

DOCUMENT RESUME

ED 261 609

HE 018 707

TITLE Facilitating the Transfer of Community College EOPS Students to California's Public Universities. Report of a Task Force Representing the California State Department of Finance, the Office of the Legislative Analyst, the California Community Colleges, the California State University, the University of California, and the California Postsecondary Education Commission. Convened in Response to Assembly Bill 3775 (1984). Commission Report 95-19.

INSTITUTION California State Postsecondary Education Commission, Sacramento.

PUB DATE 85

NOTE 47p.; For related document, see HE 018 708.

AVAILABLE FROM California Postsecondary Education Commission, 1020 Twelfth Street, Sacramento, CA 95814.

PUB TYPE Legal/Legislative/Regulatory Materials (090) -- Reports - Descriptive (141) -- Tests/Evaluation Instruments (160)

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS Academic Advising; Admission Criteria; *Articulation (Education); College Planning; *College Transfer Students; *Community Colleges; Educational Opportunities; Eligibility; High Risk Students; *Low Income Groups; *Minority Groups; Postsecondary Education; Questionnaires; Remedial Programs; *State Universities; Statewide Planning; Student Financial Aid; Student Recruitment; Tutoring; Two Year College Students

IDENTIFIERS *California; California State Postsecondary Education Comm; California State University; Public Colleges; University of California

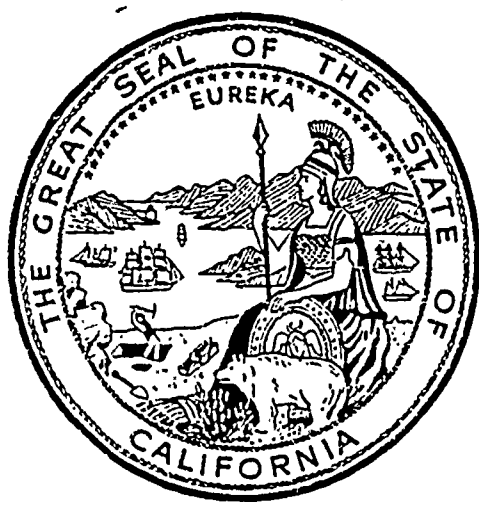
ABSTRACT

California's Extended Opportunity Programs and Services (EOPS), which provides services and financial aid to community college students who transfer to public four-year colleges, was evaluated by an intersegmental task force, which offered 12 recommendations to improve EOPS and the transfer process. After outlining EOPS goals, services, and student eligibility criteria, information is provided on California State University and University of California services for EOPS transfer students and relations between community college EOPS and the universities' programs. Three types of proposals are discussed: (1) general institutional improvement of transfer opportunities; (2) improved interprogram compatibility and incentives to attract and serve transfer students; and (3) operational improvements of each program to facilitate transfer. Specific concerns include: differential eligibility criteria, low priority of the California State University program to serve EOPS transfers, educational costs and financial assistance, effective and timely transfer counseling, stronger academic preparation, culture shock experienced by EOPS students, and sharing information about the academic performance of EOPS students. Appended are Assembly Bill 3775 and a questionnaire used to survey program directors. (SW)

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FACILITATING THE TRANSFER OF COMMUNITY COLLEGE EOPS STUDENTS TO CALIFORNIA'S PUBLIC UNIVERSITIES



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FACILITATING THE TRANSFER OF COMMUNITY COLLEGE
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Report of a Task Force Representing
the California State Department of Finance,
the Office of the Legislative Analyst,
the California Community Colleges,
the California State University,
the University of California,
and the California Postsecondary Education Commission
Convened in Response to Assembly Bill 3775 (1984)



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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
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INTRODUCTION

As part of Assembly Bill 3775 (Chacon, Chapter 1178, Statutes of 1984; attached as Appendix A), the Legislature directed the Postsecondary Education Commission to "establish a task force to evaluate existing supplemental services and financial assistance provided for community college EOPS [Extended Opportunity Programs and Services] students who transfer to public four-year institutions, and to make recommendations for modification of those services and assistance programs necessary to facilitate the transfer process." The task force is to report its recommendations to the legislative fiscal committees on or before February 15, 1985.

As specified in the legislation, the Task Force has included representatives of the Department of Finance, the Office of the Legislative Analyst, the California Community Colleges, the California State University and the University of California. Its members have been:

Lee Adams, Educational Opportunity Program Director, California State University, Bakersfield;

Connie Anderson, Office of Relations with Schools, University of California, Santa Barbara;

Ed Apodaca, Director, Admissions and Outreach, Office of the President, University of California;

Gus Chavez, Educational Opportunity Program Director, San Diego State University;

Diane Cummins, Budget Analyst, State Department of Finance;

Sandra Douglas, Principal Analyst, Office of the President, University of California;

Manuel Gomez, Student Affirmative Action Director, University of California, Irvine;

Roger Grant, Extended Opportunity Programs and Services Director, Butte College;

Ernest Gregoire, Associate Dean, Mount San Antonio College;

Bruce D. Hamlett, Government and Public Affairs Specialist, California Postsecondary Education Commission;

Francisco Hernandez, Coordinator of Preparation and Articulation, Office of the Chancellor, University of California, Berkeley;

Robert Miyashiro, Program Analyst, Legislative Budget Committee;

Vicente (Bert) Rivas, Associate Dean, Office of the Chancellor, The California State University;

Greg Sandoval, Extended Opportunity Programs and Services, Director, Southwestern College;

Pamela Spratlen, Program Analyst, Legislative Budget Committee;

Roderick Tarrer, Specialist, Chancellor's Office, California Community Colleges;

Audrey Yamagata-Noji, Extended Opportunity Programs and Services Director, Saddleback Community College.

In this report, the Task Force offers recommendations that aim to facilitate the transfer of EOPS students from the Community Colleges to the State's public universities by improving support services and financial assistance for them. The need for such improvement has been recognized previously by both the California Postsecondary Education Commission and the Legislature. In Equal Educational Opportunity in California Postsecondary Education: Part III, the Commission recommended that "the systemwide offices of the California State University, the University of California, and the California Community Colleges should develop and implement an action plan to facilitate the transfer of students from the Community College EOPS program into the University and State University EOP programs" (1980, p. 222). In support of this recommendation, which has yet to be implemented, the Commission stated:

while there are differences among the three segments in the scope and purpose of their programs, it is important that a Community College EOPS student who wants to continue his or her education in order to earn a baccalaureate degree be eligible to receive EOP support services, if needed, at the University or the State University. . . . While it is premature to revise the relevant statutes in order to make the programs explicitly compatible, the systemwide offices should place a high priority on determining the extent of the problem and developing alternatives to resolve it.

The Legislature had earlier expressed similar interest. It added language to the 1978-79 Budget Act, directing the three segments to submit a joint report on efforts to increase the rate and retention of minority, low-income, women, and handicapped Community College students who transfer to four-year institutions. This Supplemental Language led to the creation in January 1980 of a Steering Committee on EOPS Student Transfers to the University and the State University, aimed at exploring means of improving the transfer rate of EOPS students to public four-year institutions. That committee completed its report in November 1980 and called for (1) the development of a complementary data collection procedure, (2) improved coordination and communication between systemwide and campus EOP/EOPS personnel, (3) increased outreach efforts for regularly admissible EOPS students, and (4) expanded distribution of EOP and EOPS admission forms, publications, and other informational materials (California State University, 1980). Until the appointment of the current Task Force, however, no intersegmental group existed to determine the impact of these recommendations.

The Task Force has divided its report into two sections. Part One describes the EOPS activities of the Community Colleges and related efforts of the California State University and the University of California. Part Two presents several proposals to facilitate the transfer process for EOPS students. In the preparation of this report, Commission staff surveyed the directors of the Community College EOPS, the directors of the State University EOP, and the directors of the University of California EOP/SAA programs. A

copy of the survey questionnaire used for each segment is included in Appendix B. The survey response rate was 61.2 percent for the Community Colleges, 52.6 percent for the State University, and 55.6 percent for the University.

Unfortunately, a major limitation to the Task Force's effort at assessing the adequacy of existing supplemental services and financial assistance for EOPS transfer students has been the absence of data on the number of EOPS students who either transfer or desire to transfer. The campus-based EOPS directors have not been required by the Chancellor's Office of the Community Colleges to gather this information, and consequently the Task Force has been unable to assess thoroughly the present or potential adequacy of services by the four-year institutions for these students. In Assembly Bill 3775, however, the Legislature directed the Chancellor to establish a statewide data base for EOPS including the annual number of EOPS and non-EOPS students who transfer to institutions that award the baccalaureate degree or otherwise achieve their educational objectives. Beginning in January 1987, after this data base is established, a more thorough assessment of these services will be possible.

ONE

EXTENDED OPPORTUNITY PROGRAMS AND SERVICES IN THE CALIFORNIA COMMUNITY COLLEGES AND RELATED SERVICES IN CALIFORNIA'S PUBLIC UNIVERSITIES

The Extended Opportunity Programs and Services (EOPS) in the California Community Colleges was established by Senate Bill 164 (Chapter 1579, Statutes of 1969) with the goals of recruiting and retaining "students handicapped by language, social and economic disadvantages" and facilitating "their successful participation in the educational pursuits of the college" (Education Code Title 3, Division 5, Part 42, Section 69641). In July 1984, the Board of Governors of the Community Colleges adopted a revised statement about the goals of the program (reproduced in Appendix C) that identifies the following five:

1. ACCESS: "to increase the number and percentage of enrolled students who are affected by language, social, and economic disadvantages"
2. RETENTION: "increase the number and percentage of EOPS students who successfully complete their chosen educational objectives."
3. TRANSITION: "increase the number and percentage of EOPS students who are successfully placed into career employment or who transfer to four-year institutions."
4. AFFIRMATIVE ACTION: to "assist colleges in meeting student and employee affirmative action objectives."
5. PROGRAM DEVELOPMENT: "assist colleges in improving the delivery of programs and services to disadvantaged students."

Extended Opportunity Programs and Services began operations during 1970 in 46 colleges with funding of \$2.1 million to serve approximately 13,000 students. Since that initial year, it has experienced dramatic growth, as Table 1 on page 6 indicates, with funding increased by 1983-84 to more than \$24 million and nearly 58,000 students served -- approximately 70 percent of them from ethnic minority backgrounds.

To participate in EOPS, students must (1) be enrolled full time, (2) be a national of the United States, (3) maintain academic progress toward their educational goals, and (4) meet the low-income criteria as specified by the Board of Governors in Title 5 of the California Administrative Code -- less than \$12,000 annually for a family of four, \$11,000 for a family of three, or \$10,000 for a family of two. To receive financial assistance from EOPS, students must also submit an application for the federally funded Pell Grant Program and an application for college financial assistance.

Extended Opportunity Programs and Services include, but are not limited to, support functions in counseling, recruitment, academic advisement, basic skills development, tutoring, special instruction, summer programs, transition services, staff development, and career advisement. EOPS students may also receive direct financial aid, primarily in the form of supplemental grants or work-study. In 1982-83, for example, the average supplemental grant for

TABLE 1 *Funding History of the California Community Colleges' Extended Opportunity Programs and Services (Dollars in Thousands)*

<u>Year</u>	<u>Total Number of Students</u>	<u>Dollars for Administration</u>	<u>Dollars for Financial Aid</u>	<u>Dollars for Education Support</u>	<u>Dollars for Planning and Special Projects</u>	<u>Total EOPS Dollars</u>
1969-70	13,943					\$ 2,870.0
1970-71	19,725					4,350.0
1971-72	19,459					3,350.0
1972-73	19,800					4,850.0
1973-74	25,083					6,170.5
1974-75	23,917					6,170.5
1975-76	27,149	\$ 459.4	\$ 4,466.1	\$ 2,679.6	\$ 49.8	7,654.9
1976-77	40,724	1,039.8	5,737.5	4,637.8	68.9	11,484.0
1977-78	48,679	2,258.5	6,390.3	6,250.5	83.9	13,983.2
1978-79	57,392	1,388.9	7,912.4	7,738.6	350.0	17,389.9
1979-80	64,391	1,562.6	9,297.3	9,221.5	390.7	20,472.1
1980-81	67,890	1,614.7	10,619.9	10,552.5	409.1	23,196.1
1981-82	62,905	1,639.0	8,608.0	13,811.0	408.0	24,466.0
1982-83	62,905	1,639.0	8,627.0	13,839.0	586.0	24,691.0
1983-84	57,870	1,639.0	7,519.0	14,947.0	586.0	24,691.0

Source: California Postsecondary Education Commission.

EOPS students was \$326.30, and the average work-study award was \$672.40. The Chancellor's Office reports that approximately 32 percent of all EOPS funds are used for such aid, while 61 percent underwrite educational programs and support services and 7 percent go to general management. Within the category of educational programs and support services, 13 percent of all funds are spent for outreach, 21 percent for instruction and tutoring, 16 percent for counseling, and 11 percent for advisement and other services. The average expenditure per EOPS student in 1983-84 was \$426.66.

EOPS serves students with a diversity of educational goals and objectives, ranging from those who seek basic skills training to those enrolled in specific vocational or transfer-oriented programs. As noted earlier, state-wide data are not available on the number of EOPS students who either complete vocational training programs or expect to transfer to four-year institutions. Given the absence of these data, no conclusions can be made about the level of services needed at four-year institutions to serve the pool of present or potential EOPS transfer students. Nonetheless, based on the responses of 59 EOPS directors to a survey by staff of the Postsecondary Education Commission (Table 2), less than 35 percent of all first-year and second-year EOPS students were likely to transfer to a university within a two-year period. And according to the Chancellor's Office, in 1983-84 only some 32 percent of the colleges' EOPS projects had the stated goal of assisting students to transfer to four-year institutions. These data demonstrate that while transfer is one goal of EOPS, the program is not primarily transfer oriented.

TABLE 2 Percentage of Current EOPS Students of 59 Colleges Who Are Likely to Transfer to Four-Year Institutions Within the Next Two Years

<u>Percent of Students Who Are Expected to Transfer</u>	<u>Number of Colleges</u>	<u>Percent of 59 Colleges</u>
Less than 5 Percent	3	5%
5 Percent - 15 Percent	13	22
16 Percent - 25 Percent	19	32
26 Percent - 35 Percent	16	27
36 Percent - 50 Percent	5	9
Greater than 50 Percent	3	5

Note: Responses to survey item, "Percentage of the EOPS students currently enrolled on your campus who you anticipate will transfer to a four-year institution within the next two years."

Source: California Postsecondary Education Commission staff survey of EOPS directors, December 1984.

CALIFORNIA STATE UNIVERSITY SERVICES FOR EOPS TRANSFER STUDENTS

The California State University operates two State-funded special programs designed to assist students typically served through EOPS -- the Educational Opportunity Program and the Core Student Affirmative Action Program.

Educational Opportunity Program

The Educational Opportunity Program (EOP), established in 1969, seeks "to provide educational assistance and grants for undergraduate study . . . to students who are economically disadvantaged or educationally and economically disadvantaged, but who display potential for success in accredited curricula offered by the California State University . . ." (Senate Bill 1072 Chapter 1336, Statutes of 1969). It is thus essentially a recruitment, admissions, and support program for academically "high risk" students who do not meet the State University's regular admission requirements. Approximately 70 percent of its students are admitted through exception admissions criteria. Following recruitment and admission, it provides a continuum of services from orientation to summer programs, with a heavy emphasis on tutoring and counseling, and provides direct financial assistance through grants or work-study.

Students are selected for admission into EOP on the basis of three major factors: (1) low income; (2) potential for success in the State University; and (3) educational, cultural, and environmental disadvantages. Its income criteria are higher than those used by EOPS in the Community Colleges: under \$20,375 for a family of four, \$17,370 for a family of three, and \$16,000 for a family of two. Currently, it is budgeted to serve approximately

13,000 students annually through nearly \$14.6 million a year (Table 3). Approximately one-half of its funds goes to direct financial aid grants.

Core Student Affirmative Action

Core Student Affirmative Action (SAA) was initiated on each State University campus in 1980-81 to increase the representation in higher education of ethnic minority students. The Office of the Chancellor has reported that the program provides for (1) intensive outreach at the undergraduate level to identify and assist regularly eligible applicants, (2) expansion of basic retention efforts for minority students, and (3) enhancement of the educational environment on the State University campuses (CSU, 1980a). Although its retention activities vary greatly from campus to campus, these services include academic advising, counseling, tutoring, learning assistance, peer and faculty mentoring, orientation workshops, cultural events, and testing workshops. Annual funding for its outreach, retention, and educational enhancement components is \$2.5 million, serving some 8,000 students each year.

Core SAA differs from EOP in four major ways: (1) it provides services primarily to regularly admissible students, while EOP primarily serves students enrolled through exception admissions criteria; (2) it does not include a financial assistance component, while EOP provides grants to students; and (3) it serves underrepresented ethnic minority students without regard to their economic status, whereas EOP students must meet a low-income criterion.

TABLE 3 *Educational Opportunity Program Students, Grants, and Funds, The California State University, 1969-70 Through 1983-84*

<u>Year</u>	<u>Number of Budgeted Students</u>	<u>Grants</u>	<u>Grant Funds</u>	<u>Support Service Funds</u>	<u>Program Costs</u>
1969-70	NA	NA	\$1,228,130	\$1,172,139	\$ 2,400,269
1970-71	NA	NA	1,934,000	1,413,954	3,347,954
1971-72	NA	NA	350,000	1,312,442	1,662,442
1972-73	NA	6,300	2,156,000	1,474,868	3,630,868
1973-74	NA	9,534	3,198,918	1,807,385	5,006,303
1974-75	NA	9,251	3,061,455	1,943,724	5,005,179
1975-76	NA	11,698	4,263,433	2,200,705	6,464,138
1976-77	12,514	8,050	6,069,467	3,603,524	9,672,991
1977-78	13,545	9,885	6,782,130	4,374,758	11,156,888
1978-79	13,799	8,249	6,558,575	4,464,138	11,022,713
1979-80	14,797	9,596	6,524,419	5,306,980	11,831,399
1980-81	14,797	9,806	6,802,500	6,658,455	13,460,955
1981-82	15,139	10,547	NA	NA	14,118,000
1982-83	14,582	10,526	NA	NA	14,243,000
1983-84	12,661	9,507	NA	NA	14,589,000

Source: The Governor's Budget.

UNIVERSITY OF CALIFORNIA SERVICES FOR EOPS TRANSFER STUDENTS

The University of California has two specially funded programs designed to assist students typically served through EOPS -- the Educational Opportunity Program and the Student Affirmation Action Program.

Educational Opportunity Program

The University's Educational Opportunity Program (called the Academic Advancement Program on the Los Angeles Campus) was begun in 1964-65 by the Regents to:

provide access and academic support services for students with demonstrated academic potential who, for socio-economic reasons, might not otherwise have pursued higher education; to ensure retention of such students; to increase the number of students from ethnic and economic groups underrepresented in the University; and to increase cultural diversity of the University student enrollment (University of California, 1975).

Admission to University EOP is based on a number of factors in addition to a student's academic record, including the student's economic and educational disadvantage, adverse family condition, and academic potential and motivation. Each campus, however, maintains its own criteria for EOP participation. During its initial years, the majority of EOP students were not eligible for regular admission. However, by 1978, approximately 75 percent of new EOP students qualified for regular admission and, therefore, qualified for EOP on criteria other than educational disadvantage.

The Educational Opportunity Program on most campuses offers students application-fee waivers, pre-admission counseling, a summer orientation program, financial aid advising, and help with housing prior to enrollment, followed by academic advisement, tutoring, and learning-skills services. In contrast with similar programs in the Community Colleges and the State University, it is not State funded but instead is supported by institutional funds. Funding in 1984-85 is approximately \$2,400,000. While comprehensive data are not available, the President's Office reports that approximately 9,000 students are served systemwide through EOP each year.

Student Affirmative Action

The University's Student Affirmative Action Program (SAA) is designed to serve underrepresented minority students who are academically eligible for regular admission to the University. Initiated in 1976, it includes three major components: (1) early outreach services directed toward junior and senior high school students; (2) immediate outreach services and summer transition programs directed toward high school seniors and Community College students; and (3) academic support services for students enrolled at the University, including advising, counseling, tutoring, and learning skills

and instructional assistance. State funding for 1984-85 includes \$2,606,000 for early outreach, \$613,000 for immediate outreach, and \$1,363,000 for support services. Generally SAA is directed to underrepresented ethnic minorities who are regularly admissible, regardless of income status. In contrast, EOP tends to be directed toward low-income students including underrepresented ethnic minority students who are either regular or special-action admits. All campuses provide financial assistance to both EOP and SAA students who meet their eligibility criteria. The University has been consolidating the two programs on each of its campuses, but two primary differences between the programs remain: (1) the funding source, with only SAA receiving State General Fund support, and (2) the utilization of income criteria to determine eligibility for EOP.

Related Special Projects for Transfer Students

In addition to the more comprehensive EOP and SAA programs, most of the University campuses have specific services directed toward Community College students. These projects include the following:

- The University of California, Berkeley, operates the Transfer Incentive Program cooperatively with the Peralta Community College District to provide individual counseling for transfer students at the College of Alameda, and Laney and Merritt Colleges.
- The University of California, Davis, operates the Special Early Admissions Team (SEAT) cooperatively with Sacramento City and Solano Community Colleges to identify, admit, and provide preliminary financial aid for student affirmative-action applicants planning to attend Davis.
- The University of California, Irvine has a Director of Community College Relations and sufficient staff to visit 12 Community Colleges monthly for individual counseling of prospective transfer students. It is also cooperating with Los Angeles Harbor College in the development of Project ASSIST -- a computerized method of providing institutional and articulation information to such students.
- The University of California, Los Angeles, operates the Community College Intern Program cooperatively with Compton Community College, and East Los Angeles, Los Angeles City, West Los Angeles, and Los Angeles Valley Colleges, with interns from UCLA visiting each college at least once a week to identify and assist potential transfer students and applicants.
- The University of California, Riverside, operates a consortium with East Los Angeles College, whereby selected college students meet with a University counselor during regular visits to the campus to discuss transfer opportunities and procedures.
- The University of California, San Diego, works with Imperial Valley College to provide individual and group counseling for potential transfer students, evaluate their transcripts and transfer eligibility, outline courses of study for them to satisfy transfer and bachelor's degree requirement, and furnish information and advice on admission and housing application procedures.

- The University of California, Santa Barbara, and Santa Barbara City College jointly fund and operate the CBCC/UCSB Transition Program that employs a University counselor to work on the City College campus advising students, bringing College and University faculty and staff together to discuss articulation issues, and coordinating all aspects of student transfer from the College to the University's Santa Barbara campus. A special feature of this program is a concurrent enrollment opportunity for students.

RELATIONS BETWEEN COMMUNITY COLLEGE EOPS AND THE UNIVERSITIES' PROGRAMS

One might assume that because all three segments of public higher education in California operate comprehensive opportunity programs for low-income or otherwise disadvantaged students, little problem would exist for Community College EOPS students in transferring either to the University of California or the California State University. If they need special counsel or advice, summer transition experience, tutoring, or learning skills development, the EOP and related programs of the University and State University would be at their disposal. As intimated by the Legislature's call for this report, there are areas where changes can be made to facilitate the transfer process.

Differences in eligibility for EOPS in the Community Colleges and for EOP at the State University and the University of California leave some EOPS transfer students ineligible for EOP services. Conversely, some State University and University of California EOP students are ineligible for EOPS aid at Community Colleges. Neither EOPS nor EOP give much priority to transfer students: in Community Colleges, EOPS was not established with a priority for serving potential transfer students and has tended to adopt the particular priorities of the individual colleges. This was not changed until July 1984, when the Board of Governors adopted the revised goal statement for EOPS quoted earlier, which identifies transition to four-year institutions as one of the priorities for the program. In the State University, the practice of EOP has been to give emphasis to first-time freshmen. In addition, until 1983-84, the State University limited the proportion of students who could be accepted into EOP through regular admission, which further limited the number of transfer students who could be accepted into the program. Similarly, University of California programs have been oriented toward recruiting and serving first-time freshmen rather than transfer students. And neither EOPS nor EOP staff by themselves can overcome the limited institutional and program communication and coordination that exists between many Community Colleges and campuses of the University and State University.

For all these reasons, the Task Force recognizes that much can be done to improve relations between EOPS and EOP programs in order to facilitate transfer of EOPS students. The following pages contain the Task Force's analysis of possible changes and recommendations of needed action to this end.

TWO

PROPOSALS FOR FACILITATING THE TRANSFER PROCESS

The Task Force believes that efforts to facilitate the transfer process for EOPS students should occur on three levels: (1) general institutional improvement of transfer opportunities, (2) improved inter-program compatibility and incentives to attract and serve transfer students; and (3) operational improvements of each program to facilitate transfer.

GENERAL INSTITUTIONAL EFFORTS

As established through statute, the Extended Opportunity Programs and Services in the Community Colleges and the Educational Opportunity Program in the State University are designed to supplement the regular educational programs of the campus. However, no clear definition currently exists of the minimum educational services that campuses should provide to students, in relationship to the services that EOPS and EOP should provide, and consequently some students do not receive the full range of assistance that they need.

Transfer for EOPS students will be facilitated through efforts by the segments to increase transfer opportunities for all Community College students. Currently, the Postsecondary Education Commission is considering this issue through the work of a special Ad Hoc Committee on Community College Transfer. The Task Force hopes that implementation of recommendations included in the Commission's report, "Reaffirming California's Commitment to Transfer," will result in improved transfer opportunities for all students, including those in EOPS.

The Task Force believes that EOPS should not be viewed as the only means of providing services on Community College campuses to nontraditional and disadvantaged students. Each Community College shares the responsibility to increase the number of low-income and underrepresented ethnic minority students who successfully complete their chosen educational objectives, including placement in career employment or transfer to a four-year institution. In addition, EOPS can function most effectively when it is considered an integral part of Community College programs, rather than an isolated effort.

IMPROVED PROGRAM COMPATIBILITY

Transfer for EOPS students can also be facilitated by improving the compatibility of existing programs and increasing incentives for them to attract and serve transfer students. Improvements are particularly needed in three problem areas:

Differential Eligibility Criteria

As discussed in Part One above, all three segments of California public postsecondary education operate comprehensive programs designed to expand educational opportunities for disadvantaged students. The enabling legislation for Community College EOPS identified its target group as "students handicapped by language, social and economic disadvantages"; that for the State University's EOP, identified "students who are economically disadvantaged or educationally and economically disadvantaged"; and the University's EOP although not State funded, serves "students from ethnic and economic groups underrepresented in the University." Thus all three were designed for relatively the same target group. In practice, however, the target group of Community College EOPS is somewhat different from that of the programs in the four-year institutions. In implementing EOPS, the Chancellor's Office for the Community Colleges has used low income as the major determinant of student eligibility, while the universities have used both low income and ethnic underrepresentation as dual criteria. As a result, many ethnic minority students who are socially and educationally disadvantaged are not eligible to receive assistance from EOPS, despite the fact that initial enrollment at a Community College and subsequent transfer to a four-year institution would best meet their educational needs, and they would be eligible for EOP assistance when they transfer.

If the programs in all three segments used the same income and educational background criteria to determine student eligibility, a more consistent continuum of services would be available as students move from Community College to university. The present incompatibility does not result from statute but rather has evolved from administrative practice over the past 15 years.

The Task Force has been unable to reach consensus on a recommendation in this area and presents four alternatives for consideration:

1. Continue the status quo, with each program continuing to serve its existing target group. Proponents of this proposal argue that maintaining differing eligibility criteria is valuable because it expands opportunities for access to postsecondary education for the largest number of people.
2. Extend the Board of Governors' EOPS eligibility criteria to include underrepresented ethnic minority students and thereby make EOPS eligibility criteria similar to the criteria utilized for the State University's and University of California's EOP programs. If State funding for the EOPS program remains constant at the 1984-85 level, however, a possible negative result of this proposal would be the exclusion of some low-income students from participation in EOPS.
3. Provide separate State funding for a Community College student affirmative action program comparable to those funded by the State at the University and the State University, in order to provide outreach and support services for underrepresented ethnic minority students who do not meet the eligibility criteria for EOPS. The primary negative aspect of this proposal is the added State funding needed for its implementation.

4. Consolidate the State-funded EOPS and EOP programs into a single program which would (1) continue the existing services of both programs, (2) maintain a single set of eligibility criteria for entrance to and continuation in the program, and (3) move with students as they transfer from one institution to another for a maximum of five years of full-time study. A possible negative result of this proposal is that the program would tend to serve transfer-oriented students, and consequently large numbers of other students currently being served by EOPS might be excluded from these services. If this proposal is pursued, the Chancellor's Office should review the availability of federal and other resources to serve low-income students interested in vocational education.

Given the lack of consensus in this area, the Task Force offers no recommendation for change in the eligibility criteria of the existing State-funded programs.

Lack of Incentives in EOPS for Transfer

As noted earlier, Community College EOPS has historically not emphasized transfer services. As noted earlier, the Community College Chancellor's Office reported that less than 35 percent of the colleges in 1983-84 had a goal for EOPS of assisting students to transfer to four-year institutions. This has begun to change, however, during the past year. The enactment of AB 3775 (Chacon) has had an important impact in directing the Board of Governors to establish by January 1, 1986, minimum standards for several aspects of the operations of EOPS, including the provision of transfer services. Together with the revision of program goals for EOPS by the Board of Governors to include transfer, this step assures that transfer will be one of the priorities of EOPS.

In order to increase the number of EOPS students who are prepared to transfer, the Task Force makes the following recommendations:

RECOMMENDATION 1: Extended Opportunity Programs and Services on every Community College campus should explicitly emphasize and encourage transfer among their other goals.

RECOMMENDATION 2: Extended Opportunity Programs and Services on every Community College campus should include staff qualified to counsel all EOPS students regarding their individual educational objectives and the specific academic or vocational training program necessary to achieve these objectives. This counseling should begin as the students enter EOPS and enroll in classes at the Community College.

Low Priority of State University EOP to Serve EOPS Transfers

State-funded EOP in the State University serves primarily (1) first-time freshmen rather than transfer students, and (2) students who are exception admits rather than regularly admissible. This situation is the result of State University policy that places a priority on providing EOP services to those students who are identified as having potential but who have not been

academically successful thus far (i.e., "high risk" students). Since Community College transfer students have had more years of formal education than recent high school graduates, they are less likely to be identified as "high risk" students than those without any college education. Accordingly, EOPS students who have successfully completed their Community College program and want to transfer are not the priority targets for EOP.

This problem was recognized in 1980 by the Steering Committee on EOPS Student Transfers to the University and State University, which concluded that "our EOP data base shows that a very small percentage of EOPS transfers are admitted into EOP as exceptions; therefore, it is assumed that the greatest need is in admitting EOPS transfer students through regular admission." Consequently, the committee recommended that "special consideration be given to EOPS transfers" and that the State University "attempt to increase the number of regularly admissible students into the Educational Opportunity Program by exploring the possibility of revising the EOP Regulations and Guidelines that will increase regular admits to the Educational Opportunity Program" (California State University, 1980, p. 18). Three years later, in 1983-84, the State University removed its restriction on the number of regularly admissible students who could be served by the program.

Currently, according to a recent Postsecondary Education Commission staff survey of EOP directors, the proportion of Community College transfer students among new EOP admits each year ranges from a high of 45 percent on one campus to a low of 20 percent on another, with an average of 32 percent among the ten of the 19 campuses responding to the survey. On these campuses, an average of 35 percent of transfer students served by EOP entered under regular admission. Thus, the situation has not been substantially altered since 1980: While some EOPS transfer students do receive EOP services, EOPS students who do well academically at their Community College are generally not eligible for EOP services at the State University because their academic record is too strong. In order to facilitate transfer for EOPS students, modifications should be made in the operations of the State University's EOP so that regularly admissible EOPS transfer students who need and want EOP services are given greater access to EOP services, and EOP directors have an incentive to serve these students.

RECOMMENDATION 3. The Office of the Chancellor of the California State University should establish a three-year pilot program on five State University campuses to provide EOPS transfer students eligibility for EOP grants and services, if the students meet the admission requirements of the institution. The two purposes of this pilot program should be to (1) identify the number of transfer students who would need and want these grants and services, and (2) determine the added cost to the State University if the program was extended statewide.

IMPROVEMENT IN PROGRAM OPERATION

Seventy-eight EOPS, EOP, and SAA directors identified the following barriers as the major problems that EOPS students must overcome in gaining admission

to and achieving success at a public four-year institution, according to a December 1984 survey by the staff of the Postsecondary Education Commission (Table 4):

- Higher educational costs of four-year institutions and therefore increased need for financial assistance;
- Inadequate counseling and advising about the requirements and application deadlines at four-year institutions;
- Inadequate academic preparation for the level of educational demands at four-year institutions;
- "Culture shock" stemming from perceptions of institutional intimidation and inhospitality, cultural isolation, relocation, or low self-esteem; and
- Ineligibility of many EOPS transfer students for EOP grants and services at the State University, and variability of admissions requirements for EOP and SAA from campus to campus of the University, leading to students' uncertainty about their eligibility for participation.

Educational Costs and Financial Assistance

The primary issue concerning increased educational costs for EOPS transfer students is the timely and equitable processing and provision of financial assistance. This issue is threefold:

1. Community College students must pay an application fee when they seek admission as transfer students to a University or State University campus. The fee charged by campuses in 1984-85 to process an application for admission is \$35.00. Fee waivers are available on University and State University campuses for low-income students, but the waiver is sometimes not granted until after the students apply and their income status has been determined. In addition, in the University of California the process and criteria used to grant this waiver vary from campus to campus. Since EOPS students typically meet the low-income criterion for a fee waiver, the application process would be simplified for these students if a consistent policy of automatic fee waivers for EOPS transfer students was adopted throughout the State. Accordingly, the Task Force proposes:

RECOMMENDATION 4: The California State University and the University of California should guarantee fee waivers for admissions applications for all EOPS students who provide waiver forms signed by Community College EOPS directors.

2. If EOPS transfer students complete the financial aid application process successfully, they are often placed on a priority waiting list for redistributed financial aid funds because most institutional aid has already been awarded. Since the initial deadline for applying for financial assistance is earlier in the academic year than the deadline for admission to the institution, those EOPS

TABLE 4 Major Barriers or Problems Facing EOPS Students in Being Admitted to and Succeeding at Four-Year Institutions, According to Program Directors at Community Colleges and State University and University Campuses

Barrier	California Community Colleges (N=63) ¹			California State University (N=10) ²			University of California (N=5) ³		
	Rank Order	Responses	Percent	Rank Order	Responses	Percent	Rank Order	Responses	Percent
Higher educational costs at four-year institutions and therefore increased need for financial aid.	1	37	58.7%	2	6	60.0%	4½	2	40.0%
Inadequate academic preparation for the level of educational demands at four-year institutions.	2	21	33.3	3	4	40.0	1	4	80.0
"Culture shock" stemming from feelings of institutional intimidation and inhospitality, cultural isolation, relocation, or low self esteem.	3	18	28.6	4	3	30.0	2½	3	60.0
Inadequate counseling and advising about the requirements and application deadlines at four-year institutions	4	16	25.4	1	7	70.0	2½	3	60.0
Ineligibility of EOPS transfer students for EOP grants and services.	5	15	23.8	5	2	20.0	-	0	0.0
Inaccessible or inadequate retention services at four-year institutions.	6	8	12.7	-	0	0.0	-	0	0.0
Limited articulation agreement information to facilitate the transfer of credit.	-	0	0.0	-	0	0.0	4½	2	40.0

1. Other less frequent responses by Community College EOPS directors were: problems with impacted majors, transportation, housing, poor coordination among programs, and problems in switching from a semester to a quarter system.
2. Other less frequent responses by State University EOPS directors were: inadequate housing, inadequate child-care facilities, problems with impacted majors, lack of student motivation, and increasingly more difficult admissions requirements.
3. Other less frequent responses by University EOP/SAA staff were: inadequate housing, bias of some Community College counselors toward the State University, limited evening course offerings, and propensity of Community College students to orient their educational programs toward careers that do not require degrees beyond the associate degree.

Note. Campus staff were asked for completely open-ended responses, and Commission staff performed a content analysis to get these categories.

Source: California Postsecondary Education Commission staff survey of EOPS, EOP, and SAA directors or staff, December 1984.

students who apply in April or May to transfer the following fall are frequently caught in the position of being eligible for financial assistance but not receiving this assistance until late in the year.

Accordingly, the Task Force proposes:

RECOMMENDATION 5. Timely information and assistance should be made available to all interested EOPS students about application deadlines for admission and financial assistance at four-year institutions. EOPS staff on each Community College campus have the responsibility to make sure these services are available, and staff from four-year institutions have the responsibility to assist where appropriate in providing these services.

RECOMMENDATION 6: A proportion of the new Cal Grant B awards each year should be earmarked for Community College students transferring to four-year institutions.

3. Lack of funds to pay the immediate start-up costs for enrollment at a University or State University campus also inhibits the transfer of EOPS students. After completing their Community College program and before actually enrolling at a university campus, transfer students must pay moving expenses to the new institution and usually their first and last months' rent. These up-front expenses occur before the student is able to receive financial assistance from the university, and many low-income EOPS students do not have access to the funds necessary to pay them.

The Task Force was unable to agree on a recommendation responding to this important problem, but discussions will continue with campus financial aid officers to seek a workable solution to it.

Effective and Timely Transfer Counseling

In order to facilitate the transfer process, more comprehensive and timely counseling and advising about transfer should be made available to EOPS students. These students need more information about application deadlines, transfer requirements, and career opportunities, as well as opportunities for pre-admission transcript evaluation. All three segments of public postsecondary education share the responsibility to work together in providing this information.

The Postsecondary Education Commission's staff survey of EOPS directors has indicated that 68 percent of the Community Colleges who responded to the survey have a process to identify those EOPS students who want to transfer to a university. Students at these campuses receive at least some advisement about transfer opportunities, procedures, and admissions requirements. However, EOPS directors generally do not share information about potential EOPS transfer students with EOP and SAA directors at State University or University campuses and consequently the outreach staff of these programs at the four-year institutions cannot easily provide these students with supplemental counseling and advising. For example, only 20 percent of the responding State University EOP directors reported that the EOPS directors at

Community Colleges in their surrounding region periodically give them information about EOPS students who might transfer. The primary exception to this is the Los Angeles Community College District's Project Access, which has started providing at least one State University campus with computer printouts on a regular basis that list students who have indicated an interest in transferring to that campus.

Many University and State University campuses offer services to students enrolled at Community Colleges who have been identified as potential transfer students. These services include academic advising, tutoring, personal counseling, campus visits, and financial aid application assistance. One State University EOP director reported that "we send our counselors to their campuses to provide them with a step-by-step procedure for effective transfer and we suggest that they apply through EOP if they are in need of continuing services." While these services can provide timely counseling to EOPS students, they cannot do so if EOPS directors do not periodically inform their university counterparts about EOPS students with transfer potential.

RECOMMENDATION 7: In assisting all EOPS students to identify their educational objectives, Extended Opportunity Programs and Services on all Community College campuses, should identify those students who want to transfer to a four-year institution plus others who have the potential to transfer successfully. EOPS directors should at least annually share the names and addresses of these potential EOPS transfer students with EOP and SAA directors at public universities throughout the State.

A second problem of counseling identified by the survey of EOPS directors is inadequate cooperation by some University and State University EOP programs in providing facts about, and applications for, EOP. For example, EOPS directors argue that they could offer better advice to their students if the complete application materials for EOP were distributed directly to them. Unfortunately, this type of cooperation does not exist throughout the State and consequently EOPS directors report difficulties in obtaining information from their counterparts at the four-year institutions. Monthly or quarterly meetings of EOPS/EOP/SAA outreach coordinators to exchange and update information would help assure this important cooperation.

In order to promote better coordination and cooperation among the existing programs, the Task Force advocates:

RECOMMENDATION 8: Quarterly meetings of Community College, State University, and University of California staff from EOPS, EOP, and SAA should be held within each region to exchange and update information designed to facilitate cooperation among their programs and thereby more effectively serve their students. The systemwide offices of each of the three segments should take the lead in promoting these cooperative efforts.

A third problem with respect to counseling relates to the different criteria and procedures used by University of California campuses in selecting EOP students to be admitted in exception to the regular admission requirements. While the requirements for participation are fairly straight forward -- for SAA a student must be from one of the five underrepresented groups and for

EOP the student must be low income -- the criteria for special action admission varies. Table 5 summarizes these differing requirements. The University has the responsibility to educate counselors, students, and other personnel about the various admission criteria. In addition, University and State University staff should make special efforts to inform EOPS staff about the various non-EOP support services available on the University and State University campuses, so that better counseling can be provided to EOPS students.

The Task Force therefore recommends:

RECOMMENDATION 9: The systemwide offices of the University and State University should annually provide information to all EOPS directors listing available campus services for transfer students, eligibility criteria to utilize these services, and the key contact persons on each campus. In addition, staff from these systemwide offices should meet annually with EOPS directors to identify other cooperative actions that might be taken to improve available services for EOPS transfer students.

Stronger Academic Preparation

Representatives from all three postsecondary institutions agree that the transfer process for EOPS students would be facilitated if these students received stronger academic preparation that better enabled them to meet the educational demands at four-year institutions.

As one respondent stated:

a strong academic preparation, particularly in English composition, at the lower division is essential for success In addition to the body of knowledge gained in lower division breadth requirements, students must also have developed strong academic skills in areas such as note-taking, research, time management, and test taking. If one major barrier had to be singled out, it would be writing skills.

In providing opportunities for EOPS students to strengthen their academic preparation, it is important for EOPS to be an integral part of the total institutional effort. Generally speaking, all students should have stronger academic preparation; however, in order to strengthen the academic preparation of EOPS students, EOPS directors must become involved in the policy-making process on the campus level to assure that the full range of academic preparatory courses are available for all EOPS students. The Task Force therefore recommends:

RECOMMENDATION 10: EOPS directors should work with other Community College staff to make available to all interested EOPS students, as well as all other interested students, a class providing skills necessary for successful study at a university, involving time management, research and study skills, classroom note-taking skills, and writing skills.

TABLE 5 *Special EOP/SAA Admission Requirements for Transfer Students Enrolling in the University of California and Not Meeting Regular Admission Requirements*

<u>Campus</u>	<u>Minimum College Grade-Point Average</u>	<u>Number of Transferable Units Required</u>	<u>Other Requirements</u>
Berkeley	2.4	No specified number; however, the fewer units completed, the higher the grade-point average required.	<ol style="list-style-type: none"> 1. Satisfaction of Subject A and/or the reading and composition requirement. 2. Satisfaction of the American History and institutions requirement. 3. Completion of basic requirements for the major.
Davis	2.5 with at least 36 quarter units transferable. 2.27 with at least 24 quarter units transferable.		None
Irvine	2.4	None specified.	<ol style="list-style-type: none"> 1. Satisfaction of Subject A and/or reading and composition requirement. 2. Satisfaction of American History and institutions requirement. 3. Demonstrated academic ability. 4. Submission of an autobiographical essay.
Los Angeles (Academic Advancement Program)	None specified.	None specified.	<ol style="list-style-type: none"> 1. Applicant shall prepare a personal essay establishing "a clear need for AAP services" and specifying any unusual circumstances which should be taken into consideration.
Riverside	2.0	24 transferable units.	<ol style="list-style-type: none"> 1. Consideration will be given to applicants with less than 24 transferable units if the units include English composition, mathematics beyond college algebra, and either U.S. History or laboratory science.
San Diego	2.4	36 transferable units.	<ol style="list-style-type: none"> 1. Completion in high school of the required A-F mathematics and English courses, or the completion of equivalent courses in college. 2. No more than two units of A-F subject omissions. 3. Two letters of recommendation from teachers or counselors 4. A copy of the parents' and/or applicant's most recent federal income tax return.
Santa Barbara	2.5 with at least 35½ transferable units. 2.25 with between 36-59½ transferable units. 2.0 with 60 or more transferable units.		<ol style="list-style-type: none"> 1. A review of the college grade-point average in relation to the applicant's high school record. Various other special criteria (such as bilingual ability) are utilized in reviewing the applicants.
Santa Cruz	2.2	None specified; however, the fewer the units, the higher the grade-point average required.	<ol style="list-style-type: none"> 1. No more than three A-F subject omissions. 2. Three letters of recommendation. 3. An autobiographical essay.

Source. University of California "Facts About EOP and SAA" and Commission staff survey of EOP/SAA service providers.

Culture Shock

Many EOPS students, who have typically been outside the mainstream of education, are short on self esteem and intimidated by the prospect of change inherent in uprooting and relocating at some distant, four-year institution. They frequently perceive universities as more complex and inhospitable institutions than those they have experienced previously. For example, the process of applying for university admission is considerably more complicated than that experienced at Community Colleges. Similar complications exist with respect to housing, course selection, financial assistance, prerequisites, and almost all other aspects of university enrollment. In addition to these problems in adjusting to the technical or administrative "culture" of the institution, many transfer students from ethnic minority backgrounds also find that they lack a sizable community of ethnic peers on campus.

While EOPS transfer students share these experiences or problems with incoming freshmen from similar socio-economic backgrounds, supportive services at the universities are generally geared to incoming freshmen, rather than to the somewhat older, Community College transfer students. Available services tailored specifically to meet the needs of low-income and ethnic minority transfer students are usually limited and often ineffectual. For example, many four-year institutions offer transition or bridge type services for EOP students as they enter the institution, and available evidence indicates that these services contribute to a higher retention rate among the participants. However, these services are offered almost exclusively for incoming freshmen rather than transfer students, with equivalent services generally not available for the latter.

In a presentation before the Regents of the University of California in November 1984, Susanna Navarro, a representative of the Mexican American Legal Defense and Education Fund, identified some actions that the University could take to reduce the impact of this culture shock:

Among other things, it can make an effort to ensure that those students are personally contacted by the University, preferably by interested faculty members, to demonstrate the University's interest in getting them to enroll. It could also systematically develop financial aid packages early for these students, and provide special assistance to these students in obtaining housing. Only when all aspects of the University -- the faculty, financial aid and housing offices, as well as admissions and EOP -- are all working toward the goal of aggressively attempting to improve the [enrollment] rate of underrepresented minorities, will the University see a significant change in that rate.

As discussed above, the State-funded EOP and SAA programs at the four-year institutions give emphasis to freshmen rather than transfer students. In addition, the State University has historically given priority in EOP to students who are not regularly admissible to the institution. (This policy was changed in 1983-84, when the State University removed its restriction on the number of regularly admissible students who could be served by the program. In 1984-85, approximately 40 percent of the new EOP students were regularly admissible.) The result, according to one EOPS director, is that

EOPS students frequently lack "a support system at CSU to assist them with educational and personal concerns which could impair their completion of their degree." EOPS students who transfer to four-year institutions are likely to need some assistance in coping with various educational and personal problems that typically arise in the transfer process, and the four-year institutions have the responsibility to provide this assistance to the same extent that they provide it to first-time freshmen.

In order to provide improved transfer assistance to EOPS students, the Task Force recommends:

RECOMMENDATION 11: University and State University campuses should make available special comprehensive orientation sessions for interested transfer students, including EOPS transfer students, that provide the same kinds of assistance typically provided to first-time freshmen EOP students. Sessions should be separate from those for freshmen and take into account the broader educational experiences of the transfer students.

Sharing Information About the Academic Performance of EOPS Students

Cooperative efforts by two-year and four-year institutions to facilitate the transfer process for EOPS students would be enhanced by greater sharing of information about (1) the number of EOPS students who actually enroll on each University and State University campus and (2) the academic performance of these students after they transfer. The University asks all applicants if they have formerly received services from a Community College EOPS program, but this information is not utilized on most campuses to identify the number of incoming EOPS students, and it is not shared with Community College staff.

In short, while the four-year institutions gather data to identify incoming EOPS students, these data are apparently not utilized to improve the delivery of educational services or to assist the efforts by EOPS staff to improve transfer rates for EOPS students. In addition, little if any information is shared with EOPS directors directly about the academic performance of EOPS students after they transfer to the four-year institution. Although the University of California and the State University report back to the Community Colleges on the performance of their graduates, these reports are sent to the presidents and superintendents, who are encouraged to share them with key staff people. This is another area where EOPS directors should be part of the Community Colleges' information network.

General agreement exists about the importance of colleges and universities reporting to high schools on the academic performance of their graduates as a means of assisting the schools in strengthening their college preparatory programs. However, a similar commitment has not been made to assist EOPS staff in their efforts to strengthen the transfer process or program.

In conclusion, the Task Force therefore recommends:

RECOMMENDATION 12: The systemwide offices of the three postsecondary segments should work together to develop complementary data-

processing services to provide timely sharing of data regarding EOPS students who (1) apply for admission to a public university, (2) enroll at a public university campus, or (3) receive EOP or SAA support services. In addition, timely information should be shared with EOPS directors regarding the academic performance of EOPS students who transfer to public universities.

APPENDIX A

Assembly Bill 3775 (1984)

CHAPTER 1178

An act to amend Sections 69640, 69641, 69642, 69648, 69649, and 69651 of, and to add Sections 69648.5 and 69655 to, the Education Code, relating to community colleges.

[Approved by Governor September 15, 1984. Filed with Secretary of State September 17, 1984.]

LEGISLATIVE COUNSEL'S DIGEST

AB 3775, Chacon. Community colleges: Community College Extended Opportunity Programs and Services.

Existing law provides for the Community College Extended Opportunity Programs and Services (EOPS).

This bill would restate the legislative intent regarding EOPS, and would require the Board of Governors of the California Community Colleges to adopt rules and regulations establishing the goals of the programs and services. The bill would require the EOPS provided by a community college to supplement the regular educational programs of the community college to encourage the enrollment of students handicapped by language, social, and economic disadvantages, and to facilitate the successful completion of their educational goals and objectives. This bill would require EOPS to be provided by certificated directors and instructors, as well as by counselors and other support staff approved by the governing board of the community college district. This bill would provide that participation in an extended opportunity program or service shall not preclude participation in any other program offered by the community college.

This bill would require the Board of Governors of the California Community Colleges to establish minimum standards for the establishment and conduct of extended opportunity programs and services by January 1, 1986, and to adopt and implement the standards by the beginning of the 1985-86 academic year. Subject to the approval of the Chancellor of the California Community Colleges, this bill would also require the board to establish procedures for the review and evaluation of the district's EOPS.

In order to be eligible to receive state funding, this bill would require each district's EOPS to meet the minimum standards established by the board, unless the chancellor determines that unusual circumstances merit granting a waiver of any or all of the standards.

Existing law permits a community college district governing board to use any funds under its control not specifically required to be used for another particular purpose for the district's EOPS.

This bill would prohibit the governing board of a community

college district from using any funds received from the state for the operation and administration of EOPS to supplant district resources, programs, or services provided under its EOPS.

This bill would require the Chancellor of the California Community Colleges to determine the elements of a statewide data base for the Community College Extended Opportunity Programs and Services, which would be mandatorily used for periodic evaluation of the programs and services. The bill would require the data base to include all information necessary to demonstrate the statewide progress towards achieving the program goals, and would specify certain information to be included in the data base, and certain procedures to be followed in implementing these provisions.

This bill would express legislative intent that commencing with the 1986-87 fiscal year, a sum shall be appropriated through the annual Budget Act to the chancellor which is sufficient for the maintenance and operation of the data base, and to reimburse community college districts for costs of collecting the data for the data base.

This bill would, beginning in January 1987, require the chancellor to annually report to the Legislature regarding the number of EOPS students who achieve their educational objectives.

This bill would permit the chancellor to use up to 1% of an amount appropriated by the annual Budget Act for the EOPS program to monitor program activities and to evaluate EOPS offered by districts.

This bill would require a task force under the direction of the California Postsecondary Education Commission to be established to evaluate existing supplemental services and financial assistance to EOPS students who transfer to 4-year institutions, and to make recommendations for modification of those services and assistance programs necessary to facilitate the transfer process. The bill would require the task force to be comprised of representatives from all the segments of public higher education and specified state agencies, and would direct the task force to submit a report summarizing its findings and the plan to the fiscal committees of the Legislature by February 15, 1985.

The people of the State of California do enact as follows:

SECTION 1. Section 69640 of the Education Code is amended to read:

69640. It is the intent of the Legislature that the California community colleges recognize the need and accept the responsibility for extending the opportunities for community college education to all who may profit therefrom regardless of economic, social, and educational status. It is the intent and purpose of the Legislature in establishing the Community College Extended Opportunity Programs and Services (EOPS) to encourage local community colleges to establish and implement programs directed

to identifying those students affected by language, social, and economic handicaps, to increase the number of eligible EOPS students served, and to assist those students to achieve their educational objectives and goals, including, but not limited to, obtaining job skills, occupational certificates, or associate degrees, and transferring to four-year institutions.

By January 1, 1986, the Board of Governors of the California Community Colleges shall adopt rules and regulations establishing EOPS goals consistent with this article. These goals may include all of the following:

(a) To increase the number and percentage of students enrolled in community colleges who are affected by language, social, and economic disadvantages, consistent with state and local matriculation policies.

(b) To increase the number and percentage of Extended Opportunity Programs and Services (EOPS) students who successfully complete their chosen educational objectives.

(c) To increase the number and percentage of EOPS students who are successfully placed into career employment.

(d) To increase the number and percentage of EOPS students who transfer to four-year institutions following completion of the related educational programs at community college.

(e) To strive to assist community colleges to meet student and employee affirmative action objectives.

(f) To improve the delivery of programs and services to disadvantaged students.

The Legislature further intends that EOPS shall not be viewed as the only means of providing services to nontraditional and disadvantaged students or of meeting student and employee affirmative action objectives.

The Legislature finds that the establishment and development of extended opportunity programs and services are essential to the conservation and development of the cultural, social, economic, intellectual, and vocational resources of the state.

SEC. 2. Section 69641 of the Education Code is amended to read: 69641. The Extended Opportunity Programs and Services (EOPS) provided by a community college shall supplement the regular educational programs of the community college to encourage the enrollment of students handicapped by language, social, and economic disadvantages, and to facilitate the successful completion of their educational goals and objectives. EOPS shall be provided by certificated directors and instructors, as well as by counselors and other support staff approved by the governing board of the community college district. Participation in an extended opportunity program or service shall not preclude participation in any other program offered by the community college.

SEC. 3. Section 69642 of the Education Code is amended to read: 69642. Definitions:

(a) "Board" means the Board of Governors of the California Community Colleges.

(b) "District" means any community college district in California that maintains one or more community colleges.

(c) "College" means a community college established by the governing board of a community college district authorized to provide community college instruction.

(d) "Extended opportunity program" means a special program or method of instruction designed to facilitate the language, educational, or social development of a student and increase his or her potential for success in the college.

(e) "Extended opportunity services" means a program of assistance designed to aid students with socioeconomic handicaps to permit them to enroll in and participate in the educational activities of the college, and to progress toward completing their educational goals and objectives, including, but not limited to, graduation from college.

SEC. 4. Section 69648 of the Education Code is amended to read: 69648. By January 1, 1986, the board shall adopt rules and regulations necessary to implement this article, including rules and regulations which do all of the following:

(a) Prescribe the procedure by which a district shall identify a student eligible for extended opportunity programs or services on the basis of the student's language, social, or economic disadvantages.

(b) Establish minimum standards for the establishment and conduct of extended opportunity programs and services. The standards may include, but shall not be limited to, guidelines for all of the following:

(1) The provision of staffing and program management.

(2) The establishment of a documentation and data collection system.

(3) The establishment of an EOPS advisory committee.

(4) The provision of recruitment and outreach services.

(5) The provision of cognitive and noncognitive assessment, advising, and orientation services.

(6) The provision of college registration.

(7) The provision of basic skills instruction, seminars, and tutorial assistance.

(8) The provision of counseling and retention services.

(9) The provision of transfer services.

(10) The provision of direct aid.

(11) The establishment of objectives to achieve the goals specified in Section 69640, and objectives to be applied in implementing extended opportunity programs and services.

(c) The standards specified in subdivision (b) shall be adopted and implemented by the commencement of the 1985-86 academic year.

(d) Subject to the approval of the chancellor, establish procedures

for the review and evaluation of the districts' extended opportunity programs and services.

(c) Require the submission of such reports by districts as will permit the evaluation of the program and services offered.

SEC. 5. Section 69648.5 is added to the Education Code, to read: 69648.5. The chancellor may use up to 1 percent of the funds appropriated for the EOPS program by the annual Budget Act to monitor program activities and to conduct the evaluation of EOPS offered by districts.

SEC. 6. Section 69649 of the Education Code is amended to read: 69649. (a) The governing board of a community college district may, with the approval of the board, establish an extended opportunity program.

Except as provided in subdivision (b), in order to be eligible to receive state funding, the program shall meet the minimum standards established pursuant to subdivision (b) of Section 69648.

(b) The chancellor may waive any or all of the minimum standards established pursuant to subdivision (b) of Section 69648 if the chancellor determines that unusual circumstances which merit a waiver exist.

SEC. 7. Section 69651 of the Education Code is amended to read: 69651. The governing board of a community college district shall not use any funds received from the state for the operation and administration of extended opportunity programs and services to supplant district resources, programs, or services authorized by Sections 69649 and 69650. The governing board may use those funds to meet the matching requirements to receive federal funds, or funds granted by nonprofit foundations, designated for the same purposes, for extended opportunity programs and services, as defined by Section 69641.

SEC. 8. Section 69655 is added to the Education Code, to read: 69655. (a) Pursuant to Section 69648, the Chancellor of the California Community Colleges shall determine the elements of a statewide data base for the Community College Extended Opportunity Programs and Services, which shall be used for periodic evaluation of the programs and services. The data base shall include all information necessary to demonstrate the statewide progress towards achieving the program goals identified in Section 69640, and program objectives adopted pursuant to Section 69648 including, but not limited to, all of the following:

(1) The annual number of extended opportunity programs and services (EOPS) students and non-EOPS students who complete degree or certificate programs, transfer programs, or other programs, as determined by state and local matriculation policies.

(2) The annual number of EOPS and non-EOPS students who transfer to institutions which award the baccalaureate degree. In implementing this paragraph, the chancellor shall work in cooperation with the California Postsecondary Education

Commission, the President of the University of California, the Chancellor of the California State University, and the Association of Independent Colleges and Universities to establish methods for obtaining the necessary data.

(3) The annual number of EOPS and non-EOPS students completing occupational programs who find career employment.

In implementing this paragraph, the chancellor shall integrate the data collection with existing data collection requirements pertaining to vocational education.

(b) Beginning in January, 1987, the chancellor shall annually report to the Legislature regarding the number of students served by the Community College Extended Opportunity Programs and Services and the number of EOPS students who achieve their educational objectives.

(c) A task force under the direction of the California Postsecondary Education Commission shall be established to evaluate existing supplemental services and financial assistance provided for community college EOPS students who transfer to public four-year institutions, and to make recommendations for modification of those services and assistance programs necessary to facilitate the transfer process. The task force shall be comprised of representatives from all of the following:

- (1) The California Postsecondary Education Commission.
- (2) The University of California.
- (3) The California State University.
- (4) The community colleges.
- (5) The Legislative Analyst.
- (6) The Department of Finance.

The task force shall submit a report summarizing its findings and the plan to the fiscal committees of the Legislature on or before February 15, 1985.

SEC. 9. It is the intent of the Legislature that, commencing with the 1986-87 fiscal year, and each fiscal year thereafter, a sum shall be appropriated through the annual Budget Act to the Chancellor of the California Community Colleges which is sufficient to maintain and operate the statewide data base required pursuant to Section 69655 of the Education Code, and to reimburse community college districts for costs of collecting the data for that data base.

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APPENDIX B

Survey Questionnaire of Directors of EOPS, EOP, and SAA Programs

The following pages reproduce a sample cover letter for the survey undertaken by the staff of the California Postsecondary Education Commission, along with separate questionnaires for Community College, State University, and University directors.

November 13, 1984

Dear EOPS Director:

As you probably know, the Legislature has directed the California Postsecondary Education Commission through Assembly Bill 3775 (Chacon) to establish a task force to "evaluate existing supplemental services and financial assistance provided for Community College EOPS students who transfer to public four-year institutions, and to make recommendations for modification of those services and assistance programs necessary to facilitate the transfer process." The enclosed survey is one of the methods we are using to gather information about available services for EOPS students. This report is due to the Legislature by February 15, 1985.

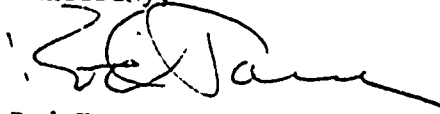
The Community College EOPS representatives on this task force include Ernest Gregoire (Mount San Antonio College), Roger Grant (Butte College), Greg Sandoval (Southwestern College), Audrey Yamagata-Noji (Saddleback College) and Rod Tarrer (Chancellor's Office). They have all reviewed the enclosed survey and made suggestions for its modification.

We would appreciate your assistance in completing this survey as quickly as possible, and returning it to us no later than November 29.

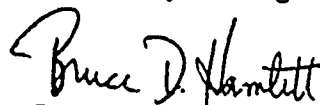
All individual institutional responses will be kept confidential. The draft report will be shared with all respondents prior to publication so their comments and suggestions can be included in the final draft.

Thank you for your assistance.

Sincerely,



Rod Tarrer
Community College Chancellor's Office



Bruce D. Hamlett
Government and Public Affairs
Postsecondary Education Commission

RT/BDH/ghn

Enclosure

California Postsecondary Education Commission

Survey of EOPS Directors Pursuant to
AB 3775 (Chacon)

Name of Respondent:

Campus:

1. Number of EOPS Students enrolled at your college in Fall 1984
(use the 1st census report):

2. Number of EOPS students from your campus who transferred to a
four-year institution in the past year. (If this information is
not available, please indicate and provide a conservative estimate
of the number who transferred.) Do you have problems getting
this information from the four-year colleges?

3. Percentage of the EOPS students currently enrolled on your
campus who you anticipate will transfer to a four-year institution
within the next two years. (If this information is not available,
please indicate and provide a conservative estimate of the
percent you expect will transfer.)

4. Among those EOPS students from your campus who attempt to
transfer to a State University campus, what, in your opinion,
are the major barriers or problems which they must overcome
in gaining admission to and then achieving success at the
State University?

5. Among those EOPS students from your campus who attempt to transfer to a University of California campus, what, in your opinion, are the major barriers or problems which they must overcome in gaining admission to and then achieving success at the University?

6. Does your campus have a person or an office designated to provide information about transfer? If yes, what kinds of information and services does it make available to students?

7. Does your EOPS project have a transfer component? If yes, what kinds of information and services are made available to students? Are these services in addition to those identified in question #5?

8. Do you feel that the existing services on your campus are adequate for EOPS students who desire to transfer to four-year institutions? If not, what additional services or resources do you feel are needed?

9. Do you have in place on your campus any process to identify those EOPS students who want to transfer to a university? If yes, please describe this process.

Please return this survey by November 28 to:

Bruce D. Hamlett
California Postsecondary Education Commission
1020 12th Street
Sacramento, CA 95814

California Postsecondary Education Commission

Survey of State University EOP Directors
Pursuant to AB 3775 (Chacon)

Name of Respondent:

Campus:

1. Total number of EOP students enrolled on your campus in Fall 1984:

2. Total number of first-time EOP students enrolled on your campus in Fall 1984:
What proportion of these first-time EOP students were regular admit students?

3. Approximately what proportion of your new EOP admits each year are community college transfer students?
Approximately what proportion of these transfer students enter the State University through regular admissions criteria?

4. Approximately how many Community College EOPS students transferred to your campus during the past 12 months?
(If this information is not available, please indicate and provide a conservative estimate of the number.)

5. Approximately how many Community College EOPS students were admitted into the EOP program on your campus during the past 12 months? (If this information is not available, please indicate and provide a conservative estimate of the number.)

6. Do the EOPS Directors at the Community Colleges in your area periodically provide you information about EOPS students who have been identified as potential transfer students? If yes, please describe the information provided to you.

7. What services, if any, does your campus offer to students enrolled at a community college who have been identified as potential transfer students?

Which of these services, if any, are offered by the EOP program?

Are EOPS students targeted to receive these services?

8. Does your campus offer any specific supplemental services to students who have transferred from a community college to your campus? If yes, please describe these services and name the office which provides them.

9. What, in your opinion, are the major barriers or problems which an EOPS student must overcome in order to achieve success in the transition from two-year to four-year colleges and universities?

Please complete this survey and return it by November 30 to:

Bruce D. Hamlett
California Postsecondary Education Commission
1020 125h Street
Sacramento, CA 95814

6. Do the EOPS Directors at the Community College campuses in your area periodically provide you information about EOPS students who have been identified as potential transfer students? If yes, please describe the information provided to you.
7. What services, if any, does your campus offer to students enrolled at a community college who have been identified as potential transfer students?

Which of these services, if any, are offered by the EOP and/or SAA programs?

Are EOPS students targeted to receive these services?

8. Does your campus offer any specific supplemental services to students who have transferred from a community college to your campus? If yes, please describe these services and name the office which provides them.
9. What are the criteria on your campus for admission to the EOP Program?

What are the criteria on your campus for admission to the SAA Program?.

10. What, in your opinion, are the major barriers or problems which an EOPS student must overcome in order to achieve success in the transition from two-year to four-year colleges and universities?

Please complete this survey and return it by December 3 to:

Bruce D. Hamlett
California Postsecondary Education Commission
1020 12th Street
Sacramento, CA 95814

Survey of University of California EOP/SAA Service Providers
Pursuant to AB 3775 (Chacon)

Name of Respondent:

Campus:

1. Total number of EOP and SAA students enrolled on your campus in Fall 1984:
2. Total number of first-time EOP and SAA students enrolled on your campus in Fall 1984: What proportion of these first-time EOP/SAA students were regular admit students?
3. Approximately what proportion of your new EOP and SAA admits each year are community college transfer students? Approximately what portion of these transfer students enter your institution through regular admissions criteria?
4. Approximately how many Community College EOPS students transferred to your campus during the past 12 months? (If this information is not available, please indicate and provide a conservative estimate of the number.)
5. Approximately how many Community College EOPS students were admitted into the EOP and/or SAA programs on your campus during the past 12 months? (If this number is not available, please indicate and provide a conservative estimate of the number.)

APPENDIX C

Goals Adopted by the Board of Governors for Extended Opportunity Programs and Services, July 1984

PREFACE

The following goals are established by the Board of Governors for Extended Opportunity Programs and Services pursuant to Education Code 69648, which requires the Board to establish standards for the conduct of EOPS programs. In adopting these goals, it is the intent of the Board to provide local colleges and state policy makers with a restatement of goals adopted in 1970 which expresses the Board's determination to continue working with local districts to achieve the legislative purposes of EOPS programs defined in the Education Code sections below, which read in part:

It is the intent and purpose of the Legislature to encourage local community colleges to establish and develop programs directed to identifying those students affected by language, social, and economic handicaps, to establish and develop services, techniques, and activities directed to the recruitment of such students to and their retention in community colleges, and to the stimulation of their interest in intellectual, educational, and vocational attainment (Education Code 69640).

The Legislature defines an extended opportunity program or service as one, ". . . which is over, above, and in addition to, the regular educational programs of the college," adding that student, "participation in an extended opportunity program or service shall not preclude participation in any other program which may be offered in the college" (Education Code 69641).

It is the further intent of the Board that district trustees, senior administrators, and college staff accepting responsibility for EOPS funding understand that the following goals must be addressed in accordance with regulations of the Board of Governors and administrative priorities affecting EOPS students; it is the further intent of the Board that state and local evaluation and monitoring of EOPS programs will be conducted periodically to insure the accountability of EOPS programs to these adopted goals.

GOALS

- 1.0 ACCESS: EOPS programs should continue to assume responsibility to increase the number and percentage of enrolled students who are affected by language, social, and economic disadvantages consistent with State and local matriculation policies.
 - 1.1 EOPS outreach activities should identify eligible students and should be coordinated with related college, high school, and community-based activities.

- 2.0 RETENTION: EOPS programs should continue to lead community college efforts to implement programs and services which increase the number and percent of EOPS students who successfully complete their chosen educational objectives.
- 2.1 EOPS programs should be coordinated with related student and instructional services consistent with the role of EOPS.
 - 2.2 EOPS programs should develop and establish increased utilization of information technologies for monitoring the progress of EOPS students and for increasing the use and timeliness of information on student performance.
 - 2.3 EOPS programs should strengthen the use and effectiveness of appropriate assessment and guidance activities.
- 3.0 TRANSITION: EOPS programs should support college efforts to increase the number and percentage of EOPS students who are successfully placed into career employment or who transfer to four-year institutions following completion of the related educational programs.
- 3.1 EOPS programs should assist colleges to identify and motivate EOPS students to raise their aspirations to pursue progressively higher educational objectives from short-term, certificate programs through associate degree and transfer programs.
 - 3.2 EOPS programs should assist colleges to develop and establish intersegmental coordination of those support services necessary for the successful transition of EOPS students into four-year institutions; attention should be given to regionally coordinated efforts and to the establishment and implementation of transfer centers at both two- and four-year institutions.
 - 3.3 EOPS programs should complement college efforts to strengthen career placement services in order to increase the rate of successful employment and to increase the quality of information regarding the effectiveness of college programs in meeting job market demands.
- 4.0 AFFIRMATIVE ACTION: EOPS programs should assist colleges in meeting student and employee affirmative action objectives. This goal shall not be construed to mean that institutional responsibility for affirmative action is satisfied through the efforts of the EOPS program alone, or that the EOPS programs should be assigned institutional responsibility for affirmative action.
- 4.1 Student affirmative action within EOPS should contribute to college-wide objectives by establishing goals and timelines which bring the ethnicity and sex of EOPS students served into proportion with the ethnicity and sex of low-income dependent high school students and independent adults living in the college service area.

- 4.2 EOPS programs should assist colleges to employ EOPS personnel --professional, classified, paraprofessional, and students -- who are reflective of the sex and ethnicity of EOPS students served and sensitive to the background and experience of the EOPS students.
- 5.0 PROGRAM DEVELOPMENT: EOPS programs should assist colleges in improving the delivery of programs and services to disadvantaged students.
- 5.1 EOPS programs should assist colleges to increase the inservice training opportunities available to EOPS and non-EOPS staff for developing the conceptual, communication, technical, and related skills needed to strengthen services to EOPS students.
- 5.2 EOPS programs should develop innovative methods in achieving access, retention, and transition goals.
- 5.3 The role of local EOPS advisory committees should be strengthened by providing that they inform district trustees, college officials, and EOPS staff about program achievements and recommendations for improvements.

REFERENCES

- California Postsecondary Education Commission. Equal Educational Opportunity in California Postsecondary Education: Part III. Commission Report 80-6. Sacramento: The Commission, March 1980.
- . Reaffirming California's Commitment to Transfer: Recommendations for Aiding Student Transfer from the California Community Colleges to the California State University and the University of California. Commission Report 85-___. Sacramento: The Commission, March 1985.
- The California State University. An Explanation of Core Student Affirmative Action 1980-81, The California State University and Colleges. Long Beach: Office of the Chancellor, 1980a.
- . Summary of Activities of the Steering Committee on EOPS Student Transfers to CSUC and UC, Long Beach: Office of the Chancellor, November 1980b.
- Navarro, Susana. "A Statement Regarding Special Action Admissions and Student Affirmative Action," presented to The Regents of the University of California, November 15, 1984, San Francisco, California.
- University of California, Office of the President. Report of the University of California Educational Opportunity Programs, 1973-74. Berkeley: Office of the President, March 5, 1975.