

DOCUMENT RESUME

ED 277 329

HE 019 951

**TITLE** Special-Action Admission at California's Public Universities. Recommendations for Strengthening an Alternative Route to Success at the University of California and the California State University. California Postsecondary Education Commission Report 86-27.

**INSTITUTION** California State Postsecondary Education Commission, Sacramento.

**PUB DATE** Sep 86

**NOTE** 34p.

**AVAILABLE FROM** California Postsecondary Education Commission, Second Floor, 1020 Twelfth Street, Sacramento, CA 95814 (free).

**PUB TYPE** Reports - Descriptive (141)

**EDRS PRICE** MF01/PC02 Plus Postage.

**DESCRIPTORS** Academic Ability; Academic Persistence; Academic Standards; \*Admission Criteria; \*College Admission; Eligibility; Enrollment Trends; Gifted; Higher Education; \*High Risk Students; \*Selective Admission; \*State Universities; Trend Analysis; Undergraduate Study

**IDENTIFIERS** \*California State University; \*University of California

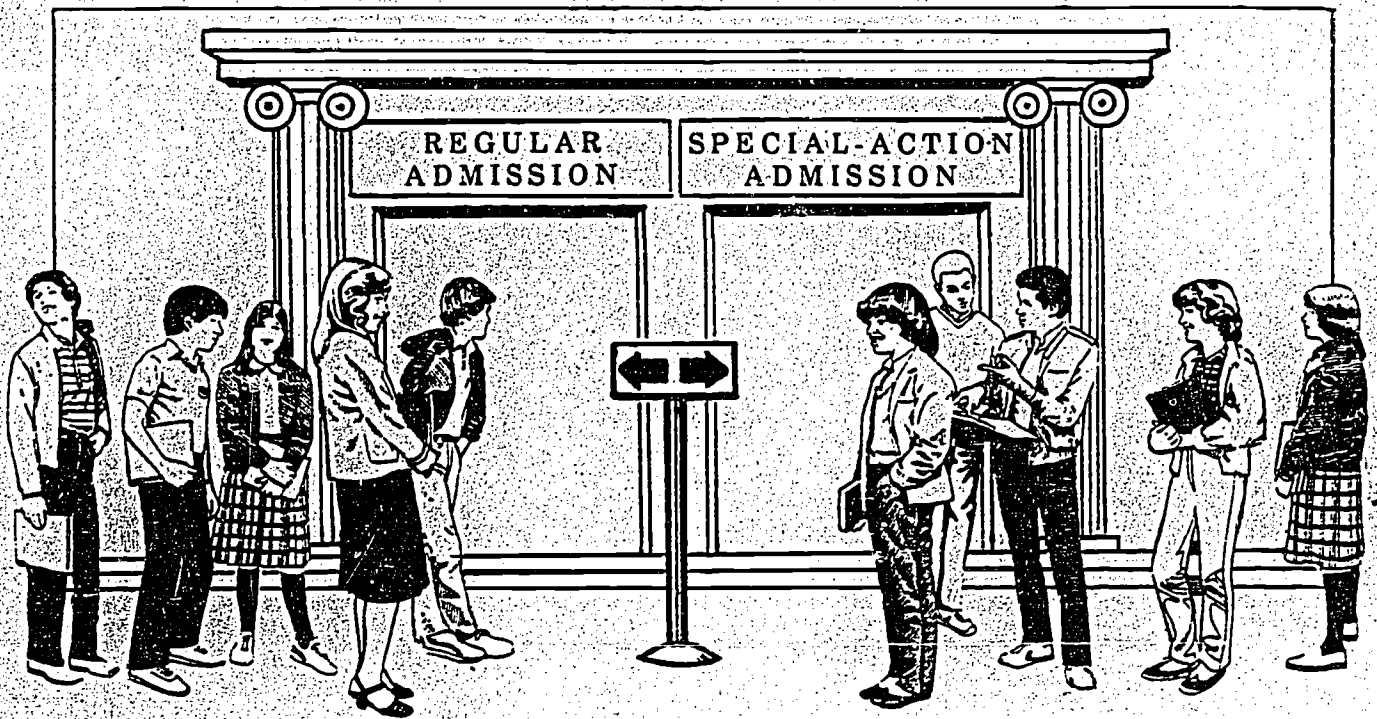
**ABSTRACT**

The development and current status of "special-action" admissions at the undergraduate level are considered for the University of California and California State University, and recommendations are offered for strengthening the special-action admissions process. Special-action admissions provides some flexibility in admitting students who might benefit from enrolling but who could not qualify under regular standards. A historical perspective is provided of the development of these admission policies and practices at the University of California and California State University. Three policy issues are addressed: changing relations between regular and special-action admission criteria, the success of special-action admission and student support services in providing a viable route to and through the universities, and the use of special-action admission pool to analyze the validity of admission criteria. Changes in admission, enrollment, and persistence patterns since 1975 are examined to determine the impact of special-action admissions. (SW)

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# SPECIAL-ACTION ADMISSION AT CALIFORNIA'S PUBLIC UNIVERSITIES



## CALIFORNIA POSTSECONDARY EDUCATION COMMISSION



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# Summary

This report reviews the development and current status of undergraduate admissions outside the regular entrance requirements of the University of California and the California State University and offers recommendations for strengthening this "special-action" admission process.

Part One on pages 1-2 explains the origins and importance of special-action admissions in California's public universities.

Part Two on pages 3-12 describes special-action admission at the University of California, while Part Three on pages 13-22 describes the process at the California State University.

Part Four on pages 23-24 offer the Commission's conclusions and these three recommendations:

1. Given the implementation of major changes in admission criteria at the University of California and the California State University and the rapidly changing ethnic composition of California's school-age population, the Commission recommends that the Regents and the Trustees publish annually an analysis of the number of applicants and new enrollments by sex, ethnic group, and resident status in each major admission category -- regular, special (disadvantaged and general), conditional, and all others.
2. Given the substantial differences in retention and graduation rates of students admitted under regular criteria versus under special action as well as their disproportional representation on university campuses, the Commission recommends that the Regents and the Trustees publish biennial analyses of retention and graduation rates of students admitted on these bases as related to sex, ethnicity, pre-collegiate preparation, urban-rural location of school of origin, and participation in support programs and services on campus. Consideration of the cost effectiveness of these support efforts for enhancing special-action students' success at the universities should be included.
3. In order to facilitate the assessment of the validity of regular and special-action admission criteria and to ensure comparability of information among campuses, the Commission recommends that the Regents and the Trustees establish a uniform research design across all of their general campuses for the biennial reports stipulated in Recommendation 2.

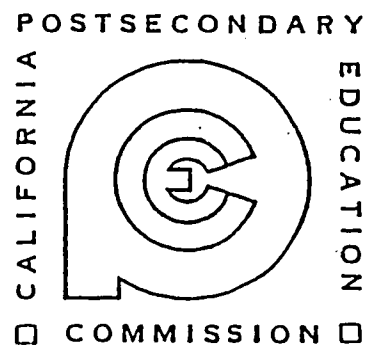
The Commission adopted this report on September 15, 1986, on recommendation of its Policy Development Committee. Additional copies may be obtained from the Publications Office of the Commission. Further information about the report may be obtained from Jeanne Suhr Ludwig of the Commission staff at (916) 324-4991 or from Suzanne Ness, the public information officer of the Commission, at (916) 322-0145.

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# SPECIAL-ACTION ADMISSION AT CALIFORNIA'S PUBLIC UNIVERSITIES

*Recommendations for Strengthening  
an Alternative Route to Success  
at the University of California  
and the California State University*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION  
Second Floor • 1020 Twelfth Street • Sacramento, California 95814





**COMMISSION REPORT 86-27  
PUBLISHED SEPTEMBER 1986**

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# Introduction

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## Origins of special-action admission

Through the 1960 Master Plan for Higher Education, California established a tripartite system of public postsecondary education which provides "that all resident applicants to California institutions of public higher education, who are determined to be qualified by law or by admission standards established by the respective governing boards, should be admitted to either (1) the public community colleges, (2) the California State University, or (3) the University of California" (*California Education Code*, Section 66011).

As of 1960, the University of California used at least four different criteria by which students could qualify for admission and the State University used five criteria. The Master Plan Survey Team recommended a more uniform standard for admission in each segment based on units of college preparatory courses and standardized college entrance examination results. It also urged that "in order to raise materially standards for admission to the lower division, the state colleges select first-time freshmen from the top one-third (33 $\frac{1}{3}$  percent) and the University from the top one-eighth (12 $\frac{1}{2}$  percent) of all graduates of California public high schools" (1960, p. 4), with responsibility and authority to establish the criteria that define this top one-third and one-eighth vested with the governing boards of the state colleges and the University respectively. At the same time, the Survey Team affirmed the *Education Code* requirement that the then junior colleges admit "any high school graduate and any other person over eighteen years of age capable of profiting from the instruction offered" (p. 70).

The Survey Team acknowledged some uncertainty about the validity of these recommended admission criteria as well as the need for some flexibility in admission criteria to provide opportunities for students with the potential to benefit from college but who would be technically ineligible for admission. Thus, the Master Plan included the first concrete guidelines for admissions outside the regular requirements:

It is recommended that . . . for both the state colleges and the University, freshman admission through special procedures outside the basic requirements of recommending units of high school work and/or aptitude tests (such as specials and exceptions to the rules) be limited to 2 percent of all freshman admissions in each system for a given year (p.4).

It also included a similar provision for exceptional admission of "early transfer" students (applicants with less than 56 college-level units who were ineligible from high school).

It is recommended that . . . each state college and campus of the University, through special procedures developed by each, be permitted to accept for earlier transfer not more than 2 percent of all students who make application for advanced standing in any year (p. 5).

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## Importance of special-action admission

The establishment of special-action admission provided the University and State University some flexibility in admitting students that they believed could benefit from enrolling but who could not qualify under regular standards. The pool of students admitted by special action has also served as a research base for analyzing the validity of alternative admission criteria. Both segments implemented this recommendation of the Master Plan, but over the intervening 25 years they have expanded special-action admission in order to respond to the changing needs and priorities of society.

During these 25 years, studies of the eligibility of California's high school graduates for California's public universities have estimated the proportions of these graduates actually eligible for admission under the regular criteria of each segment in comparison to the Master Plan guidelines for regular admission (McConnell, Holy, and Semans, 1955; Master Plan Technical Committee on Selection and Retention of Students, 1961; Coordinating Council for



Higher Education, 1967, California Postsecondary Education Commission, 1976, 1985). Recently, both the University and the State University have established more stringent regular freshman admission standards, and both segments and the Commission plan a 1986 Eligibility Study to assess their impact. But in order to understand the effects of these changes on educational opportunities for all of California's young people, it is also essential to have a clear understanding of special-action admission policies and their influence on enrollments.

This report provides a historical perspective on the development of these admission policies and practices at the University and the State University and their influence on postsecondary enrollment opportunities and success by examining changes in admission, enrollment, and differential persistence pat-

terns over the last ten years. It also presents information on the use of the special-action admission pools for testing the validity of alternative admission requirements.

The purpose of this examination is to assess the following three major public policy issues related to the role of special-action admission in providing educational opportunities.

1. Changing relations between regular admission criteria and special-action admission policies;
2. Success of special-action admission and student support services in providing a viable route to and through the State's public universities; and
3. Use of the special-action admission pool to analyze the validity of admission criteria.

### History of special-action admission policy at the University

Following the 1961 study of high school graduates' eligibility for freshman admission by the Master Plan Technical Committee on Selection and Retention of Students, the University of California adjusted its admission requirements for Fall 1962 by eliminating three alternative means of determining eligibility and extending the provision that "no grade less than C in required subjects" apply to ninth grade courses. At the same time, the University implemented a special-action admission program with specific consideration for students who demonstrated special talents in athletics or the arts, or who came highly recommended.

Prior to this time, special-action admission to the University was extended primarily on the basis of "academic promise" and no limit existed for the application of this policy. After the Master Plan recommendation on special action, however, the Regents established this general category of special-action admission that adhered to the Master Plan guideline of no more than 2 percent of freshman admissions and no more than 2 percent of the advanced standing (transfer) applications in any given year. According to a 1978 review of this policy by the University:

Its underlying purpose was to provide for special treatment of students who, although not technically eligible for admission under the published admission requirements, gave evidence of outstanding accomplishment and ability (Regents' Agenda Item 302, January 1978, page 3).

Each campus set its own criteria for admission by special action, but the University published some guidelines for consideration of marginal cases. For the general special-action pool, applicants with marginal scholarship or course deficiencies were likely candidates, as were those with outstanding ability in special areas such as art, athletics, leadership, music, or mathematics, and those who demonstrated strong motivation, or were adults or veterans.

### Changes in regular and special-action admission criteria during the 1960s

As a result of the 1966 study by the Coordinating Council for Higher Education of high school graduates' eligibility for admission, the University increased freshman admission standards by (1) requiring applicants to submit scores from the Scholastic Aptitude Test and three Achievement Tests of the College Entrance Examination Board, (2) reducing by half the number of required courses which a student could repeat in order to meet the scholarship average of "B" or better, and (3) assigning to any repeated course a grade no higher than "C," regardless of the actual grade received.

In March 1968, the Regents adopted the following expansion of its special-action admission policy, effective for the Fall 1968 term:

That the University policy on admissions be amended to permit the admission of up to an additional 2 percent of freshman admissions and an additional 2 percent of applicants in advanced standing with fewer than 56 semester units in exception to the published admission requirements; these students to be drawn from the disadvantaged segments of society, but limited to the number who can be accommodated in programs which include financial aid, tutoring, special counseling, and such other assistance as may be appropriate (op. cit., page 4).

As with the criteria for the "general" category of special-action admission, each campus was allowed to define the criteria by which students qualified for this "disadvantaged" category. According to the University's 1978 summary of special-action admission policies, Educational Opportunity Program (EOP) eligibility was used to determine "disadvantaged" status. EOP eligibility included such elements as (1) applicant's financial need and parental income, (2) parents' educational background, (3) graduation from a high school that had not been a traditional feeder school to the University, (4) bilingual background, (5) single-parent family, and (6) other unique personal factors.

## *Changes during the 1970s and '80s*

In January 1978, the Regents approved the further expansion of special-action admission policy "to permit the admission of an additional 2 percent of freshman admission in exception to the published admission requirements, these students to be drawn from the disadvantaged segments of society" to be effective in Fall 1979. Also as of Fall 1979, the University changed its eligibility index (a weighted combination of high school grade-point average in required college preparatory subjects and results of the Scholastic Aptitude Test) by reducing the minimum grade-point average from 3.0 to 2.78.

As of Fall 1981, the University increased its subject area requirements from 12 to 15 courses, including a fourth year of college preparatory English; and, beginning this fall, it will add a third year of college preparatory mathematics. But no changes in special-action admission policies are scheduled by the University; the last policy change considered by the Regents having been in November 1984, when they reviewed the October 1984 *Report of the Board of Admissions and Relations with Schools on Freshman Admission by Special Actions* and approved the President's recommendation that the 1978 special admission policy be continued.

Currently, the total special-action percentage of 6 percent of freshman admissions includes 2 percent for "general" special-action admits -- adults, veterans, athletes, those with special talents, those with minor scholastic or subject area deficiencies, and those who come highly recommended or demonstrate other nontraditional aptitudes for collegiate success -- and 4 percent for economically, socially, or educationally "disadvantaged" special-action admits. The 4 percent of advanced standing (transfer) applicants allowed admission by special action includes 2 percent general and 2 percent disadvantaged. The University considers these percentages "flexible goals rather than fixed quotas" or limits (op. cit., page 1).

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### **Impact of special-action admission on University enrollment**

#### *Freshman admission*

While special-action admission policies have been in flux since the 1960s, the present analysis of enrollment impact of these policies focuses on the last five

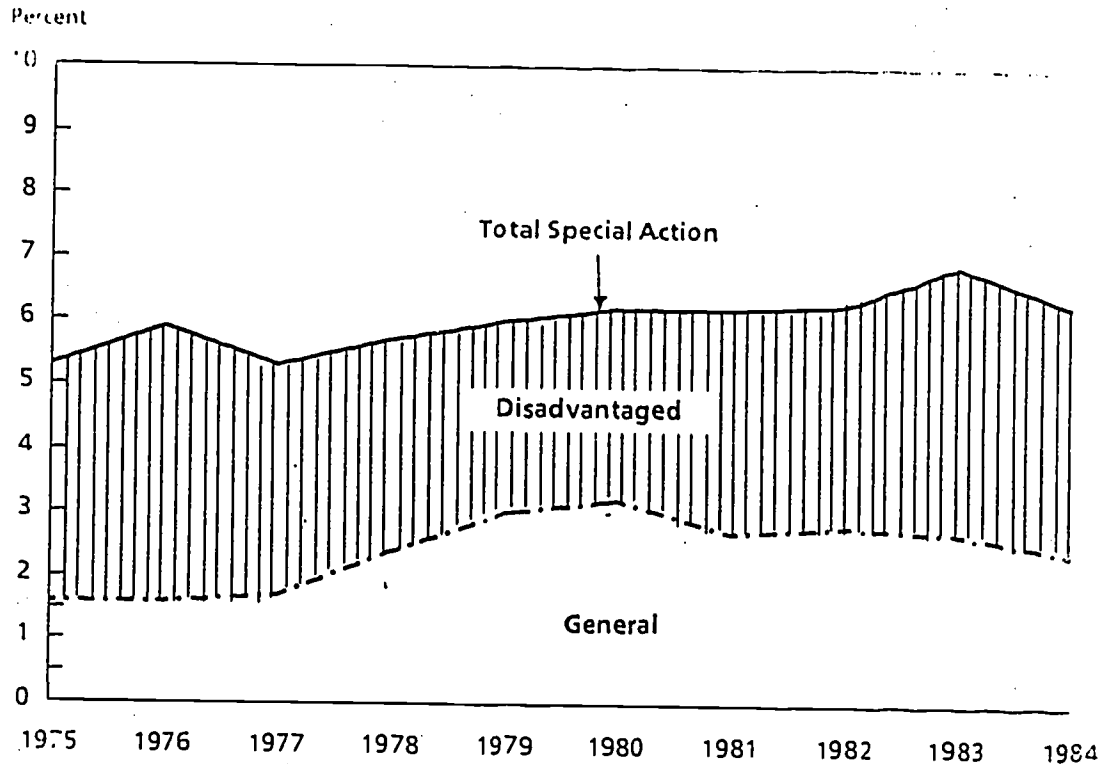
to ten years. Display 1 on the opposite page presents a historical summary of special action admits as a proportion of all admitted first-time freshmen from Fall 1975 to Fall 1984. As can be seen, in the four years prior to the 1979 policy change, the proportion of "disadvantaged" special-action admits consistently exceeded 2 percent by a percentage point or more. Until 1978, the proportion of "general" special-action admits remained below its 2 percent guideline, but following the 1979 policy change, this "general" category reached an all-time high of 3.2 percent in 1980, while the proportion of "disadvantaged" admits reached its lowest rate of 3.0 percent. Subsequently, the proportion of "disadvantaged" admits grew to 4.2 in 1983 and then declined slightly to 3.9 in 1984, while the proportion of "general" special-action admits declined to 2.4 percent.

While the University experienced only small change in the proportional representation of special-action admits among University freshmen between 1975 and 1984, sizable fluctuations occurred in the numbers of special-action admits in the "general" and "disadvantaged" category. Between 1975 and 1980, the number of disadvantaged special-action admits actually declined from 856 to 777, while the number in the general category more than doubled -- from 395 to 837. In the last five years, during a period of considerable growth in the size of the admission pool, disadvantaged special-action admits grew from 777 to 1,279 while general special-action admits declined from 837 to 768. Currently, although the proportion of special-action admits still exceeds the 6 percent guideline by 0.3 of a percentage point, the reduction in the proportion of "general" special admits has brought freshman special-action admission policies and practices into reasonably close alignment.

#### *Advanced standing admissions*

In 1979, the University did not increase the proportion of advanced-standing special-action admits above 4 percent because the campuses' experiences suggested that "they were already admitting by special action all those advanced standing students who had a reasonable chance of academic success" (University of California, 1978, p. 2). Display 2 on page 6 gives a historical summary of special-action admission at the advanced-standing level. Only once in the last ten years has the proportion of disadvantaged special-action advanced-standing admits exceeded the 2 percent guideline. However, beginning in 1978, the proportion of general-special-

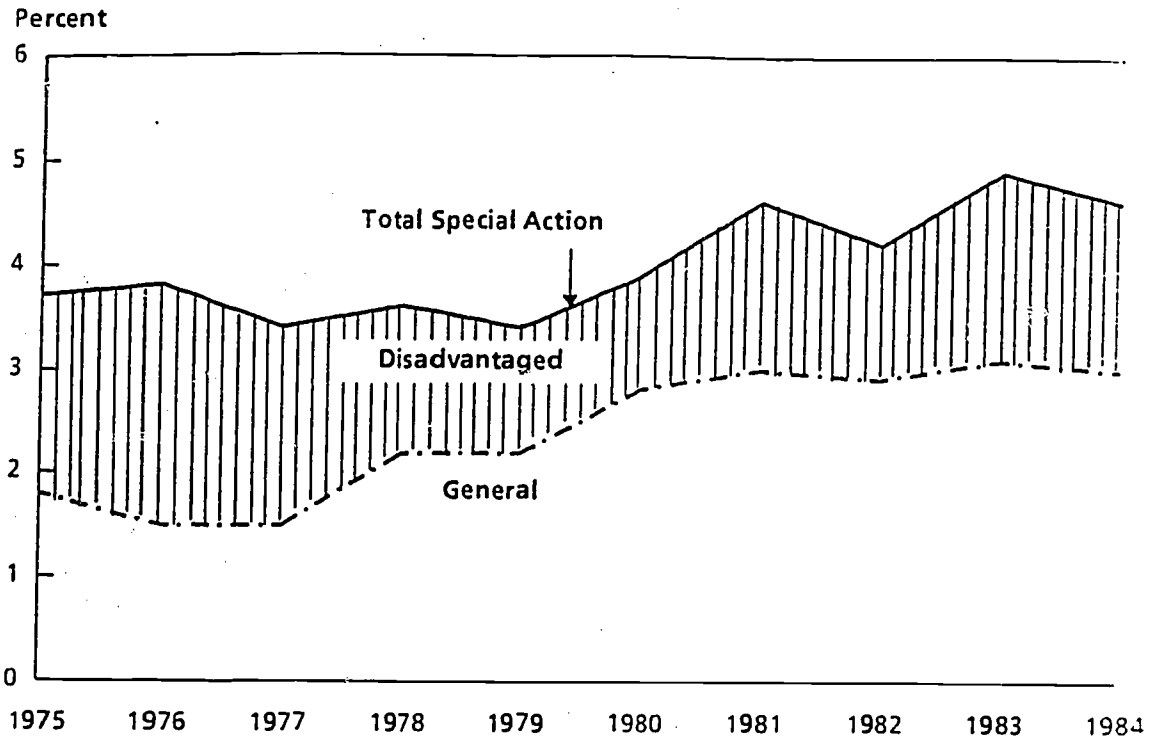
**DISPLAY 1** *Special-Action Admits as a Proportion of All Freshmen Admitted to the University of California. Fall Terms, 1975 to 1984*



Fall Term	All Freshmen	Special Admits					
		Total		Disadvantaged		General	
		Number	%	Number	%	Number	%
1975	23,604	1,251	5.3	856	3.7	395	1.6
1976	22,542	1,330	5.9	971	4.3	359	1.6
1977	23,132	1,226	5.3	843	3.6	383	1.7
1978	24,589	1,397	5.7	810	3.3	587	2.4
1979	26,641	1,610	6.0	815	3.1	795	3.0
1980	26,241	1,614	6.2	777	3.0	837	3.2
1981	27,557	1,704	6.2	969	3.5	735	2.7
1982	28,064	1,777	6.3	998	3.6	779	2.8
1983	29,792	2,061	6.9	1,259	4.2	802	2.7
1984	32,582	2,047	6.3	1,279	3.9	768	2.4

Source: Admissions and Outreach Services, Office of the President, University of California.

**DISPLAY 2** *Special-Action Admits as a Proportion of All Advanced-Standing Students Admitted to the University of California, Fall Terms, 1975 to 1984*



Fall Term	All Advanced Standing Students	Special Admits					
		Total		Disadvantaged		General	
		Total	%	Number	%	Number	%
1975	22,324	826	3.7	419	1.9	407	1.8
1976	19,921	757	3.8	458	2.3	299	1.5
1977	21,206	721	3.4	397	1.9	324	1.5
1978	21,019	749	3.6	290	1.4	459	2.2
1979	20,880	706	3.4	258	1.2	448	2.2
1980	19,493	764	3.9	226	1.1	538	2.8
1981	17,305	799	4.6	273	1.6	526	3.0
1982	17,857	756	4.2	240	1.3	516	2.9
1983	17,857	881	4.9	332	1.8	549	3.1
1984	17,365	800	4.6	286	1.6	514	3.0

Source: Admissions and Outreach Services, Office of the President, University of California.

action advanced-standing admits has consistently exceeded 2 percent, and in the last five years it has been at or near 3 percent. The reasons for this departure from the guidelines are not clear.

In keeping with the Regents' policy that the special-action percentages are flexible goals, the proportions of special-action admits varied considerably among University campuses. The proportions of first-time freshmen admitted by special action in Fall 1984 varied from 4.6 percent at Santa Cruz and 4.7 at Los Angeles to 7.3 at both Davis and Irvine and 8.4 at Riverside. Among advanced-standing admits, special-action admits varied from 2.2 percent at Los Angeles and 2.5 percent at Berkeley to 6.3 at Riverside, 6.7 at Santa Barbara, and 7.5 at Davis. These campus differences have implications for campus needs for student support services, to be discussed in a subsequent section of this chapter.

#### *Factors affecting enrollment*

Many factors affect institutional enrollments -- the number of students who apply, those who are accepted, those who enroll, and those who persist to graduation. While many of these factors are beyond the control of institutions, they have used special-action admission as one mechanism to affect the nature of their enrollments. A review of the application-through-graduation process illustrates this phenomenon.

*Acceptances and Enrollment:* Display 3 below provides an overview of the University's acceptance and enrollment rates for first-time freshmen in fall terms for the last five years. During this period, it has accepted for enrollment, either through regular or special action, about 78 percent of its freshman fall applicants and has actually enrolled about 70 percent of these accepted students for a yield of about 55 percent of the applicants. Thus while the University rejects about one-quarter of those who apply, another one-quarter who have been accepted choose another postsecondary option.

Students do not apply as special-action applicants but as part of the general applicant pool, and no information is currently available about the size of the pool of applicants considered throughout the University for admission by special action. The percentage of those admitted through special action who choose to enroll is somewhat higher than average -- 83 percent, or 13 percentage points higher than the general enrollment rate, as shown in Display 4 on page 8. As a result, although special-action admits constituted 6.3 percent of the freshmen admitted in Fall 1984, they constituted 8.1 percent of the freshmen who enrolled that fall.

*Persistence Through the Freshman and Sophomore Years:* According to University-wide information on persistence by type of admission category to registra-

**DISPLAY 3** *Admitted and Enrolled First-Time Freshmen as Proportions of Total Freshman Applicants, University of California, Fall Terms, 1980 to 1984*

Year	Applicants	Admitted Freshmen		Enrolled Freshmen		
		Number	% of Applicants	Number	% of Admits	% of Applicants
1980	30,886	23,519	76.1	17,079	72.6	55.3
1981	30,756	24,072	78.3	16,979	70.5	55.2
1982	32,995	25,612	77.6	17,579	68.6	53.3
1983	33,591	27,280	81.2	18,737	68.7	55.8
1984	36,016	27,748	77.0	19,932	71.8	55.3

Note: Numbers include California residents only.

Source: Admissions and Outreach Services, Office of the President, University of California.

**DISPLAY 4** *First-Time Enrolled Freshmen as a Proportion of Admitted Freshmen by Admission Status, University of California, Fall Terms 1981 to 1984*

Year	Admitted Freshmen		Enrolled Freshmen			
	Regular	Special Action	Regular		Special Action	
			Number	%	Number	%
1981	25,853	1,704	17,036	65.9	1,406	82.5
1982	26,287	1,777	17,406	66.2	1,506	84.7
1983	27,731	2,061	18,404	61.8	1,674	81.2
1984	30,535	2,047	19,419	63.6	1,713	83.7

Source: Admissions and Outreach Services, Office of the President, University of California.

tion for the spring quarter of the freshman year, the first-year retention of special-action admits is slightly lower than that of regular admits -- in 1981, 91.6 percent for disadvantaged special action and 90.5 for general special action, compared to 92.8 percent for regular admits. Between 1977 and 1981, persistence rates rose for all types of admits, with disadvantaged special-action admits showing the greatest improvement (Display 5, page 9).

Data from campuses on persistence are generally not comparable because of differences in their information systems, their definitions of persistence, and their dismissal policies, but as individual campus data in Display 6 on page 10 illustrates, substantial differences exist in the persistence rates of regular and special-action admits beyond the first year and these differences increase over time. By the seventh quarter (fall registration for the third year), the persistence rates of special-action admits are 20 to 50 percentage points below those of regular admits.

While it is not possible to compute a precise persistence-to-degree rate, it is obvious that the representation of special-action admits in each student cohort is far from stable. The above evidence shows that this representation tends to decline over time as a result of differential persistence rates, resulting in the percentage of special-action admits among University graduates being far below the 6 percent initially admitted and the 8 percent enrolled as freshmen.

*Effects on Programs and Services*

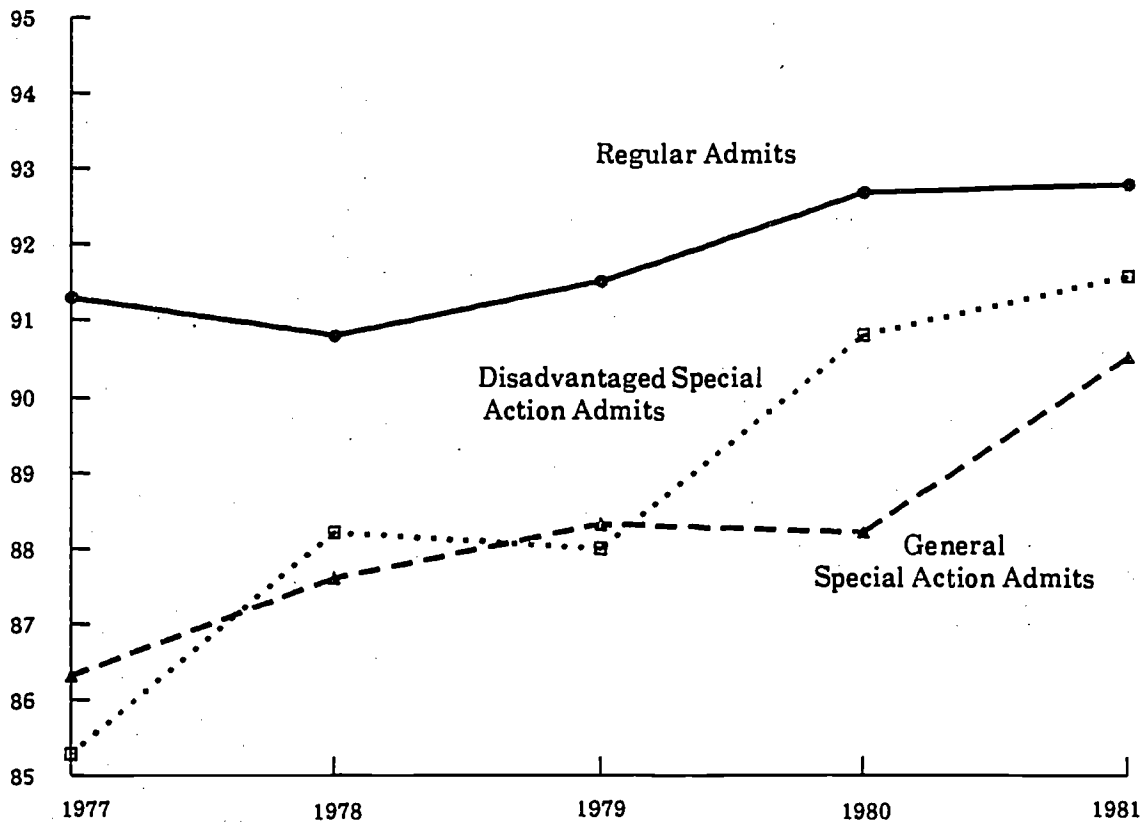
By the very nature of the basis for their admission, special-action admits are acknowledged as underprepared for regular University-level work. However, the University does not require special-action admits to undertake any particular course work or use any particular support service to improve their level of skills or their adjustment to the University.

The University does require all freshmen to demonstrate writing proficiency at entrance or take English Subject A. Not surprisingly, special-action admits are more likely than regular admits to be required to take Subject A. In Fall 1984, 82 percent of the specially admitted freshmen from California high schools took Subject A, as compared to 55 percent of the regularly admitted freshmen.

While eligibility for EOP qualifies an applicant for disadvantaged special-action admission, participation in EOP is voluntary. Some of the general special action students may also qualify for EOP. However, EOP special support services intended to assist students adjust to and succeed at the University are not routinely available to all special-action admits.

The extent to which the University assists special-action students to learn about and make use of general student support services undoubtedly varies by campus. As noted earlier, the proportion of special-action admits among new students varies by campus. If these students place disproportionate demands on support services, as the Subject A example

**DISPLAY 5** Persistence of Successive First-Time Freshmen to the Spring Quarter of Their Freshman Year, University of California, Fall Terms, 1977 to 1981



Source: Admissions and Outreach Services, Office of the President, University of California.

suggests, the student services on campuses with relatively higher proportions of these students may not receive adequate budgetary support to meet this demand for their student services.

*Ethnic representation*

The proportions of Black and Hispanic high school graduates eligible for regular admission to the University is far below their representation in the high school graduating class. According to the 1983 High School Eligibility Study, the proportion of Black graduates eligible to attend the University of California under regular admission criteria is one-fourth that of all graduates while that of Hispanic graduates is one-third. Thus, special-action admission contributes substantially to the ethnic diversity of the University's undergraduate student population.

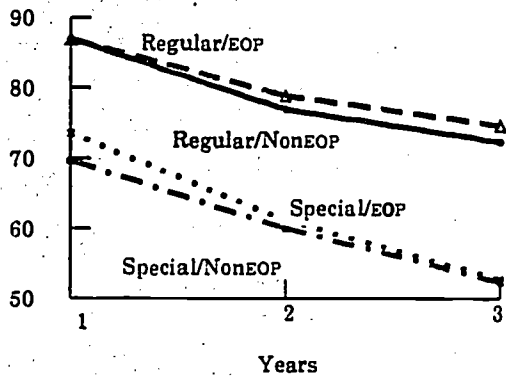
Display 7 on page 11 presents the proportion of freshman admits in each major ethnic group admitted through special action for the last five years. In comparison to the 6 percent guideline for freshman applicants to be accepted through special action, over the past five years on the average, three-eighths of the Black admits were accepted through special action, as were one-quarter of the American Indian admits, one-fifth of the Hispanic admits, and one-tenth of the Filipino admits.

Given the greater propensity of special-action admits to actually enroll, it is not surprising that the proportions of special-action freshmen in each of these ethnic groups actually enrolled is even higher than those admitted -- 44 percent of the Black freshmen, 32 percent of the American Indian freshmen, and 24 percent of the Hispanic freshmen, as shown in Display 8 on page 11.

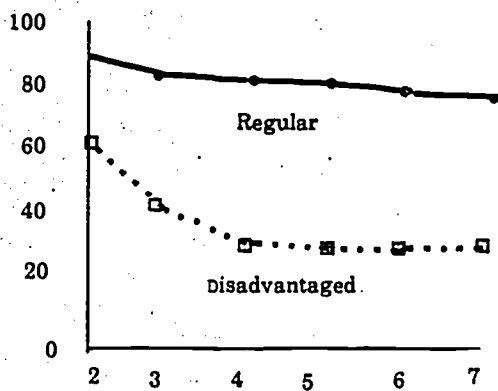


**DISPLAY 6 Three Views of Freshman Persistence at University of California Campuses**

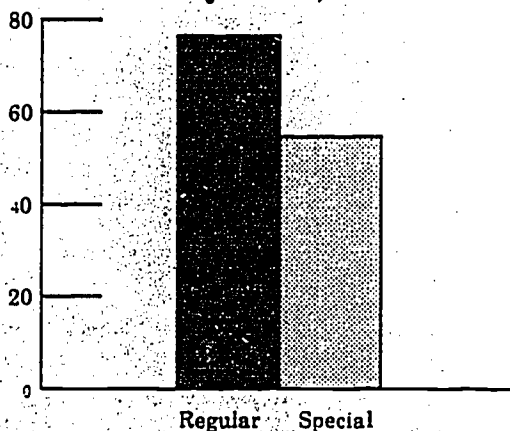
**1980 Freshman Persistence Rates to Seven Quarters, Berkeley**



**1977 Freshman Persistence Rates to Seven Quarters, UCLA**



**1978 Freshman Persistence to Seven Quarters, Davis**



Source: Admissions and Outreach Services, Office of the President, University of California.

With this perspective, the extremely low representation of Black and Hispanic students among those earning bachelor's degrees at the University is hardly surprising. Nearly one-half of all Black freshmen and one-quarter of all Hispanic freshmen enter through special action. Moreover, as noted above, persistence rates for special-action students are substantially below those of regularly admitted students and the disparity increases over time. Display 9 on page 12 illustrates the ethnic composition of five related groups -- (1) California's public high school graduates of 1983; (2) graduates eligible for regular admission as first-time freshmen to the University of California in Fall 1983; (3) those admitted through regular admission as first-time freshmen in Fall 1983; (4) those admitted by special action that fall; and (5) those receiving a bachelor's degree from the University in 1982-1983. Unfortunately, from the information currently available, it is not possible to determine how much of the variance in graduation rates is explained by the type of admission status or to what extent student supplemental service affect the persistence of students from ethnic subgroups underrepresented in the University.

**Research on alternative admission criteria**

One use of the special-action admission pool is to provide a research base for analyzing the validity of alternative admission criteria. In establishing the current special-action policies in 1978, the Regents affirmed this function:

That the special action admissions program be used systematically to test alternative methods of selecting students for admission (op. cit., p. 1).

The 1984 *Report of the Board of Admissions and Relations with Schools on Freshman Admission by Special Action* summarized the Board's conclusions regarding the use of alternative admission requirements, based on a review of existing literature and research undertaken within the University. Because the Commission staff did not receive the original research reports, evaluation of the validity of alternative admission criteria cannot be discussed.

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**DISPLAY 7** *Proportion of First-Time Freshmen in Each Ethnic Category Admitted to the University of California Through Special Action Admissions, Fall Terms 1980 to 1984*

Year	American Indian	Black	Hispanic	Filipino	Asian	White
1980	20.2	36.7	18.7	9.3	4.7	3.2
1981	21.4	40.8	21.9	13.0	5.4	2.5
1982	26.0	36.7	20.1	10.8	6.8	2.6
1983	33.0	38.1	21.2	11.3	6.3	2.9
1984	22.1	35.2	19.2	11.7	4.9	2.6

Source: Admissions and Outreach Services, Office of the President, University of California.

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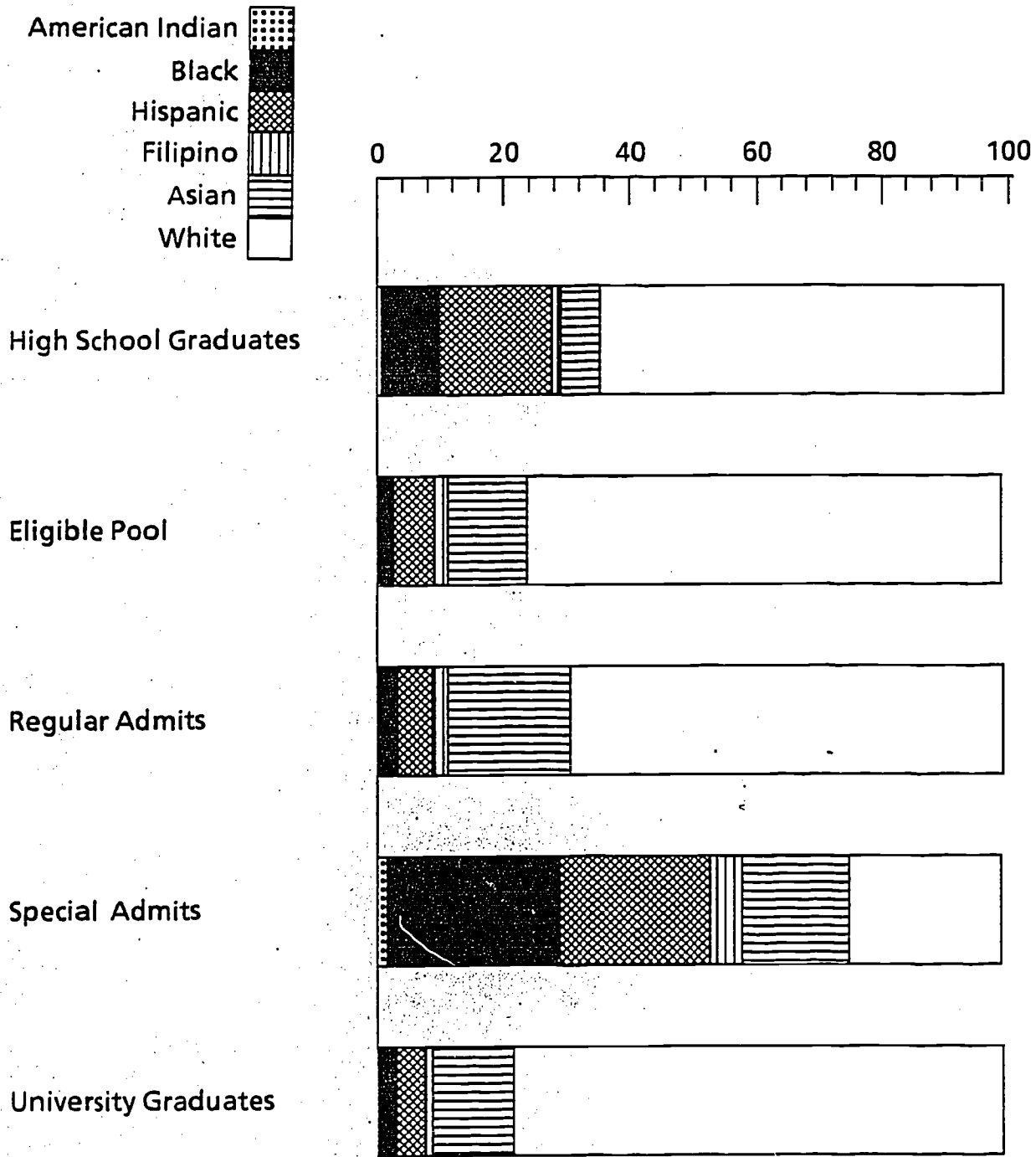
**DISPLAY 8** *Proportion of First-Time Freshmen in Each Ethnic Category Enrolled at the University of California Through Special Action, Fall Terms 1982 to 1984*

Year	American Indian	Black	Hispanic	Filipino	Asian	White
1982	34.1	44.5	25.1	14.0	7.3	3.9
1983	35.4	44.6	25.2	12.5	6.9	3.7
1984	27.2	41.7	23.1	3.5	5.2	3.8

Source: Admissions and Outreach Services, Office of the President, University of California.

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DISPLAY 9 Ethnic Composition of University-Related Student Groups



Source: California Postsecondary Education Commission.

### History of special-action admission policy at the State University

Title 5 of the *California Administrative Code* specifies the regulation governing admission to the California State University. The Trustees of the State University adopt policy, which is then codified in the *Administrative Code*, to guide campus admission procedures. In the early 1960s, the then California State Colleges modified their admission requirements by developing and implementing an "eligibility index" as the basis for regular admission. (This index is a weighted combination of a student's high school grade-point average for grades 10 to 12, exclusive of physical education and military science courses, and score on either the American College Test or the Scholastic Aptitude Test.)

The State Colleges also adopted the 1960 Master Plan guidelines on exceptional or special-action admission that provide for 2 percent of freshman admissions and 2 percent of undergraduate transfer admissions to be in exception to the regular admission requirements. The regular admission policy remained virtually unchanged until 1984, but special-action admission policy was changed in 1968 and again in 1977.

Like the University of California, the California State University in 1968 doubled its percentages of special-action admits at the freshman and advanced standing levels in response to the State's priority for improving affirmative action opportunities. The additional 2 percent of these admits at each level were to be "disadvantaged applicants." The State University defined these applicants in the *Administrative Code* as follows:

As used in this Section, the term "disadvantaged applicant" means an applicant who comes from a low-income family, who has the potential to perform satisfactorily on the college level, but who has been and appears to be unable to realize that potential without special assistance because of economic, cultural, or educational background or environment. (Article 6, Section 40901 (a) (b)).

In 1977, the State University adopted new regulations that combined the freshman and transfer admission pools into a single pool of all first-time undergraduates as the computational base for special-action admissions. The current provisions for general exceptions, defined by Article 6, Section 40900 of the *Administrative Code*, state:

An applicant who is not otherwise eligible for admission as either a first-time freshman . . . or as a transfer student with fewer than 56 units . . . may be admitted to a campus provided that the number of applicants enrolled in The California State University pursuant to this Section for any college year shall not exceed 4 percent of all undergraduate students who enrolled for the first time in The California State University during the previous college year exclusive of those who enrolled after being admitted under the provisions of this article.

The provisions for exceptions for "disadvantaged applicants" under Article 6, Section 40901, state:

An applicant who is not otherwise eligible for admission as either a first-time freshman . . . or as a transfer student with fewer than 56 units . . . may be admitted to a campus provided that he or she is a disadvantaged applicant for whom special compensatory assistance is available, and provided further that the number of applicants enrolled in the California State University pursuant to this Section for any college year shall not exceed 4 percent of all undergraduate students enrolled for the first time in The California State University during the previous college year exclusive of those who enrolled after being admitted under the provisions of this article.

This was the last change in special-action admission policies implemented by the State University, and it continues to be the current regulations governing special-action admission.

In Fall 1984, the State University established course requirements for the first time for freshman admis-

sion -- four years of college preparatory English and two years of college preparatory mathematics. The State University granted a waiver for two of the required courses in 1984 and for one course in 1985 to applicants who were otherwise eligible for regular admission. Applicants eligible on the eligibility index but who did not complete at least four of the required courses in 1984 or at least five of the required courses in 1985 were eligible for admission only by special action.

As of 1988, the State University will increase course requirements to a comprehensive pattern of 15 courses. The State University also created a new category of admission known as "conditional admission" for students who, while otherwise eligible, were missing one of the require six courses in 1986 and 1987 and in 1988 for students who passed at least 10 but less than 15 of the required courses. This minimum number of required courses will increase to 12 in 1989, 14 in 1990 and 1991, and 15 in 1992. Otherwise eligible applicants with less than the minimum required number of courses will be eligible for special-action admission. While these changes would appear to create additional demand for special-action admission slots, the State University is not currently planning any change in the size of its special-action admission percentages.

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### **Impact of special-action admission on State University enrollment**

Because of major differences between the segments in the policies governing their special-action admission programs, their referent student population, and the information they maintain and report on applications, admissions, and enrollments, completely parallel analyses of the effects of special-action admission at the University and State University are not feasible. Yet the information available from the California State University provides a sound basis for examining the effects of its policies on its enrollment, validating some of the hypotheses drawn from the University's data, posing possible answers to questions raised by these data, and posing several new questions.

The California State University has three major categories of admission -- regular, special, and alternative:

- Regular admits are those applicants who are eligible for the State University under its regular admission standards as described above.
- Special admits -- the focus of this report -- are those applicants who are granted admission under the *Administrative Code* provisions quoted above.
- Alternative admits -- about 3.5 percent of the new undergraduates -- include adult students, employees, those in pilot programs, and those eligible on the basis of the California High School Proficiency Examination. These latter students are excluded from this analysis.

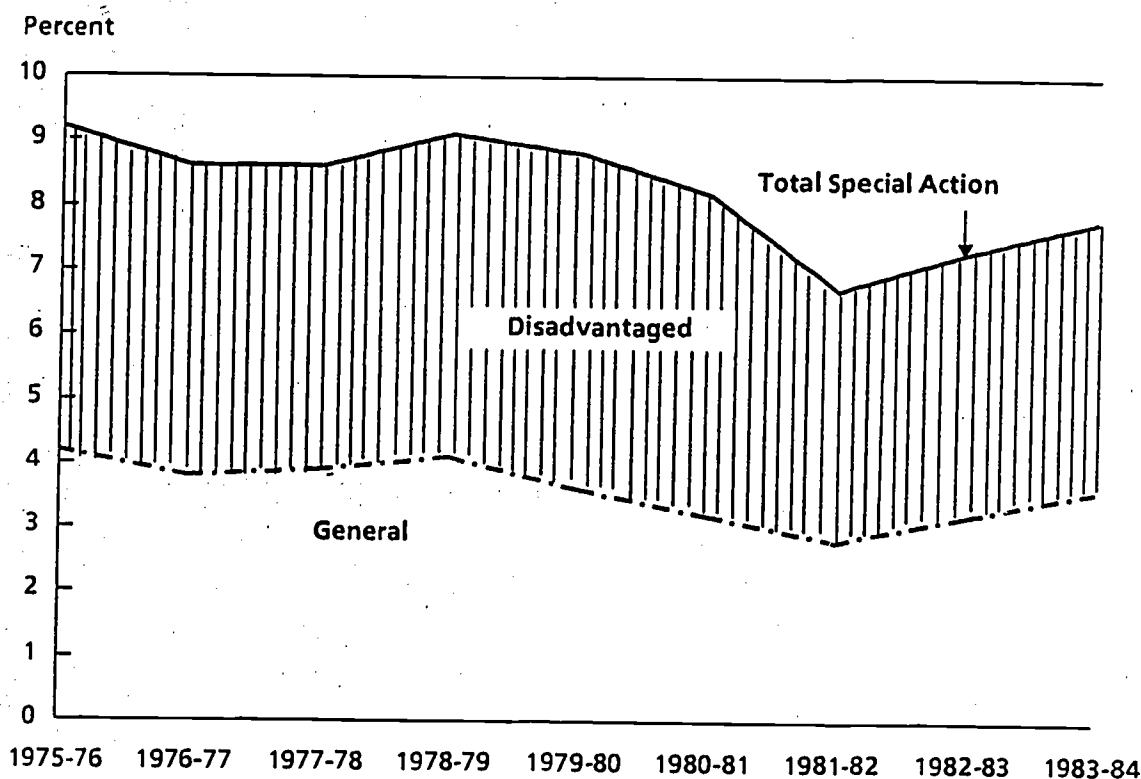
### *Undergraduate admission*

The State University uses all new undergraduates admitted the previous year, less that year's special-action admits, as the referent student population in applying its 8 percent guideline for special-action admissions. Display 10 on the opposite page presents an overview of special-action admission among new undergraduates for the last ten years. For half of that period -- 1975 to 1980 -- the proportion of admission by special action exceeded the 8 percent guideline. In 1981, the State University experienced a 5 percent decline in its number of new undergraduates and a concomitant 20 percent decline in those admitted through special action -- with the result that special-action admits comprised only 6.7 percent of the total that year. In the following two years, despite a continuing decline in new undergraduates, the number and proportion of those students admitted through special action increased, and in 1984 they comprised 8.5 percent of all new undergraduates.

The majority of undergraduates admitted through special action over the past ten years have been disadvantaged -- on the average, about 55 percent. However, the 1981 decline in special-action undergraduates was most pronounced for disadvantaged special-action admits and the recovery in their enrollments since has been slower than for general special-action undergraduates.

The State University allocates slots for new special-action undergraduates among campuses according to previous use and campus requests. The distribution of these slots between first-time freshmen and transfers depends upon campus resources and an assessment of each student's ability to succeed in college.

**DISPLAY 10** *Special-Action Admits as a Proportion of All New Undergraduates at the California State University, Academic Years, 1975-76 to 1983-84*



Academic Year	Total New Undergraduates	Special Admits					
		Total		Disadvantaged		General	
		Number	%	Number	%	Number	%
1975-76	99,668	8,156	9.2	4,426	5.0	3,730	4.2
1976-77	97,780	7,839	8.6	4,332	4.8	3,507	3.8
1977-78	98,438	7,773	8.6	4,243	4.7	3,530	3.9
1978-79	96,424	8,219	9.1	4,480	4.9	3,739	4.1
1979-80	97,563	7,727	8.8	4,529	5.1	3,198	3.6
1980-81	96,491	7,397	8.2	4,532	5.0	2,865	3.2
1981-82	91,620	5,954	6.7	3,433	3.9	2,521	2.8
1982-83	89,631	6,320	7.4	3,569	4.2	2,751	3.2
1983-84	89,571	6,539	7.8	3,503	4.2	3,036	3.6
1984-85	88,606	7,048	8.5	3,736	4.5	3,312	4.0

Source: California State University, Office of the Chancellor, 1984

**DISPLAY 11 Admitted and Enrolled First-Time Freshmen as Proportions of Total Freshman Applicants, Fall Terms, 1979 to 1983**

Year	Applicants	Admitted Freshmen		Enrolled Freshmen		
		Number	% of Applicants	Number	% of Admits	% of Applicants
1980	62,698	39,077	.62	27,100	69	43
1981	63,123	37,561	60	25,882	69	41
1982	66,644	39,889	60	26,004	65	39
1983	67,351	40,273	60	25,443	63	38
1984	69,315	41,214	59	25,182	61	36

Source: California State University, Office of the Chancellor, 1983, 1984.

Wide differences exist among campuses in the proportions of new undergraduates admitted by special action, varying from 5.0 percent at Long Beach, 5.1 at Sacramento, and 6.1 at Fullerton to 15.4 at Dominguez Hills, 18.2 at Los Angeles, and 23.3 at Bakersfield. Some of the smaller campuses have some of the largest representations of these students among their new enrollees. The implications of this distribution for needed student services and their support, to be discussed in a subsequent section, are likely to be more extreme for the State University for the University.

**Factors affecting enrollments**

**Acceptance and Enrollment:** The California State University experiences the same factors that affect the enrollments of any major university. Not all students who apply are accepted; not all students who are accepted enroll. Display 11 below indicates that these forces are even more pronounced at the State University than those at the University. During the five-year period from 1980 to 1984, the State University accepted for enrollment about 60 percent of its freshman fall applicants and actually enrolled about 65 percent of them for a yield of about 40 percent. Thus, while about 40 percent of its applicants are not accepted either because their applications were incomplete or they failed to qualify for admission, another 25 percent of these applicants choose a different postsecondary option.

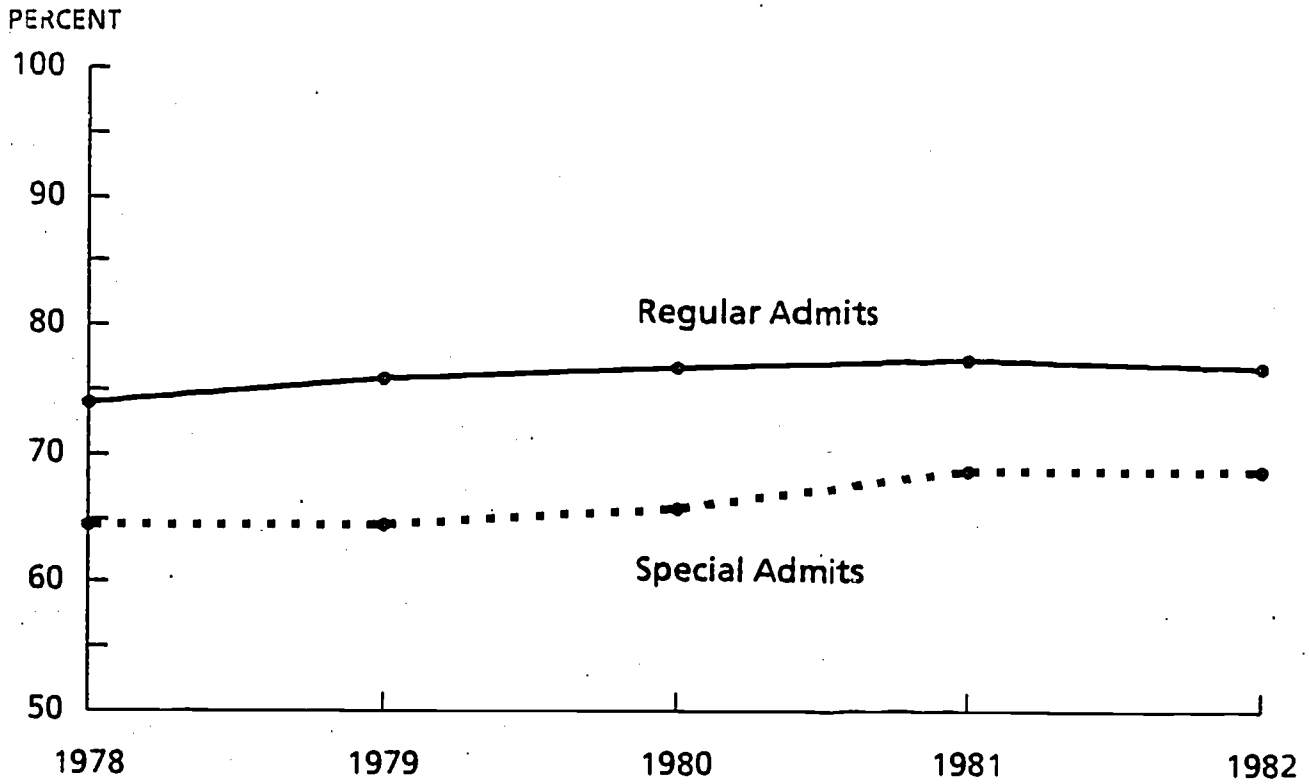
During these five years, the applicant pool grew 11 percent and the proportion of freshman applicants accepted for admission was relatively stable while the proportion of applicants and admits who actually enroll declined. Admission requirements were uniform until 1983. Unfortunately, enrollment rates by type of admission status at the State University are not currently available to Commission staff in order to determine if changes in the enrollment behavior of regular or special-action admits, or both, caused these declines.

**One-Year and Five-Year Persistence:** Persistence is another factor which affects the enrollments in the State University. The State University has conducted a series of systemwide studies on continuation and graduation rates of its students. For the purposes of this report, persistence rates are defined as the proportions of those students who are either still enrolled or have received a degree during the period examined.

Display 12 on page 17 presents one-year persistence rates for five successive groups of first-time freshmen by admission status. During this period, persistence rates increased for both regular and special-action admits, but the rate for special-action admits continued to be approximately 10 percentage points below that of regular admits.

Examining persistence rates for a single cohort of students over a five-year period provides a more

**DISPLAY 12** *One-Year Persistence Rates for First-Time Freshmen at the California State University by Admission Status, Fall Terms 1978 to 1982*

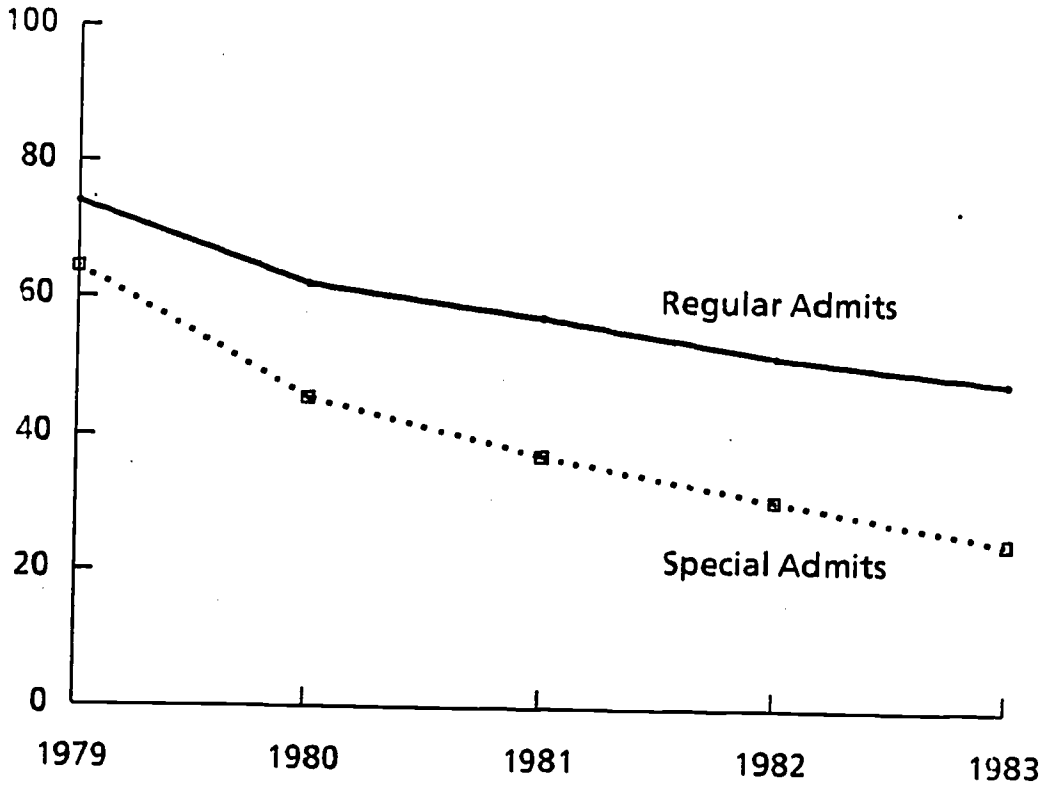


Year	All First-Time Freshmen	Regular Admits	Special Admits
1978	72.3	74.0	64.6
1979	73.9	75.8	64.6
1980	74.8	76.7	65.8
1981	76.1	77.4	68.6
1982	76.2	76.7	68.8

Source: California State University, Office of the Chancellor, 1985



**DISPLAY 13 Persistence Rates for Successive Fall Terms for Fall 1978 First-Time Freshmen by Admission Status at the California State University, 1979 to 1983**



Year	Admission Status	
	Regular	Special
1979	74.0	64.6
1980	62.0	45.6
1981	57.3	37.0
1982	51.8	30.8
1983	48.3	24.8

Source: California State University, Office of the Chancellor, 1985

complete view of their effect on enrollments. Display 13 on page 18 presents these rates for those students who entered as first-time freshmen in the fall of 1978. This information confirms on a segmental basis for the State University what the individual University of California campus data of Display 6 indicated. Persistence rates of special-action and regular admits differ substantially and this difference increases over time. By the fifth year, special-action admits are about one-half as likely as regularly admitted freshmen to be still enrolled or to have graduated.

### *Effects on programs and services*

Special-action admits enter the State University with lower levels of academic achievement than regular admits, but, as at the University of California, no requirement exists that these students complete certain activities designed to improve their level of academic skills or adjustment.

The State University requires all first-time freshmen to demonstrate proficiency in English and mathematics on diagnostic placement tests unless exempted on the basis of standardized admission test results. Students who are not proficient in these areas are directed to programs to correct their deficiencies. As part of its Academic Performance Reports, the State University publishes pass rates for regular and special-action freshmen on these diagnostic placement tests. In English, 63 percent of the 1984-85 regularly admitted first-time freshmen from California high schools demonstrated proficiency either by passing the English Placement Test or by exemption, in contrast to 19 percent of the special-action freshmen. In mathematics, 75 percent of the regular admits either passed the Entry Level Mathematics Examination or were exempt, compared to 31 percent of the special admits. Obviously, special-action admits create a proportionally greater demand for remedial English and mathematics courses than do regular admits.

Beginning in 1985-86, the State University, using supplemental funding, instituted the Intensive Learning Experience Programs for which special-action admits are one of the targeted student groups. The evaluation of this program next year should provide valuable information on the need for and effectiveness of such supplementary student learning efforts.

The characteristics of disadvantaged special-action admits coincide with the characteristics that qualify students for Educational Opportunity Program (EOP) services. However, participation in EOP is voluntary. Currently, no data are available on the degree to which special-action students use supplementary educational programs or their relative demand for regular student services designed to assist them adjust to and succeed at the State University. Their over-representation among those required to enroll in remedial English and mathematics suggests that they would also place disproportionate demand on student support services. Small campuses are much more likely than large campuses to have large proportions of special-action admits among their new undergraduates, yet these campuses may have less flexibility in the use of their financial resources to meet the demands these students put on courses and support services at the campus.

### *Ethnic representation*

Special-action admission plays an important role in increasing the ethnic diversity of California State University campuses. While the proportions of high school graduates eligible for regular admission to the State University from ethnic subgroups currently underrepresented in higher education is higher than these proportions for the University of California, they are still below these students' representation in their high school graduating class. Black and Hispanic high school graduates are one-third and one-half as likely as the average graduate to qualify for regular admissions to the State University.

Display 14 on page 20 presents information on the proportion of each ethnic subgroup admitted as first-time freshmen by special action to the State University for a series of recent years. As can be seen, these proportions fluctuated from year to year, but on the average, 60 percent of the Black first-time freshmen enrolling at the State University were admitted through special action as were one-third of the Hispanic freshmen, one-fifth of the American Indian freshmen, 16 percent of Filipino freshmen; 14 percent of Asian freshmen; and 6 percent of the white freshmen. The only subgroup to show a consistent direction of change over these years was Asian special-action admits -- growing from 12 to 16 percent of all Asian first-time freshmen.

The California State University's information sheds some light on the questions of differences in persis-

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**DISPLAY 14** *Percentage of First-Time Freshmen in Each Ethnic Category Admitted Through Special Action to the California State University, Fall Term 1979 and Fall Term 1983*

Year	American Indian	Black	Hispanic	Filipino	Asian	White
1979	17%	65%	39%	22%	12%	5%
1983	24	61	33	12	14	6
1984	19	69	38	18	15	8
1985	25	67	38	14	16	6

Source: California State University, Office of the Chancellor, 1984, 1986.

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tence rates among different ethnic subgroups related to type of admission status. Display 15 on page 21 presents the five-year persistence rates for 1978 first-time freshmen in each ethnic category by admission status. Clearly, some variability in persistence rates among ethnic groups exists irrespective of admission status with Black, American Indian, and Hispanic freshmen having lower-than-average persistence rates and white, Filipino, and Asian freshmen having higher-than-average rates. However, the differences in persistence between regular and special-action admits for any group are substantially greater than the differences among the groups.

The combined effect of differential persistence rates and substantial proportions of Black, American Indian, and Hispanic freshmen entering through

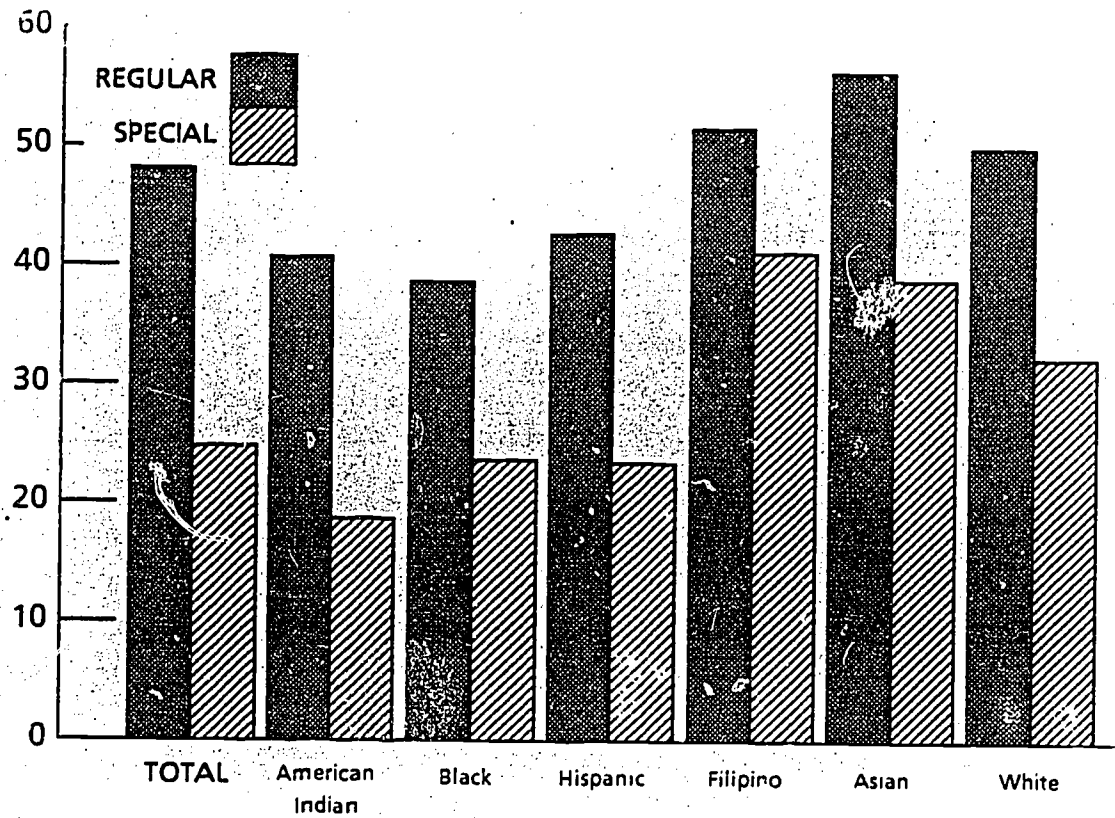
special-action admission is a narrowing of the ethnic diversity of degree earners at the State University. Display 16 on page 22 illustrates the variability in the composition of the student cohort as it moves from high school graduation to college graduation.

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#### **Research on alternative admission criteria**

According to State University officials, analyses of admission and enrollment information has been used as a basis for adjusting alternative admission criteria. But the basic research reports describing these analyses have not been received by the Commission staff. Thus, questions regarding the usefulness of these data for assessing the validity of alternative admission criteria remain unanswered.

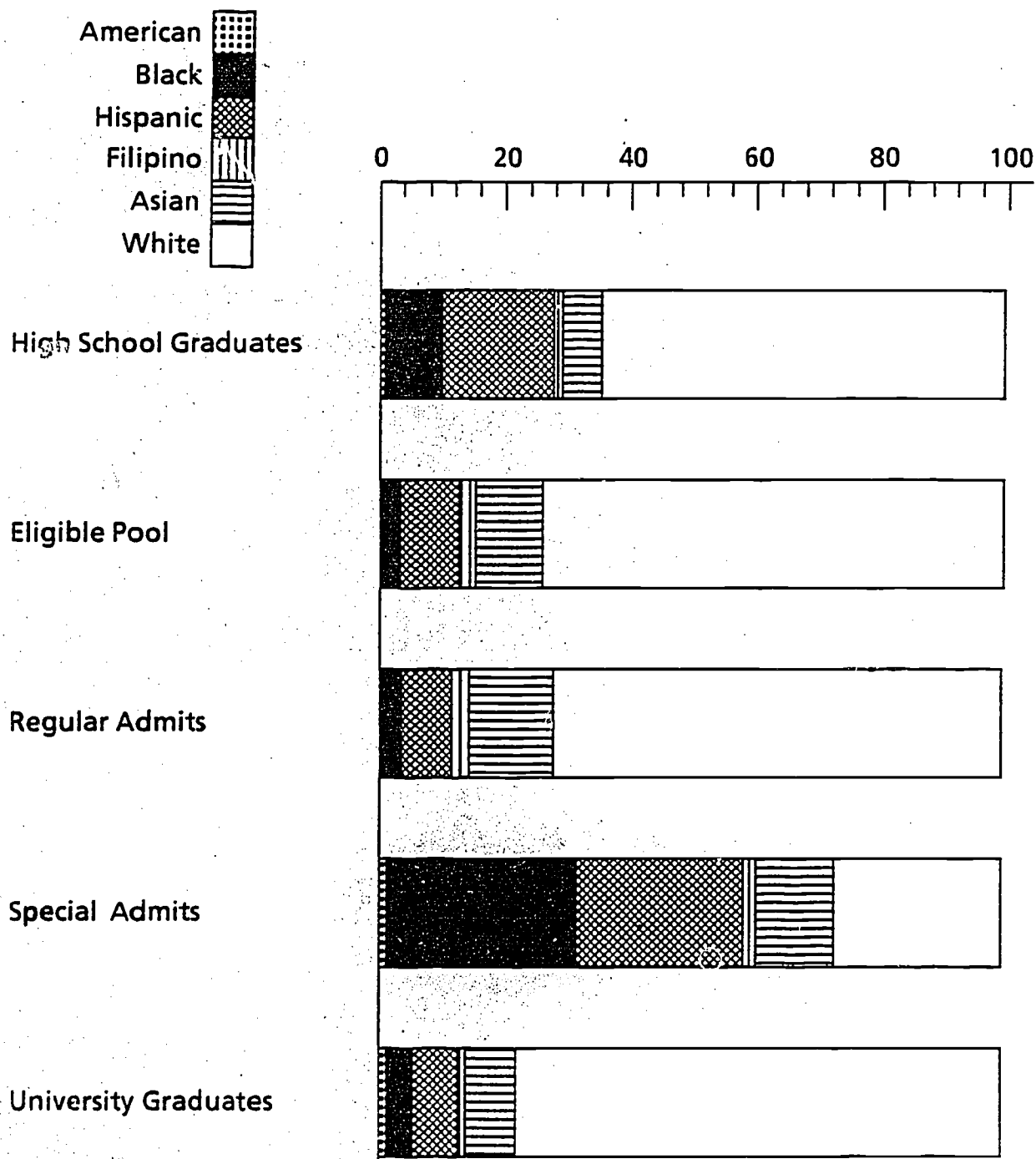
**DISPLAY 15** *Five-Year Persistence Rates of Fall 1978 First-Time Freshmen by Ethnic Group and Admission Status, California State University*



Ethnic Group	Admission Status	
	Regular	Special
TOTAL	48.3	24.8
American Indian	40.8	18.8
Black	38.8	23.7
Hispanic	42.8	23.6
Filipino	51.6	41.2
Asian	56.5	38.9
White	50.2	32.4

Source: California State University, Office of the Chancellor, 1984.

**DISPLAY 16 Ethnic Composition of State University-Related Student Groups**



Source: California Postsecondary Education Commission

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# 3 *Conclusions and Recommendations*

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SINCE its inception, special-action admission has served a number of educational policy objectives. As originally proposed by the Master Plan Survey Team, admission in exception to the regular criteria gave California's public four-year colleges and universities the flexibility of an alternative access route for students who had the potential of benefiting from enrolling but who were technically not qualified for admission. Students admitted by special action have also provided a research base for analyzing the effectiveness of alternative admission criteria.

In the late 1960s and again in the 1970s, California's two public universities increased the size of their special-action pools to expand educational opportunities for economically, socially, and educationally disadvantaged students. Such students were seen as contributing to the healthy diversity of the institutions, and their enrollment assisted the universities in meeting their student affirmative action enrollment objectives. At least in policy, both universities recognized the needs of these students for special support services -- financial aid, tutoring, and special counseling -- in order to adjust to and succeed on campus.

As implemented, these policies have achieved most of their objectives. Special-action admission provides access to California's public universities for athletes and artists, for adults and veterans, and for students from disadvantaged backgrounds and underrepresented ethnic subgroups who are otherwise ineligible for admission. But educational opportunity should go beyond initial access and include measures of student success, such as persistence to degree. Achievements in this area have been less impressive. The following paragraphs discuss three educational policy issues in light of these facts.

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## 1. **Changing relations between regular and special-action admission criteria**

Implementation of changes in special-action admission policies at the University of California between 1962 and 1978 coincided with changes in its regular

admission requirements. Since then, however, the University has implemented three changes in the regular admission requirements, but it has not changed the proportion of students admitted through in special-action.

In implementing the Master Plan's recommendations early in the 1960s, the California State University developed its eligibility index as the basis for regular admission, and it established a special-action admission proportion of 2 percent of freshman and 2 percent of advanced standing admits. The State University made no changes in its regular admission requirements until 1984, but it made two changes in special-action policy in the interim -- adding 4 percent for disadvantaged special-action admissions in 1968, and combining freshmen and advanced standing transfers into a single computational base in 1977.

In Fall 1984, the State University changed its regular admission requirements by adding course requirements -- four years of English and two years of mathematics. These course requirements will expand to a comprehensive pattern of 15 courses in fall 1988. High school graduates in the top one-third of their class as determined by the State University's eligibility index who have fewer than a minimum required number of courses are now ineligible for regular admission but may be considered for admission by special action. However, the State University currently has no plans to change its special-action admission percentages in conjunction with either of these changes. As the 1988 requirements take effect, those formerly eligible applicants with major course deficiencies are likely to increase the demand for existing special-action admission slots. Thus special-action admission has assumed a new purpose or objective, at least at the State University -- providing an alternative route to university education for those whose academic preparation is deficient in certain specified subject areas.

**RECOMMENDATION 1:** Given the implementation of major changes in admission criteria at the University of California and the California State University and the rapidly changing

ethnic composition of California's school-age population, the Commission recommends that the Regents and the Trustees publish annually an analysis of the number of applicants and new enrollments by sex, ethnic group, and resident status in each major admission category -- regular, special (disadvantaged and general), conditional, and all others.

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**2. Success of special-action admission and student support services in providing a viable route to and through the universities**

The information that is available on admission and enrollment trends overall and by ethnic group demonstrates the contribution that special-action admission makes to improving the representation of students from disadvantaged groups in California's public universities. But available information on differential persistence rates raises serious concerns about the true meaning of these educational opportunities.

By their very definition, disadvantaged special-action admits are recognized as less well prepared to meet university expectation of performance, and thus they are likely to need substantial support services in several areas if they are to adjust to and succeed at the university. Persistence rates for special-action admits that are as low as one-half the rate of regular admits call into question the adequacy of the current support services to compensate for initial underpreparation.

If these students are to have a reasonable chance of succeeding at the university, they need assistance in improving their academic skills, managing their finances, and adjusting socially to the campus. Yet virtually no information is available about the extent to which support services are routinely provided these students, to what extent these students use such services, and what effect, if any, these services have in improving student persistence.

**RECOMMENDATION 2:** Given the substantial differences in retention and graduation rates of students admitted under regular criteria versus

under special action as well as their disproportional representation on university campuses, the Commission recommends that the Regents and the Trustees publish biennial analyses of retention and graduation rates of students admitted on these bases as related to sex, ethnicity, pre-collegiate preparation, urban-rural location of school of origin, and participation in support programs and services on campus. Consideration of the cost effectiveness of these support efforts for enhancing special-action students' success at the universities should be included.

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**3. Use of the special-action admission pool to analyze the validity of admission criteria**

One use of special-action admission is to provide a research basis for analyzing the validity of existing admission requirements and of alternative criteria. Neither the University nor the State University has made full use of this resource.

The inability to make full use of this research possibility stems in part from the variability among campuses in defining special-action admits and the in maintaining information. Yet the waste of institutional and human resources implied by the low persistence rates of special-action admits underscores the urgency of a thoughtful, effective, and, if necessary, uniform, method of studying the criteria for selecting special-action admits and the impact of these criteria on persistence. Such a study could also contribute valuable understanding of persistence behavior in general and be useful for self-evaluation of institutional programs and services.

**RECOMMENDATION 3:** In order to facilitate the assessment of the validity of regular and special-action admission criteria and to ensure comparability of information among campuses, the Commission recommends that the Regents and the Trustees establish a uniform research design across all of their general campuses for the biennial reports stipulated in Recommendation 2.

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# CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

## Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of January 1986, the Commissioners representing the general public are:

Seth P. Brunner, Sacramento, *Chairperson*  
C. Thomas Dean, Long Beach  
Seymour M. Farber, M.D., San Francisco  
Patricia Gandara, Sacramento  
Ralph J. Kaplan, Los Angeles  
Roger C. Pettitt, Los Angeles  
Sharon N. Skog, Mountain View  
Thomas E. Stang, Los Angeles, *Vice Chairperson*  
Stephen P. Teale, M.D., Mokelumne Hill

Representatives of the segments are:

Yori Wada, San Francisco; representing the Regents of the University of California

Claudia H. Hampton, Los Angeles; representing the Trustees of the California State University

Beverly Benedict Thomas, Los Angeles; representing the Board of Governors of the California Community Colleges

Jean M. Leonard, San Mateo; representing California's independent colleges and universities

Willa Dean Lyon, Newport Beach; representing the Chairman of the Council for Private Postsecondary Educational Institutions

Angie Papadakis, Palos Verdes; representing the California State Board of Education

## Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including Community Colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other state agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

## Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, the Commission's meetings are open to the public. Requests to address the Commission may be made by writing the Commission in advance or by submitting a request prior to the start of a meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, William H. Pickens, who is appointed by the Commission.

The Commission issues some 40 to 50 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514; telephone (916) 445-7933.

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# Special-Action Admission at California's Public Universities

## California Postsecondary Education Commission Report 86-27

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ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 98514; telephone (916) 445-7933.

Other recent reports of the Commission include:

**86-9** The Need for Statewide Long-Range Capital Outlay Planning in California: An Issue Paper Prepared for the California Postsecondary Education Commission by Frank M. Bowen. (March 1986)

**86-10** High School-College Relations in California and The Articulation Council: A Report to the California Postsecondary Education Commission by William Chance (April 1986)

**86-11** Update of Community College Transfer Student Statistics, University of California and the California State University, Fall 1985 (April 1986)

**86-12** Time and Territory: Phase II. A Report to the Legislature in Response to Supplemental Language in the 1985-86 Budget Act. (April 1986)

**86-13** Progress in Facilitating the Transfer of Community College EOPS Students: A Report to the Legislature and Governor in Response to Assembly Bill 1114 (Chapter 1586, Statutes of 1985) (April 1986)

**86-14** A Permanent Site for Los Angeles Mission College: A Report to the Legislature and Governor in Response to a Request for Capital Funds from the Los Angeles Community College District. (April 1986)

**86-15** Student Financial Aid in California: The First of Two Background Papers on Student Financial Aid Issues and Options Prepared for the California Postsecondary Education Commission, May 1986 (May 1986)

**86-16** Purposes and Effects of Student Financial Aid: The Second of Two Background Papers on Student Financial Aids Issues and Options Prepared for the California Postsecondary Education Commission, May 1986 (May 1986)

**86-17** Director's Report, May 1986: Enrollment Trends in California Higher Education, 1980-1985 (May 1986)

**86-18** California Postsecondary Education Commission News, Number 1 [Inaugural issue of the Commission's periodic newsletter] (June 1986)

**86-19** Analysis of the State University's Criteria for Approving Permanent Upper-Division and Graduate Off-Campus Centers: A Report to the Governor and Legislature in Response to Senate Bills 785, 1060, and 1103 (1985) (June 1986)

**86-20** Annual Report on Program Review Activities 1984-85: The Tenth in a Series of Reports to the Legislature and Governor on Program Review by Commission Staff and California's Public Colleges and Universities (June 1986)

**86-21** Eligibility for Institutional Participation in the Cal Grant Program: A Report to the Legislature and Governor in Response to Senate Bill 362 (Chapter 772, Statutes of 1985) (June 1986)

**86-22** Transforming Data into Information: Improving Student Performance Reporting: A Staff Report to the California Postsecondary Education Commission (June 1986)

**86-23** Comments from the Community: Working Papers and Testimony Before the ACR 3 Committee on Educational Opportunities and Services for Students with Disabilities in California (July 1986)

**86-24** California Colleges and Universities, 1986: A Guide to Degree-Granting Institutions and to Degree and Certificate Programs (September 1986)

**86-25** California College-Going Rates, 1985 Update: The Ninth in a Series of Reports on New Freshman Enrollment at California's Colleges and Universities by Recent Graduates of California High Schools (September 1986)

**86-26** Supplemental Report on Academic Salaries, 1985-86: Faculty Salaries in the California Community Colleges; Selected Administrative Salaries at the University of California and the California State University (September 1986)