp.

6.1.72 Snow and Ice Control in New York State, May 31, 1972, 35 pp., Summary included 1 p.

7.1.72 Urban Education Evaluation Reports for the Legislature, June 30, 1972, 30 pp., Summary included 2 pp.

8.1.72 The Role of the Design and Construction Group in the New York State Construction Program, July 7, 1972, 41 pp., Summary included 8 pp.

9.1.72 Consumer Food Health Protection Services, August 17, 1972, 68 pp., Summary included 4 pp.

10.1.72 Milk Consumer Protection Programs, September 15, 1972, 64 pp., Summary included 4 pp.

11.1.72 State University Construction Fund Program, October 5, 1972, 99 pp., Summary included 7 pp., (out of print).

1.1.73 Surplus and Unused Land in New York State, January 15, 1973, 67 pp., Summary included 4 pp.

2.1.73 Evaluation of Two Year Public College Trends, 1966-71, April 2, 1973, 78 pp., Summary included 7 pp.

3.1.73 Education Television in New York State, July 6, 1973, 75 pp., Summary included 7 pp., (out of print).

4.1.73 Construction of Mental Hygiene Facilities, October 3, 1973, 96 pp., Summary included 14 pp.

5.1.73 Community Mental Health Services, October 10, 1973, 64 pp., Summary included 6 pp.

1.1.74 The Acquisition and Construction of Drug Abuse Treatment Facilities, January 18, 1974, 57 pp., Summary included 7 pp.

2.1.74 State University Health Science Programs, January 24, 1974, 78 pp., Summary included 8 pp.

3.1.74 Day Care of Children, February 14, 1974, 67 pp., Summary included 6 pp.

4.1.74 State Aid to Libraries, March 4, 1974, 82 pp., Summary included 12 pp.

5.1.74 Health Insurance For Government Employees, May 30, 1974, 56 pp., Summary included 9 pp.

6.1.74 Civil Service Recruitment of State Professional Personnel, June 17, 1974, 80 pp., Summary included 8 pp.

7.1.74 Retail Services Within State Agencies, September 15, 1974, 42 pp., Summary included 5 pp.

8.1.74 Nuclear Development and Radiation Control, October 1, 1974, Summary included 8 pp.

9.1.74 College for the Disadvantaged October 15, 1974, 121 pp., Summary included 16 pp.