

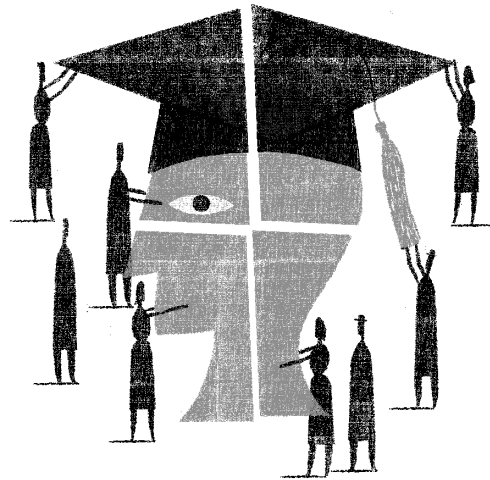


Forging California's Future through
**Educational
Partnerships**

REDEFINING EDUCATIONAL OUTREACH

FINAL REPORT
*of the Strategic Review Panel on UC Educational Outreach
to the President of the University of California*

FEBRUARY 2003



Forging California's Future through

Educational Partnerships

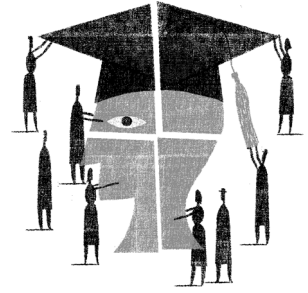
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Message from the Strategic Review Panel Chair

PRESIDENT ATKINSON:

Faced with a shrinking state budget and a widening gap in educational opportunity for California's students, the University of California stands at a crossroads in its efforts to help educationally disadvantaged and underrepresented students succeed academically.

Five months ago, you asked me to chair an independent group to evaluate the University's educational outreach efforts to date and suggest ways to be even more effective going forward.

In leading this Strategic Review Panel, I've had the pleasure of working with a committed group of panelists and four study teams whose members were drawn from all sectors of public education, government and private enterprise. These individuals gave unselfishly of their time, and I want to acknowledge their contributions. I would especially like to recognize the four study team chairmen — Manuel Gomez, Gerald Hayward, Harold Levine and Patrick Shields — whose leadership was critical to this Panel's success.

Each of us agreed to take part in this review because we believe passionately that business and community leaders must join with educators in addressing one of the most important and urgent issues facing California: the disparity in the education of its youth.

In neighborhoods from Los Angeles to Fresno to Oakland, we see the extraordinary diversity of this state, and, threading through these communities, a shared dream for their children's future. Yet the realization of that dream is much more fragile in some communities than in others. You see the difference most dramatically in the relative level of academic success — both among schools and among students.

Every child in California deserves the same opportunity to reach his or her full potential. Our economic future and our health as a democratic society demand it. We are the richest state in the nation in the richest country in the world; we clearly have the capacity to offer all our children a fair chance to participate in California's future and to fully pursue the American dream.

You asked the Panel to take a hard look at the University's programs aimed at leveling the educational playing field so disadvantaged and underrepresented students have a fair chance to qualify for UC admission. We've studied the University's long history of involvement in preparing students for higher education, and how that involvement grew exponentially during the 1990s — through programs that directly prepared individual students for postsecondary education, partnered with low-performing schools and expanded professional development for teachers.



The results of the University's Educational Outreach are becoming evident. As you will see, the Panel found that, in the aggregate, the University's efforts produced important and measurable results for many California students. But the scope of the efforts was limited, and the need to expand educational opportunity enormous. No amount of work by the University can, unto itself, be viewed as a solution to this pressing problem.

What is needed is concerted action across all educational segments to create a seamless path to success. Yet California's budget crisis has prompted deep cuts to state funding for the University's work with K-12 students and teachers and puts the overall success of future outreach efforts at risk.

The importance of ensuring a reliable source of funding for outreach cannot be overemphasized. While we strongly recommend the University prioritize funding for outreach infrastructure support, we recognize that continued success in narrowing the achievement gap for educationally disadvantaged and underrepresented students requires a large and stable financial commitment to outreach from government funds.

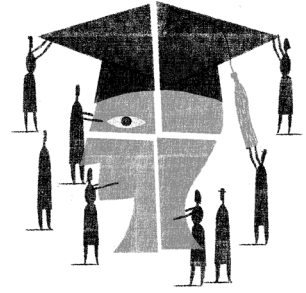
In the second chapter of this report, you will see our recommendations not only for the operation of the University's outreach programs, but also for united action across education, the private sector and independent public interest groups on behalf of California's students.

The Panel recognizes that addressing the achievement gap is an enormous challenge — one that will not be quickly resolved, and one that requires long-term funding stability and patience. Nonetheless, the University's involvement and leadership in addressing these core issues — as well as the programs you have developed to complement and support K-12 instruction — are critical if continued progress is to be made.

Sincerely,

Les Biller, Chair
STRATEGIC REVIEW PANEL

Summary of Panel Findings and Recommendations



IN FALL 2002, University of California President Richard Atkinson asked a select group of representatives from public education and private enterprise to evaluate the University's educational outreach efforts. These programs and strategies, some reaching back more than 30 years, were designed to raise the academic achievement of disadvantaged and underrepresented students in California and, as a result, enhance UC campus diversity.

The University had revamped many of these outreach programs and adopted new strategies in 1997 on the recommendation of the Outreach Task Force (OTF), convened by the UC Board of Regents after its decision to eliminate consideration of race, ethnicity and gender in admissions. The OTF focused the University's outreach efforts on two goals: 1) to improve opportunities for California students in educationally disadvantaged circumstances to achieve UC eligibility and competitive eligibility¹ and be admitted to the University, and 2) to contribute to the academic enrichment of UC campuses through a diverse student body.

Supported by sharp increases in state funding, the University rapidly expanded its student-focused college preparatory programs and developed partnerships with some of the state's lowest-performing schools. In 1999, at the request of Governor Davis, the University augmented these efforts with teacher professional development programs intended to support the implementation of new academic standards and accountability in the state's K-12 schools.

Five years after the adoption of the OTF strategies, President Atkinson convened this Strategic Review Panel (SRP) to

- 1) assess the effectiveness of the University's outreach programs;
- 2) recommend desirable changes to its overall outreach plan;
- 3) set reasonable short- and long-term goals for the University in pursuing its outreach agenda, given the dimension of the educational disparities in California and the University's resources and expertise; and
- 4) recommend a new working alliance with the state's K-12 educators and with California community colleges.

¹UC "eligibility" refers to the minimum academic requirements that students must complete to be admitted to the University. UC "competitive eligibility" refers to the more stringent academic requirements that students must complete to be admitted to the most oversubscribed campuses, such as UCLA, UC Berkeley, and UC San Diego, or to the most popular majors on any UC campus.

Results of the Panel's Deliberations

1) Assessing program effectiveness: The data reviewed by the Panel showed **University of California outreach programs have been generally effective** in providing educationally disadvantaged and underrepresented students² increased access to UC. Most programs have either reached, exceeded, or are approaching the numerical UC student eligibility goals set by the OTF in 1997. Moreover, University outreach improved educational conditions in some K-12 schools in California by enhancing teacher professional development, leadership training, development of data systems, college counseling and parent involvement.

In addition, admission policy changes — such as admission of the top 4 percent of every California high school graduating class and the planned “dual admissions” program — combined with expanded outreach efforts have increased the diversity of UC campuses in recent years. The number of Latino and African American students enrolling at the University now surpasses levels prior to the passage of Proposition 209.³ Most significantly, nearly 40 percent of Latino and African American students enrolling as freshmen at the University in 2001 participated in one of the University’s major outreach programs (See Figure 7, p. 29).

While the overall impact of outreach on student achievement and teacher capacity has been significant, individual outreach programs varied in their effectiveness in contributing to the UC enrollment goal, with some very successful and others less so. This variation was not surprising, given the strategic changes necessitated by Proposition 209 and the speed with which programs were developed and expanded.

Given the size of the academic achievement gap statewide and the absolute level of state funding provided, the University’s outreach programs were limited in terms of their geographic reach and the number of students involved. Subsequent fluctuations in funding levels played a significant role in how broadly these programs were implemented and how the University’s commitment was perceived by its K-12 partners. These outreach efforts, while generally successful, did not change K-12 student achievement patterns statewide, nor, acting alone, could these programs be expected to make change on this scale.

²Throughout this report, you will see references to the terms “educational disadvantage” and “underrepresented students.” The Outreach Task Force (1997) defined “educational disadvantage” broadly to include not only economic forms of disadvantage such as low family income, but other forms of educational and social disadvantage including but not limited to: “attending a school with a limited college preparatory curriculum; being the first generation in one’s family to attend college; living in a community with low college-going rates; enrollment in a school with below average SAT-ACT exam scores; or belonging to a group with below-average UC eligibility and enrollment rates” (p. 9). The phrase “underrepresented students” refers to several ethnic minority groups — African American, American Indian and Chicano/Latino — whose UC eligibility rates are below the 12.5 percent statewide rate mandated for all students in the Master Plan for Higher Education (1960).

³Proposition 209, passed in 1996, prohibits the use of affirmative action in public employment, education and contracting in California.

2) Proposed changes to the University's outreach plan: The Panel found that the University must now look beyond the preparation of a cadre of students for UC enrollment and address broadly the significant disparity in educational opportunity in the state. As a land grant institution, the University carries the responsibility to serve California's needs. But with a growing number of poor and minority students and a widening gap in academic achievement, the University will not be able to address the issues of diversity and preparation among its future students by focusing only on the preparation of a cross section of them, independent of the teaching and curriculum they experience. Clearly the University, working independently, cannot have a significant effect on educational disparities, but it can do so in alliance with other educational segments — especially K-12 — and with private business and philanthropic partners.

The Panel observed that each of California's educational sectors has been working on its own plan for addressing the daunting needs of the state's diverse and rapidly growing school-age population (see Appendix A). Yet, there have been few points of convergence among these plans. A fundamental disconnect exists between the efforts to reform K-12 and the University's efforts to ensure a diverse UC student body. At a policy level, the K-12 system is not held accountable for producing a diverse pool of graduates who are UC-eligible, nor is the University's success measured by the performance of K-12 students on California's standardized tests.

Yet it is evident that one problem is a precursor to the other: Disadvantaged and underrepresented students are concentrated in schools where experienced teachers are few and college preparatory curriculum is limited. These same students drop out at higher rates and too often graduate unprepared for University enrollment. Raising the performance of all students at the K-12 level, and specifically that of underrepresented students, will directly affect the diversity of the University's enrollment in the long term.

It is recommended that the University incorporate within its overall vision language acknowledging that the principal objective of its outreach efforts is to improve the academic achievement of educationally disadvantaged and underrepresented students. If this is done, UC eligibility and competitive eligibility rates will improve as a direct consequence of the higher academic achievement levels of these groups. In addition, broadening the diversity of the UC student body will be achieved through the success of California K-12 schools.

The complete list of the Panel's recommendations can be found in the body of this report starting on Page 11.

3) Setting outreach goals: The Panel believes a shared set of goals, both within the University's network of outreach programs and with its partners in K-12, can materially strengthen the impact of its outreach efforts and help focus limited resources on those programs that promise the most success. The University should begin the process for setting new goals related to student access after 2004, the target date identified by the OTE. While these new goals may continue to address the issue of UC eligibility among educationally disadvantaged students, they should also adopt a more "student-centric" focus on the absolute level of K-12 academic achievement and success of educationally disadvantaged and underrepresented students.

Additionally, the Panel believes the lack of alignment between the University's existing outreach goals (UC eligibility) and the goals of K-12 (academic achievement of all students) has been an obstacle to more effective partnering between these groups. In order to achieve systematic change in student achievement statewide, the University should set regional and statewide goals in cooperation with educational partners.

4) Creating new alliances: Responsibility for quality education, equitably provided to all students, should be shared among all California educational sectors, businesses and community organizations. Further, the size of the California school population and the magnitude of the issues to be addressed will require the concerted and coordinated effort of all of these partners. To achieve long- and short-term improvements in student achievement, new structures for this work should be built. These partnerships must

- a) establish shared and specific goals for activities;
- b) build statewide and regional organizational structures;
- c) identify incentives for all partners to participate;
- d) develop data systems to track progress and evaluate outcomes;
- e) establish effective communication systems to sustain efforts and inform the public; and
- f) identify reliable funding sources from within and outside the University.

Next Steps

In the course of its deliberations, the Panel reviewed evidence of the dramatic differences in access to educational opportunities — differences separating rich and poor, and separating white and Asian American students from students in underrepresented groups. While University outreach programs can make a difference for some students, the vast majority who need help are not served. In fact, given present demographic trends, the number and proportion of needy students not served will grow sharply in the years ahead. It is beyond the ability of any single institution, working alone, to meet this need. Coordinated work by all educational segments and business and community organizations must be marshaled along with a new level of commitment from the state. The University of California has a major role to play in this effort.

Toward this end, the Panel believes that the University's outreach goals and K-12's educational reform goals must be aligned, resulting in a partnership for the future. Achieving equitable opportunity for education has been an evolutionary process in California, and further refinement and redefinition of goals must continue, employing systematic program evaluation.

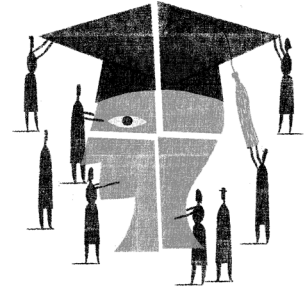
For this partnership to be truly effective, it is recommended that the University 1) adopt language that clearly identifies outreach as a key part of its mission; and 2) prioritize funding for its outreach infrastructure.

Finally, a significant and consistent commitment of funding by the state is essential if the academic achievement gap is to be narrowed. Despite current budget constraints, the state must look to the long-term future of its most critical asset, its children. Accordingly, the state must support this work through the present financial problems. At the same time, it must hold all segments of education accountable for finding the most efficient and effective means of supporting students in reaching higher levels of achievement. Dramatic changes in state funding levels experienced in recent years make outreach efforts inconsistent and result in unintended questions regarding the level of commitment to outreach. These changing levels of state financial support should be avoided.

To address these issues and concerns, the Panel developed the 10 recommendations presented in the next section. These recommendations focus the University's attention on the most pressing outreach needs that, in partnership with other organizations and entities, can help forge California's future by redefining educational outreach.

CHAPTER TWO

Recommendations



RECOMMENDATION

Incorporate within the UC vision new language that clearly identifies its outreach effort as centered on the academic achievement of underrepresented and educationally disadvantaged students.

The outreach goal articulated in the Outreach Task Force report focuses on diversity within the UC student population. This is a very important aim. Taken alone, however, it does not provide a sufficient foundation for engaging K-12 and California community colleges in partnerships that can lead to broad reforms and improved opportunities for student learning. In addition, it focuses success on UC-related goals rather than on the academic achievement and success of educationally disadvantaged and underrepresented students. While UC enrollment is a laudable objective, the primary focus should be on the academic achievement and success of educationally disadvantaged and underrepresented students, whether or not they attend the University. The Panel recommends the University broaden its vision for outreach to recognize K-12 and California community college goals and, from this broader perspective, forge common goals for outreach with these and other partners.

The mission should read:

The University of California is committed to excellence and equity in education for California's students to secure the social well-being and economic prosperity of the individual and the state. The University affirms that a key part of its mission is to promote the academic achievement of educationally disadvantaged and underrepresented students. Toward these ends, the University seeks to increase the educational capacity of California's schools and to increase the diversity of students enrolling in higher education. To meet these public needs, the University works jointly with public and private sector organizations that share this responsibility; in particular, California schools, community colleges and universities. These values are vital to the University's teaching, research and public service mission and its status as a land grant institution.

The rationale for this vision, beyond its expression of the land grant charter, is that the interests of the state overlap with those of the University when it comes to assuring educational opportunity. More specifically, the challenge the University faces in providing access to a diverse group of enrolling students is entirely consistent with the educational challenges of the state.

If K-12 students from low-performing schools, many of whom are from underrepresented groups, were achieving in their schools in greater numbers, the diversity of the University would increase significantly. Serving all segments of society is inherent in the University's status as a tax-supported public institution and a responsible steward of public trust.

The Panel also believes the use of the term "outreach" to describe the University's efforts has unintended connotations that inhibit the formation of partnerships with K-12 and community colleges. The Panel recommends a change in the name of the University department that administers this work and related programmatic efforts from *Educational Outreach* to *Educational Partnerships*.

RECOMMENDATION

2

Incorporate educational outreach into the teaching and research mission of the University and, as a consequence, involve faculty more directly in outreach efforts.

The Panel wishes to convey the importance of this recommendation and to stress that, to be viable, UC outreach must be clearly situated at the center of the University's mission. While the University has maintained a strong commitment to outreach over the past five years, this work has not been sufficiently integrated into the core University agenda of research, teaching and service.

The Panel recognizes the enormous value of faculty involvement in the University's outreach efforts and concludes that substantial faculty participation is an essential element in reinforcing outreach as a core part of the University's mission. In the past, faculty have been involved in outreach, but their role has not been sufficiently delineated. The Panel encourages the University's Academic Senate to engage its members in deliberations about the proper role of faculty in this endeavor and to develop the means by which faculty can be properly recognized and rewarded for their participation in outreach. The Panel recommends that the Academic Senate begin these deliberations immediately with a goal of completing its work by October 2003.

RECOMMENDATION

3

The University should make a sufficient and long-term financial commitment to outreach as part of the University’s mission, to sustain its outreach infrastructure over the long term. In addition, it should identify external funding sources to enhance the stability of outreach efforts.

Maintaining outreach as a core element of the UC mission requires a funding commitment over multiple years, utilizing resources not dependent upon the political and economic events that have jeopardized the current outreach initiative. Variations in state funding for outreach, generous in some years and insufficient in others, have undercut the University’s ability to build a sustained outreach infrastructure and, more importantly, have damaged the institution’s ability to create substantive partnerships with K-12, California community colleges and other organizations. (Figure 1 shows the tremendous variability in state funding for UC outreach activities over the past five years.)

It must be clear, however, that the allocation of University resources to fund its outreach infrastructure does not in any way address the critical funding of outreach programs needed to ensure acceptable progress is made in closing the achievement gap. These funds must come primarily from existing and new state and federal sources.

In addition, each campus should encourage its outreach staff to explore other funding sources, including foundations, private-sector corporations, grant support and fee-for-service arrangements. This is in addition to funding the University should allocate from its existing revenue sources to provide a solid financial base for outreach infrastructure.

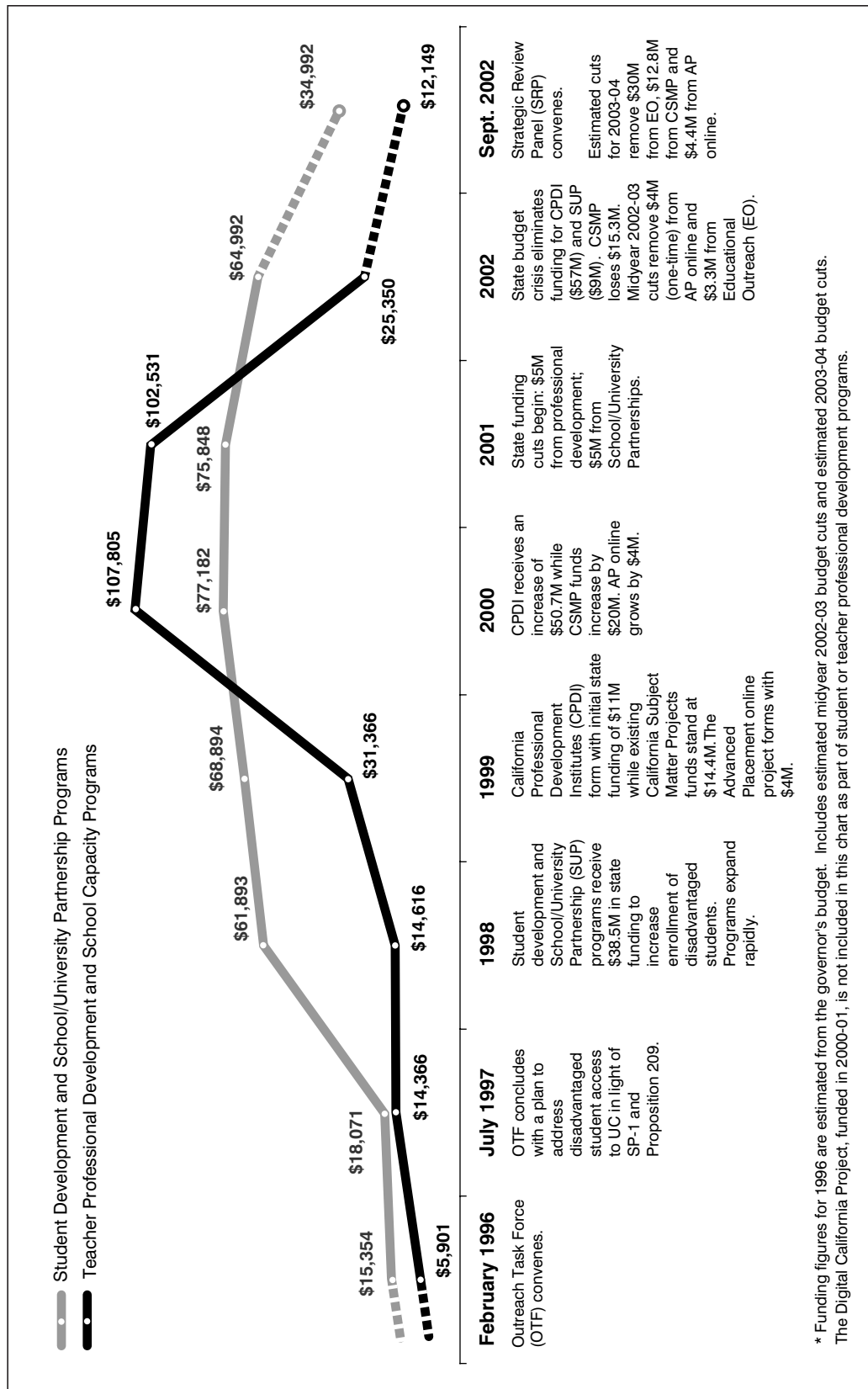
RECOMMENDATION

4

Establish partnerships with California’s major education, business and community organizations to align and sustain goals and programs at all levels to raise student academic achievement.

Underachievement among educationally disadvantaged and underrepresented students exists at all levels of California education. To address this problem, the combined and coordinated resources of education, business and the community must be engaged. Each link in the educational pipeline should be connected and focused on common goals.

FIGURE I
University of California—Educational Outreach
Timeline of Events and Funding 1996-2002*
 (State and University Funds—000s)



* Funding figures for 1996 are estimated from the governor's budget. Includes estimated midyear 2002-03 budget cuts and estimated 2003-04 budget cuts. The Digital California Project, funded in 2000-01, is not included in this chart as part of student or teacher professional development programs.

The University should strive to create viable, equitable and productive partnerships with K-12, California community colleges, California State University, independent colleges and universities, business and corporate organizations and community organizations that can contribute substantively to the academic success of students statewide. Particular emphasis should be placed on the need to extend current outreach efforts beyond educational partners to include business and community groups, both of which are actively involved in programs to improve academic achievement for educationally disadvantaged students and offer funding and expertise to any partnership.

RECOMMENDATION

5

Design and implement a new system for establishing outreach goals. These goals, and measurement toward them, must take into account the specific needs of partners and be consistent with the renewed vision of outreach.

Specifically, the Panel asserts that the following set of axioms drive the establishment of outreach goals:

- ▮ Principal goals, to be developed in consultation with partners, should focus specifically on improving academic achievement for underrepresented and educationally disadvantaged students, along such measures as high school graduation rates and college-going rates. Focusing goals on student achievement, and specifically that of educationally disadvantaged and underrepresented students, is key to gaining focus and alignment among all partners.
- ▮ The Panel reaffirms diversity within the University of California as an important objective of outreach programs. The Panel acknowledges that the UC system has goals in place related to UC eligibility for major student academic development programs until 2003-04, as established by the OTF. (See Appendix E for a description of findings from the OTF report.) These goals should remain in place. In addition, the Panel recommends that the University develop goals related to college preparatory program completion and simultaneously work with partners over time to develop these goals as partnership goals.

- ▶ When partnerships are formed to meet outreach goals, their goals must be explicit and jointly established. The Panel recommends that the development of regional partnership goals begin immediately, strengthening the collaboration already established through the California County Superintendents Educational Services Association (CCSESA).
- ▶ A few tangible and measurable goals are preferable to numerous and non-specific goals; leading and trailing indicators (benchmarks) should be included in the design of goals.
- ▶ The Panel recommends the following schedule be adopted:

April 15, 2003	Needs assessment undertaken in each of 11 CCSESA regions to identify partnership opportunities. Discussions under way among K-12, community college, higher education and other partners on implementation plans for the 2003-04 academic year.
Aug. 15, 2003	Goals in place for regional partnerships.
Sept. 1, 2003	UC outreach goals through 2010 developed by the Outreach Advisory Board. Identification of baseline data for measurement of annual progress.
Sept. 1, 2004	Reporting on annual progress of regional partnerships against new goals.
Fall 2004	Measure attainment of original OTF goals.

RECOMMENDATION

6

Conduct a review, at the direction of the UC vice president for educational outreach, of all University outreach programs with the goal of increasing coherence and coordination among them.

The Panel recommends improving coordination among UC outreach programs and initiatives with the aim of utilizing resources more efficiently and deploying programs more strategically. It is recommended that there be a single point of contact for K-12 collaboration on each UC campus. With greater emphasis on a commonly held set of goals, all programs should reevaluate their methodology and outcomes against these aims. In addition, outreach governance should be streamlined to improve accountability and to allow for better coordination with a variety of partners.

RECOMMENDATION

7

Expand research on educational disparity and outreach program effectiveness.

Research regarding the University's outreach and collaborative activities should continue to be an integral part of the institution's effort. The Panel acknowledges the limitations in access to essential data to support key research areas and supports statewide collaborative efforts to expand data access, within and across segments, related to education policy. Specifically, the Panel supports

- ▶ current research focused on educational disparities, policy and practice in California;
- ▶ expansion of research, and the supporting data systems, to include additional focus on teaching, learning and professional development in K-12 schools;
- ▶ creation of statewide data collection systems in collaboration with K-12 educational partners that can provide necessary data on outreach effectiveness; and
- ▶ identification, study and dissemination of "best practices" in outreach programs.

RECOMMENDATION

8

Maintain a rigorous and centralized accountability and evaluation structure that documents outreach progress and effectively communicates it to all constituencies, especially California policy-makers.

UC outreach goals, methods and outcomes appear to be poorly understood by key constituencies. The Panel believes that some of the differences of opinion regarding the effectiveness of outreach efforts, particularly among state policy-makers, relates to the lack of clear and concise communication. New methods should be adopted for communicating program direction, capacity and results. Success in this task is essential for gaining support for programs and to build new ties with educational, business and community outreach partners.

The Panel recommends that the UC Office of the President (UCOP) retain responsibility in accounting for program funds and participation; continue to provide partners with data collection and analysis support services regarding participant information; and supply outcome indicators to be used in programmatic and service decision-making and internal evaluation. In addition, the Panel recommends the University establish a greater number of external, independent evaluations regarding major outreach initiatives to increase credibility of reporting.

RECOMMENDATION

9

Expanding upon existing University efforts, provide more students and families with user-friendly, multilingual information on what a student needs to do to be admitted to California's higher education system.

Parental familiarity with higher education is a strong determinant of college readiness and admission. Educationally disadvantaged students usually do not benefit from this support since their parents, in most cases, have not attended college. Students from immigrant families face even higher hurdles in this regard since their families often are unfamiliar with the general structure of the educational system and the role of higher education in it. A carefully focused information campaign, widely supported by education, business and community groups could make a substantial difference in families' understanding of higher education and ability to plan for their children's future.

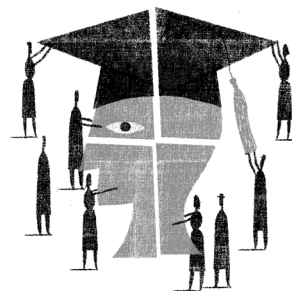
RECOMMENDATION

10

Make partnerships between the University and California community colleges a central component of outreach development.

In fulfilling its commitment to educational partnerships, the University should work closely with California community colleges in preparing educationally disadvantaged students for higher education. The University and community colleges initiated such a partnership in 1997 when they committed to increase by 50 percent the number of students that transfer to the University by 2005-06. This partnership will be further strengthened with the implementation of the “dual admissions” program, in which students who show good potential but are ineligible to enter the University as freshmen are simultaneously admitted to a community college and a UC campus.

Strengthening the community college-to-UC transfer path is critical, as more than 400,000 new high school graduates will be ready to start postsecondary education in California by 2010. The vast majority initially will attend California community colleges. The presence of community colleges in virtually all of California’s counties, the demographic profile of the students who are attracted to these campuses and the traditional mission of these institutions to meet the needs of students with varying degrees of academic preparation make the community colleges an essential partner for the University’s outreach efforts.



The Panel focused on the following central questions in pursuing its charge:

- What have been the results of the University's outreach efforts to date against the numerical goals set in 1997? To what extent has the University's outreach infrastructure proved effective on other benchmark measures such as program goal alignment, governance and accountability?
- What has been the role of the University in working with K-12 and California community colleges to promote student achievement, especially among educationally disadvantaged and underrepresented students?
- How, in light of changing conditions in California education, should the University's existing vision for outreach be modified?

Each of these questions was addressed in depth by one or more study teams convened to assist the Panel in its review. Each study team performed original research concerning four major elements of the University's outreach enterprise: 1) program effectiveness; 2) organization and governance; 3) accountability systems; and 4) opportunities for collaboration. The study teams included members drawn from the areas of educational administration, government, research and pedagogy, philanthropy, and private industry.⁴

The relevant findings of the Panel and its study teams are presented in this section.

Throughout the following section, references are made to strategies, programs and numerical goals developed by the Outreach Task Force in 1997. A description of the OTF's work can be found in Appendices E and F.



What have been the results of the University's outreach efforts to date against the numerical goals set in 1997?

The numerical goals set by the OTF required annual measurements of progress over a five-year period. A baseline measurement was established in 1998-99; the most recent data available is from 2001-02, three years into the five-year measurement period, and is a preliminary estimate. Final 2001-02 data will be submitted to the Legislature in spring 2003. In reporting on performance versus goals, the Panel assumed that goal achievement should

⁴Executive summaries of each study team are presented in Appendix C; a discussion of the methodologies each employed is presented in Appendix B; and a roster of study team members is presented in Appendix G.

be linearly interpolated, thus 60 percent of each goal should be achieved by the third year. Results are summarized below for the University's student academic development programs, School/University Partnerships, professional development programs and overall enrollment of underrepresented students.

UC eligibility and competitive eligibility numbers have increased for students participating in many of the University's student academic development programs and in most categories are on track to meet the OTF numerical goals.

Program Strategy: The Early Academic Outreach Program (EAOP), Mathematics, Engineering, Science Achievement (MESA) and the Puente Project each provide academic enrichment and support services to students as they prepare and apply for college admission, including academic advising, study skills training, career exploration, mentorship arrangements and preparation for college admission examinations.

OTF Goals: Double the number of eligible program graduates from 1998-99 to 2003-04 and increase by half the number of competitively eligible program graduates. Goals are measured for underrepresented minority participants as well as all program participants.

Findings: Student academic development programs have made progress toward these goals, although advancement varies across programs and racial/ethnic groups. Consistent with Proposition 209, the programs have opened their services to educationally disadvantaged students from all racial and ethnic backgrounds. Progress toward increasing eligible program graduates has been more rapid for all students combined than for the subset of students from underrepresented backgrounds.

PROGRESS TOWARD OTF ELIGIBILITY GOALS

- ▶ Between 1998-99 and 2001-02, the number of UC-eligible participants increased by 51 percent in EAOP, 85 percent in MESA and 81 percent in Puente (see Figures 2.1-2.3).
Despite EAOP being slightly below the third-year intermediate goal, all programs are expected to meet or exceed the five-year eligibility goals for all students.
- ▶ Among underrepresented students in EAOP, the number of UC-eligible participants grew 39 percent during the same period. **It is uncertain whether EAOP will reach the five-year eligibility goal for underrepresented students.**
- ▶ Among underrepresented students in MESA and Puente, the number of UC-eligible participants increased 70 percent and 63 percent, respectively, during the same period. **Both Puente and MESA are on track to meet the five-year eligibility goal for underrepresented students.**

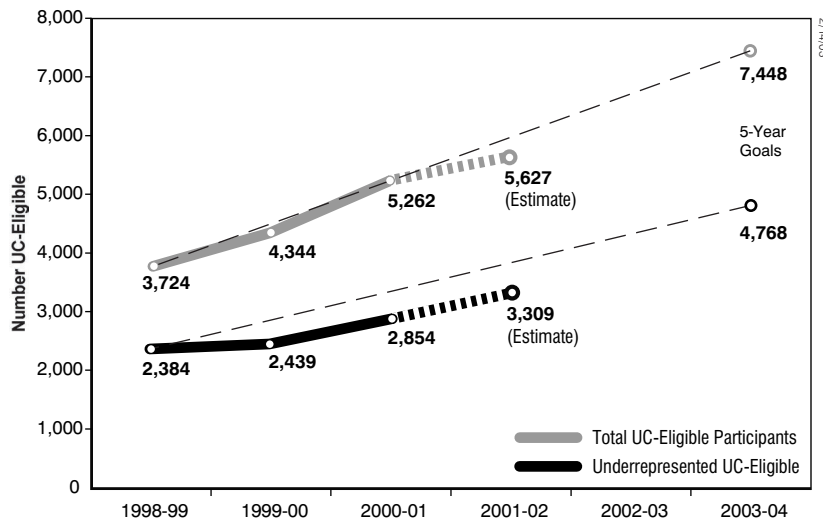


FIGURE 2.1
EAOP High School Program:
3-Year Change and
5-Year Goals in UC Eligibility

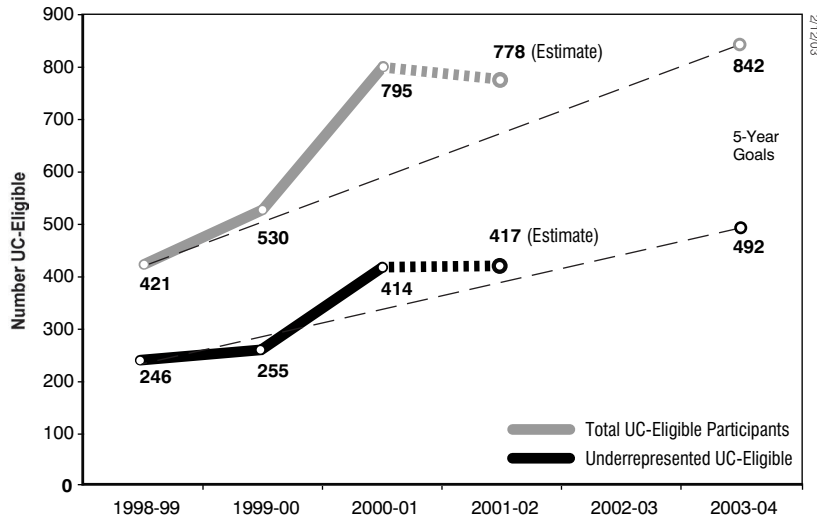


FIGURE 2.2
MESA High School Program:
3-Year Change and
5-Year Goals in UC Eligibility

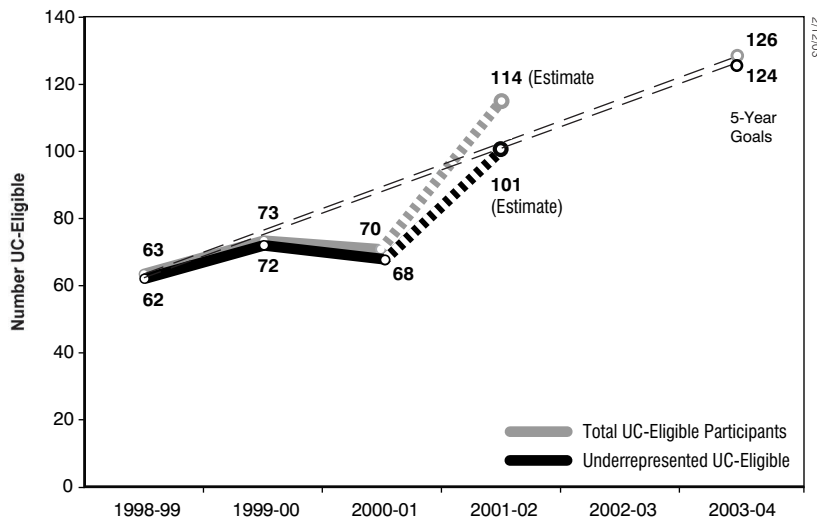


FIGURE 2.3
Puente High School Program:
3-Year Change and
5-Year Goals in UC Eligibility

Data reflect two fewer graduating classes in 2000-01 than in the previous year.

PROGRESS TOWARD OTF COMPETITIVE ELIGIBILITY⁵ GOALS

- From 1998-99 to 2001-02, competitively eligible students increased 105 percent in EAOP and 146 percent in MESA (see Figures 3.1 and 3.2). **For all students, including those from underrepresented groups, EAOP and MESA have already exceeded the five-year competitive eligibility goals.**
- For the same period, the total number of competitively eligible participants in the Puente Project has not changed significantly (see Figure 3.3); the program lost two graduating classes in 2000-01, but has since regained students. **It is unclear whether Puente will meet the five-year competitive eligibility goals for all students and underrepresented students.** It should be noted, however, that this is a very small program.

FIGURE 3.1
EAOP High School Program:
3-Year Change and
5-Year Goals in Competitive
UC Eligibility

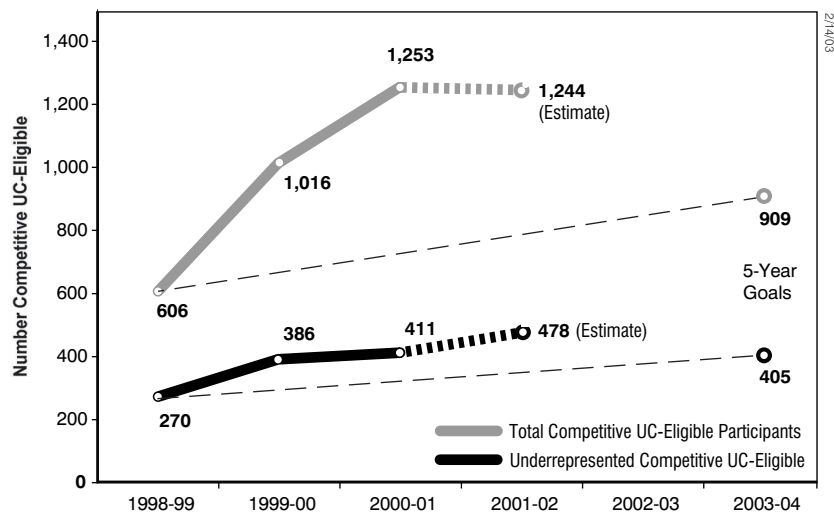
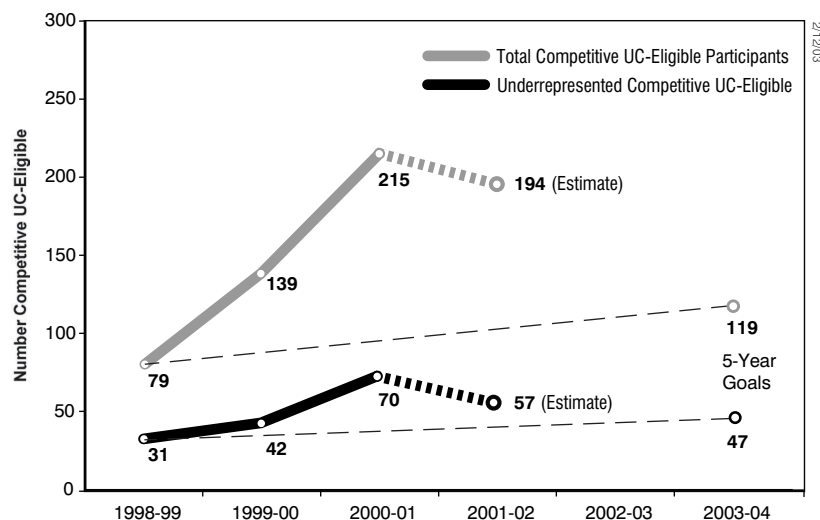


FIGURE 3.2
MESA High School Program:
3-Year Change and
5-Year Goals in Competitive
UC Eligibility



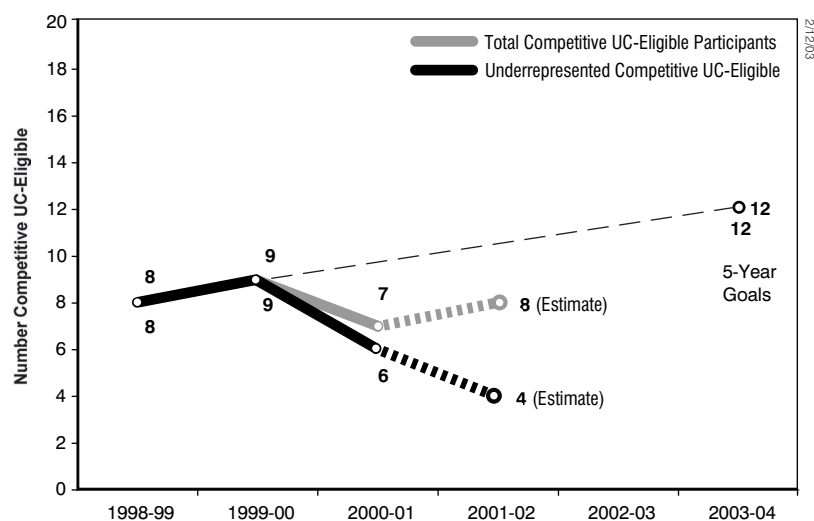


FIGURE 3.3
**Puente High School Program:
 3-Year Change and
 5-Year Goals in Competitive
 UC Eligibility**

Data reflect two fewer graduating classes in 2000-01 than in the previous year.

UC eligibility and competitive eligibility numbers have increased for students participating in the University's School/University Partnership (SUP) program.

Program Strategy: Through the SUP program, UC campuses partner with individual school sites to provide a range of educational interventions, including teacher professional development, curricular reform, development of educational leadership, community and family engagement, mentoring, academic planning, direct instruction, tutoring and technology-based initiatives.

OTF Goals: Double the number of UC-eligible graduates at partner high schools from 1998-99 to 2003-04, or increase the UC eligibility rate in these schools by 4 percentage points, whichever is greater. Also, increase by half the number of competitively eligible graduates from partner schools or increase the UC competitive eligibility rate by 2 percentage points, whichever is greater. Goals are measured for underrepresented minority participants as well as all program participants.

Findings: While the SUP program has made progress toward these goals, progress varies across racial/ethnic groups and **overall results are running below goal levels.**

⁵“Competitive eligibility” data are intended to show students’ competitiveness for admission to highly selective UC campuses, where the number of eligible applicants exceeds campus capacity. Given recent admissions policy changes, the construct and measurement of competitive eligibility as originally defined by the OTF requires rethinking. Nevertheless, these results are presented to illustrate progress made toward competitive eligibility using a consistent, albeit somewhat outmoded, analytic method.

PROGRESS TOWARD OTF ELIGIBILITY GOALS

- From 1998-99 to 2001-02, the SUP program showed a 21 percent increase in UC eligibility among all students, and a 35 percent rise among those from underrepresented groups, which speaks to its effectiveness in working with whole schools with large proportions of underrepresented students (see Figure 4.1). **It is uncertain whether the SUP program will meet its five-year eligibility goals.** Funding reductions to the program have severely restricted activities across the state. As of this year, having lost 90 percent of its state funding, SUP can continue only if new funding is identified.

FIGURE 4.1
School/University Partnerships:
3-Year Change and
5-Year Goals in UC Eligibility

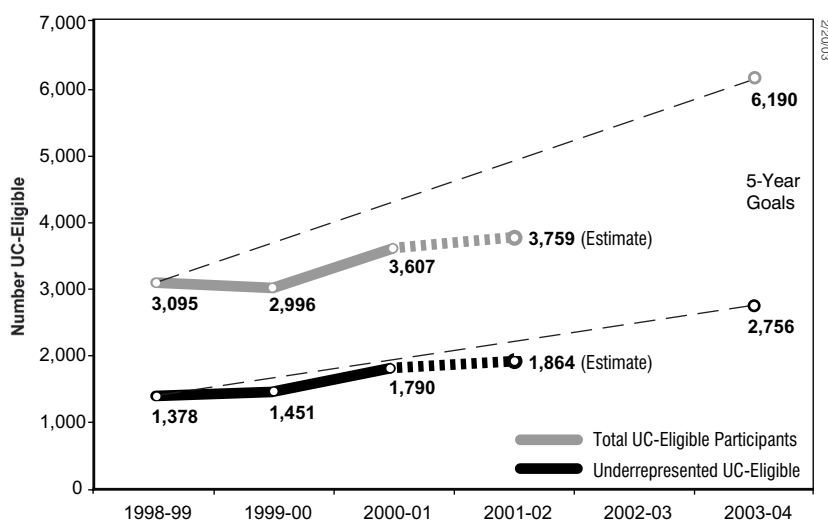
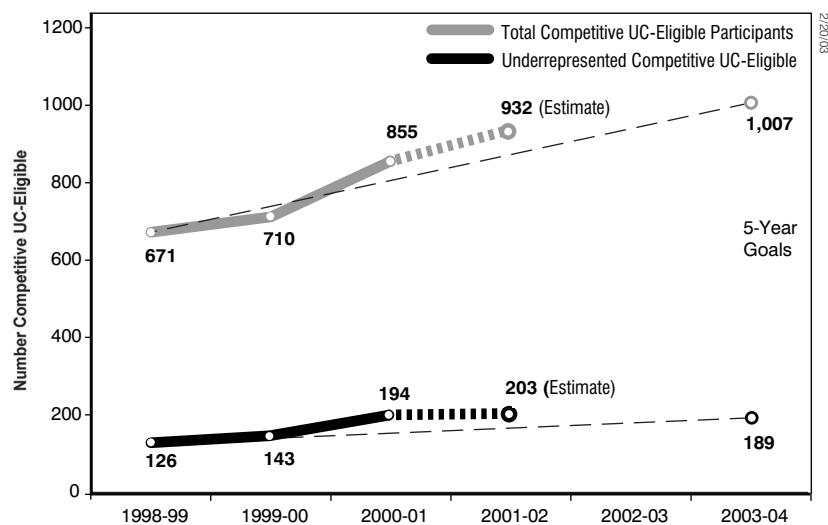


FIGURE 4.2
School/University Partnerships:
3-Year Change and
5-Year Goals in Competitive
UC Eligibility



PROGRESS TOWARD OTF COMPETITIVE ELIGIBILITY GOALS

- From 1998-99 to 2001-02, competitively eligible SUP participants increased by 39 percent overall. Notably, competitive eligibility among underrepresented students improved at a much greater rate — 61 percent — over the same period (see Figure 4.2). **The SUP program, if continued, would likely reach its five-year competitive eligibility goals.**

The University's professional development programs have met the goal of reaching out to large numbers of K-12 teachers and administrators throughout California.

The OTF did not set numerical goals for the UC professional development initiatives — the California Subject Matter Projects (CSMP) and the California Professional Development Institutes (CPDI). The programs were expanded and developed, respectively, in 1999 when the governor approached the University to assist in K-12 reform efforts. From that point, each program set specific numerical goals based on program participation. The CSMP set out to train at least 25,000 teachers per year and the CPDI to train 45,000 teachers per year. **Both goals have been met.** The CSMP served 25,082 participants in 2000-01 and served more than 35,000 participants in 2001-02. (In addition to teachers, participant numbers include a small proportion of administrators who support classroom instruction.) The CPDI served more than 45,000 participants in 2000-01; data analysis is still under way for 2001-02.

Enrollment of underrepresented students at the University has increased since the implementation of the OTF recommendations.

The generally positive results from each of these outreach strategies have contributed to strong enrollment growth at the University, especially among students from educationally disadvantaged backgrounds and students from underrepresented groups. Since the Regents' decision to eliminate consideration of race or ethnicity in admissions, the proportion of all new enrolled freshmen from underrepresented groups has increased from a low of 15.5 percent (1998) following passage of SP-1 and Proposition 209 to 17.8 percent in 2002, an increase of 15 percent (see Figure 5). Similar growth for California community college students transferring to UC was also achieved. In 1998, 16.1 percent of all transfer students came from underrepresented groups. This proportion grew to 19.2 percent in 2002, an increase of 19 percent (see Figure 6). While cause and effect cannot be conclusively demonstrated, it is the opinion of the Panel that these increases in the number of underrepresented students attending UC were positively influenced by the University's combined outreach efforts. As shown in Figure 7, the percentage of new students enrolling in the University who have participated in outreach is substantial. For example, in the fall 2001 freshman class, 37.5 percent and 37.8 percent of Chicano/Latino and African American students, respectively, participated in one of the student academic development programs or attended a School/University Partnership high school.

FIGURE 5
**New UC-Enrolled California Resident Freshmen:
 Underrepresented Minorities**

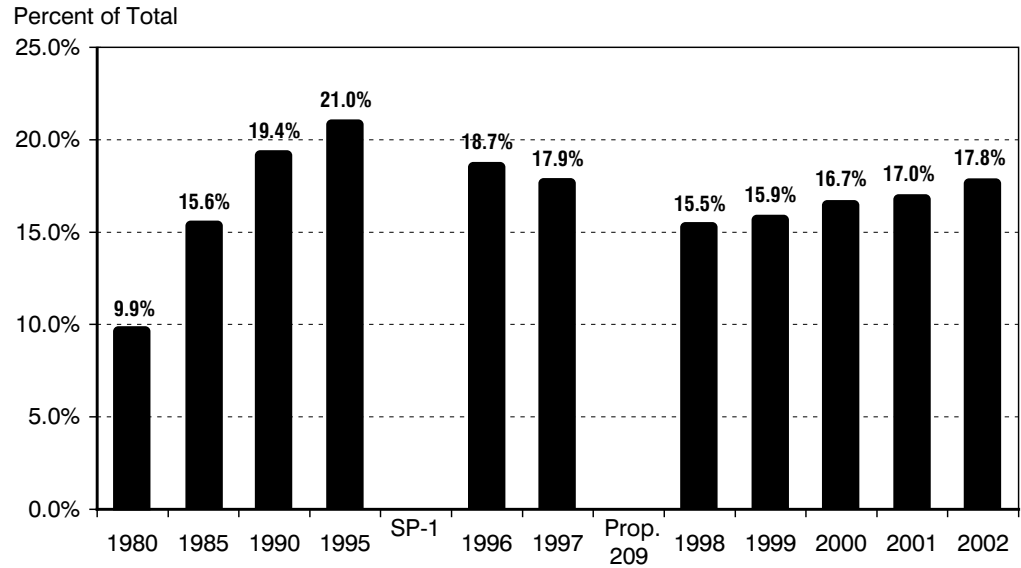


FIGURE 6
**New UC-Enrolled California Resident Transfers:
 Underrepresented Minorities**

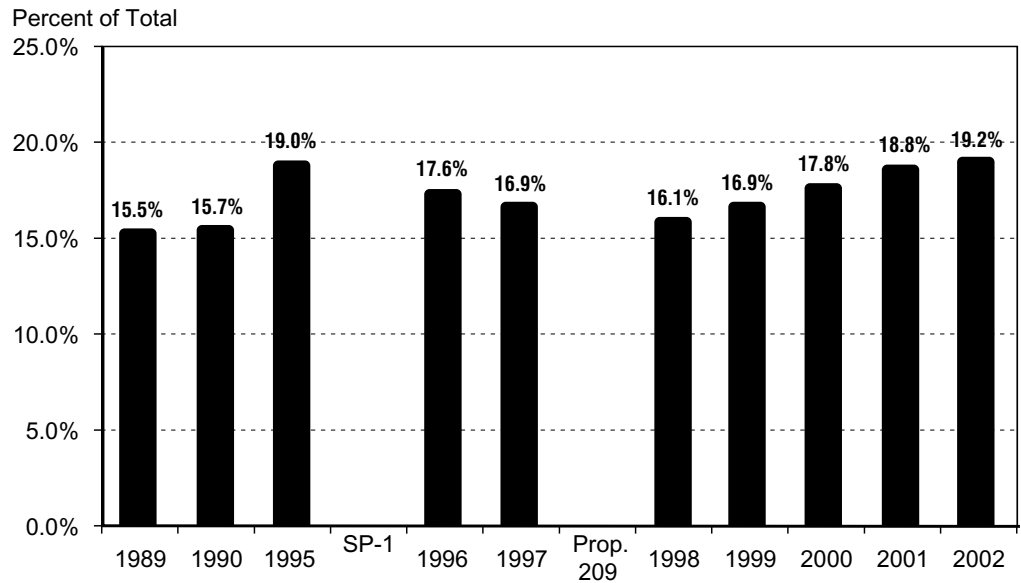
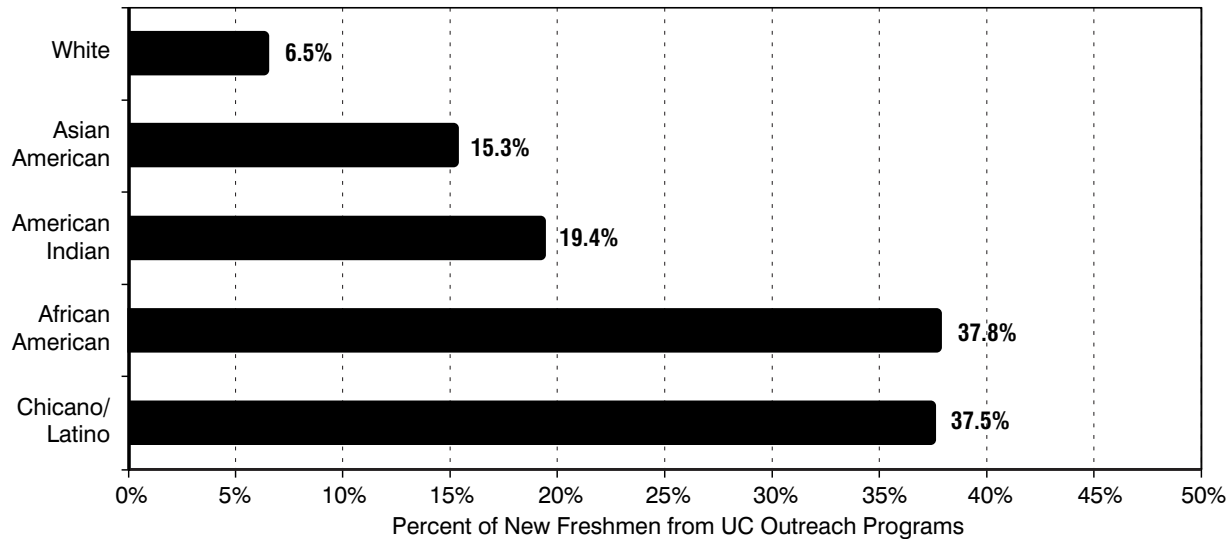


FIGURE 7
**UC Outreach Program Participants as a Percentage of New UC Freshmen
 from California Public High Schools, Fall 2001***



**Denominator includes only California resident freshmen from California high schools.*



To what extent has the University's outreach infrastructure proved effective on other benchmark measures such as program goal alignment, governance, and accountability?

PROGRAM ALIGNMENT AND EFFECTIVENESS

UC outreach programs are making college more accessible for program participants by improving their college preparation and motivation, and providing necessary information about admissions and financial aid. It is difficult to specify the magnitude of change because of the many influences and events in student lives that affect this behavior.

Studies of outcomes and general observational evidence the Panel evaluated make clear that outreach programs do change student behavior positively by advising enrollment in appropriate coursework, motivating students, and making college preparation information available.

UC programs are properly focusing their services on educationally disadvantaged students, who otherwise are unlikely to attain University eligibility.

UC programs work with students in the lowest-performing schools, defined in part as schools with low Academic Performance Index (API) scores. Students served reflect the diversity of the state's public school population. Students from underrepresented groups constitute approximately 65 percent of participants in EAOP, Puente and MESA.

Program practitioners expressed concern with regard to program goals. Some programs focus exclusively on students' preparation for UC and other programs on overall academic achievement at school sites. Practitioners find the lack of a single shared set of goals among programs to be confusing.

The numerous goals and strategies employed for the University's different educational outreach programs, while not in conflict with one another, foster an environment of competing purposes, where certain goals become precedent and others secondary. In addition, variation in funding levels for different programs, unrelated to goal priority, further confuses the issue.

The methodologies employed by UC outreach programs align with research-based "best practices" in this field.

In a literature review of outreach services and activities for which there is evidence of a direct correlation to college-going rates, UC programs were found to employ those methods widely considered to be effective. Critical components include family involvement, counseling, rigorous academic preparation, reflective evaluation and strategically timed interventions.

Even with an empirical understanding of best practices, researchers lack consensus regarding the most effective combination of these practices for promoting college preparation and orientation among disadvantaged students. Different UC programs employ these practices in different ways.

In an effort to determine a research base for the work that outreach programs do, many of these programs have conducted or commissioned studies that can provide information to guide improvement. However, no definitive conclusion has emerged on which combinations of practices work best to improve college-going or UC eligibility.

The University moved quickly and for the most part effectively to implement a new and unique approach to preparing students from educationally disadvantaged backgrounds for admission to the University of California.

The OTF report marked a dramatic departure from past conceptualizations of outreach, and the Legislature and governor responded with dramatic increases in outreach funding. The University was able to respond quickly and impressively, in a foreshortened time frame, to this new initiative. Moreover, the central administration adopted an approach that emphasized campus flexibility, which allowed each institution to meet local outreach needs.

Rapidity and magnitude of outreach expansion made planning and scale-up difficult.

In addition to the new, broadened conceptualization of outreach promoted in the OTF report, the University took on a massive K-12 professional development effort at the request of Governor Davis. The cumulative effect of the new initiatives, however, overloaded the organizational capacity of the UC Office of the President (UCOP).

Wide variations in outreach funding have hampered the University's ability to effect long-term change and develop critical partnerships.

The early, generous funding of outreach was quickly followed by severe cuts, bringing into question, especially among school partners, the state's and the University's long-term commitment to the new outreach programs (see Figure 1).

The lack of a stable funding stream prevents the effective management and governance of outreach programs with long-term, systemic goals.

Individual program effectiveness and overall program cohesiveness are weakened by rapid shifts in funding; the problem is exacerbated by the state's direction of funding to particular programs within outreach, independent of priorities or needs. In addition, unstable funding streams have a direct impact on the resiliency of educational partnerships since practitioners depend on stable, long-term support for reforms. Key to the University's continuing outreach efforts and credibility will be identifying stable funding from inside and outside existing University sources.

ACCOUNTABILITY AND EVALUATION

The University has been a responsible steward of public funds, accounting for dollars and effectively tracking individual program participants.

The University has succeeded in accounting for dollars and tracking participants in nearly all of the 30 programs under the outreach umbrella. However, state policy-makers and analysts disagree over the timeliness and usefulness of such information (see below).

The University has not been effective in communicating to state policy-makers the long-term goals of its outreach initiatives and the results of these efforts.

A persistent finding is that Sacramento policy-makers do not believe they are provided with timely, relevant, and convincing data that outreach programs “matter.” The University has not been as effective as it could be in communicating clearly its outreach results to all involved constituencies. In addition, there is a significant mismatch among the perceptions of stakeholders, from the state level to UCOP to individual programs, regarding the appropriateness and value of UCOP’s evaluation activities.

UC’s evaluation of its outreach activities has produced outcomes for all major programs, but does not establish unequivocal cause-and-effect relationships.

The University succeeded in launching program evaluations of virtually all major initiatives, and, for the most part, these evaluations have produced data on program outcomes. Yet, with a few important exceptions, UC evaluation activities have not established clear, quantitative causal relationships between program interventions and distal outcomes such as student achievement and college attendance. Nonetheless, qualitative findings of student achievement are evident to evaluators in most outreach programs.

UCOP sponsored a set of research studies published in 2002 that directly addresses policy-makers’ core questions about the impact of outreach programs; these represent the best effort so far, from an external research perspective, to assess the influence of educational outreach.



What has been the role of the University in working with K-12 and California community colleges to promote student achievement, especially among educationally disadvantaged students?

The University has been involved in creating a large number of regional and local partnerships with K-12 schools and other entities, and, as a result, important principles of effective collaboration have been identified.

Existing UC/K-12 partnerships, some as much as 30 years old, have contributed much to the dialogue engaging UC campuses, community colleges, K-12 schools and districts. The Panel found that principles of effective collaboration are now well-established; in the best of these collaborations, all parties have made long-term, sustained commitments that help weather the vagaries of annual funding, personnel turnover and change in direction dictated by outside entities.

The University has a long history of involvement with K-12 schools and has expanded some of that involvement substantially in recent years.

Recently developed initiatives with K-12 schools mark a distinct infusion of resources and subsequent rapid implementation of programs. For example, the California Subject Matter Projects have served teachers for more than three decades, but the infusion of funds in 2000 expanded their role to concentrate on low-performing schools. Inroads into computer technology in recent years have also been a strength of the University's efforts; the development of online Advanced Placement courses is one example of how students from low-performing schools have gained access to educational opportunities through outreach.

The University's outreach goals do not sufficiently overlap with the goals of K-12.

Although productive partnerships have been established at some schools, many K-12 representatives do not feel engaged in the UC outreach enterprise because the University's efforts are focused on increasing the number of UC-eligible students, while K-12 schools are focused on raising the basic levels of academic achievement for all students, not just the top 12.5 percent of students who might go on to attend the University.

Although supportive of partnership among a variety of entities, the University has not been as successful in cultivating outreach partnerships among organizations other than K-12 schools, such as California community colleges, business and community organizations.

It is clear that a more expansive definition of partnerships will be necessary if the University is to engage fully its mission of assisting educationally disadvantaged and underrepresented students. While K-12 schools and districts will form the basis of most partnerships, it is clear that collaborations with other organizations will be necessary.

The California Community Colleges provide an instructive example. As the largest higher education system in America, enrolling nearly 2 million students on 108 campuses, it is an important and viable path for students who are the primary targets of the University's outreach initiatives. Given community colleges' open admissions policy and low cost, these institutions are especially attractive to students from educationally disadvantaged backgrounds and other students who have been traditionally underrepresented in higher education. Nearly 50 percent of underrepresented students in California begin their college careers in a community college. Moreover, community colleges are often especially attuned to the educational needs of individuals within a specific region or community.

In recent years, the University has worked closely with California community colleges to increase the number of students transferring to UC. New programs such as "dual admissions" that open the University to even more transfer students will form a good base from which to expand partnerships.



How, in light of changing conditions in California education, should the University's existing vision for outreach be modified?

Reconfiguring outreach programs to improve their effectiveness must include more than a review and redeployment of existing services. A serious examination of the University's fundamental policies governing outreach must be undertaken.

Two of the greatest barriers to improving effectiveness are the misalignment of accountability structures and goals of the University and K-12, and the poor coordination of efforts among all outreach stakeholders. By addressing these issues first, the University will be better able to understand and resolve issues regarding demographic gaps and program duplication.

Outreach programs can be characterized as efforts specifically enacted to tie educational systems more closely together for the benefit of students. Rather than relying on hundreds of informal individual agreements struck for these programs to operate in schools and with students, overall formal understandings and agreements that take into consideration aligned policy goals and objectives would benefit student learning.

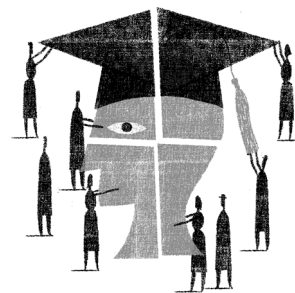
Significant changes in funding will alter the relationship between the University and its partners in the provision of outreach services.

Funding for professional development and other types of outreach services is no longer provided to the University directly through the governor and Legislature as part of the state budget process. Currently, funds to develop, administer and operate the California Professional Development Institutes that previously went to the University now go directly to local educational agencies (LEAs) that decide how to obtain the services they deem necessary. Funds are now both federal (through the *No Child Left Behind* Act) and state (through AB 466 and 75). These new state and federal guidelines and funding streams will give far more autonomy to individual districts and schools to fashion their professional development and other needs. They will also be examining the return on their investment, most likely in terms of improvements in their students' standardized test scores. This creates an enhanced set of demands on service providers and partners.

Given changes in funding for outreach, campuses engaging in regional collaborations or partnerships will need to encourage a broad set of strategies and provider organizations to address a region's specific achievement gap. The University will need to be a strong voice for shared problem solving, but only one among many voices at the table.

The needs of students and their districts, teachers and administrators must drive the substance of these regional collaborations. Only if K-12 sees value in partnering with UC can the University play a key role in advancing teacher professional development and other outreach services. The emerging partnership with the California County Superintendents Educational Services Association seems one appropriate way for UC campuses to engage regional K-12 leadership (and others) in addressing the problems of low academic achievement and struggling schools.

Appendices



Appendix A

Change in the California Educational Landscape:
The Context for the Strategic Review Panel's Work

Appendix B

Panel Methodology and Lines of Inquiry

Appendix C

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Appendix E

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Appendix F

Numerical Outcomes from the Outreach Task Force (1997)

Appendix G

Panel and Study Team Membership

Change in the California Educational Landscape: The Context for the Strategic Review Panel's Work

Over the past 30 years, the University of California has developed a broad array of programs for building student diversity in its enrollment. As of 2002, the results of these programs show progress, but a large gap remains between the number of white and Asian students on UC campuses as compared to African American, Latino and Native American students. If present trends continue, the diversity of the University's enrollment in the next decade can be expected to grow less reflective of the makeup of high school graduates as the proportion of underrepresented students in schools increases. The gap we see now could grow larger if decisive action is not taken to address educational needs.

California's Education Challenge

The magnitude of the challenge of expanding educational opportunity is daunting. California is home to the nation's largest school-age population, now approaching 6 million students. The students are extraordinarily diverse, in terms of their racial, socioeconomic and linguistic backgrounds and in their learning styles and needs.

Presently, more than 25 percent of California's students are classified as English-language learners, 83 percent of whom speak Spanish. State population studies continue to forecast growth, particularly among the Hispanic population. By the year 2020, it is predicted that 60 percent of 5-year-olds in California will be Latino. California's K-12 schools, colleges and universities must educate this incredibly large and complex student population. Educational systems are challenged by wide variations in resource distribution (human and material) as well as student achievement along race, class, linguistic, and geographic lines. Disparities that exist as early as preschool become apparent at the earliest of standardized test administrations and persist through students' college and university experiences.

Each one of California's educational sectors — K-12, community colleges, California State University, and UC — has been working on its own plan for addressing this challenge, but with few points of convergence as they each focus on their own goals.

Reforming K-12

The K-12 sector has enacted a broad series of reforms; the State Board of Education adopted new instructional materials aligned with their adopted academic content standards.

In 1998, Governor Gray Davis called a special Legislative session to pass into law the Public School Accountability Act, which set in motion a series of detailed accountability structures for students, teachers and schools designed to measure academic progress against state curricular standards through standardized tests. K-12 schools have responded by systematically developing classroom teaching strategies to improve performance on state-based accountability measures.

At the same time, Governor Davis recognized that the standards-based movement in California could not succeed without substantial investments in teacher professional development. In a year of unprecedented

state fiscal growth, the governor tapped the University to train 70,000 teachers in a rapidly deployed set of programs to improve teacher quality in core areas — English language arts, mathematics and other core subjects, with additional funding for English learners.

The Genesis of UC Educational Outreach

After the passage of SP-1 (the UC Regents resolution that eliminated consideration of race or ethnicity in the University’s admissions process), the University convened the Outreach Task Force to take a hard look at how it could increase opportunities for traditionally underrepresented students to attend and succeed on its campuses. The OTF focused on three major types of programs:

- 1) Student-focused college preparatory programs that provide academic enrichment through tutoring, mentoring, college advising, academic preparatory coursework and educational experiences beyond the classroom;
- 2) School/University Partnerships that offer curriculum development, direct instruction, community engagement and other assistance to some of California’s lowest-performing K-12 schools; and
- 3) Professional development programs that increase K-12 teachers’ subject matter expertise and improve pedagogy with the goal of improving student achievement.

All are aimed at improving the “opportunity to learn” for individuals from educationally disadvantaged backgrounds. Not only do the programs acquaint students with college-going culture — the academic coursework needed and the procedures for college selection, application and enrollment — but they also engage with K-12 schools to enrich coursework content, ensure equal access to college preparatory courses and improve teacher quality.

Although these programs share common general aims, each type has a distinct history and bears an imprint of the time in which it was created.

Student academic preparation programs were created in the 1970s to improve the rate at which under-represented minority students qualified for, and were admitted to, the University of California and other colleges. In 1974, UC teacher professional development originated with the Bay Area Writing Project, the first of the California Subject Matter Projects (CSMP). Since that time, CSMP has grown into a statewide network of curriculum projects committed to strengthening teachers’ subject matter knowledge and instructional expertise. In 1999-00, the University drew on the CSMP infrastructure to establish the California Professional Development Institutes (CPDI) at Governor Davis’ request.

The School/University Partnerships, on the other hand, emerged as the major innovation of the OTF. Its report reasoned that efforts that did not address the issues of curriculum and instruction in schools where disadvantaged students were enrolled would not be able to achieve the types of large-scale changes in student opportunity needed if a diverse pool of students was to be prepared for higher education.

The OTF approach was funded as proposed in 1998 (\$38.5 million), and was the structural foundation for UC's Department of Educational Outreach; substantial augmentations to teacher professional development programs occurred in 2000 (see Figure 1).

Tracking the Results

Since the Regents' decision to eliminate consideration of race or ethnicity in UC admissions, the proportion of all new enrolled freshmen from underrepresented groups has increased from a low of 15.5 percent (1998) following passage of SP-1 and Proposition 209 to 17.8 percent in 2002. Similar growth for California Community College students transferring to the University was also achieved. In 1998, 16.1 percent of all transfer students came from an underrepresented group. This proportion grew to 19.2 percent in 2002.

Meanwhile, the CPDI have, in a short time, demonstrated the collaboration that is possible between intersegmental partners. Teachers report that their experience with these initiatives has increased their knowledge and understanding of content standards in their respective subjects, increased their confidence and had considerable impact on their classroom practices and professional careers. Unfortunately, analysis of the effectiveness of teacher development initiatives on student achievement has not been possible due to the lack of student-level data.

However, in spite of these outreach efforts and a few years of significant resources, the University has been able to demonstrate success only on the margins of the problem. UC-initiated efforts alone cannot change the fundamental disparities in access and student achievement that exist throughout California's educational system.

A Changing Environment

In the midst of these efforts, however, the state and national landscape continues to shift. Under recent state budget cuts, important elements of Educational Outreach have lost funding (see Figure 1). The School/University Partnerships Program, Information Outreach and the teacher professional development programs have lost all or most of their funding.

Furthermore, the federal government last year adopted legislation entitled the *No Child Left Behind Act*, which focuses on low-performing schools, providing resources for teacher professional development, as well as for a wide range of supplemental services to improve student learning. This means that funds will be available in the schools to support a variety of services, such as those the University's outreach programs have provided. In order to play a significant role, UC student and school programs must reorganize and refocus to respond to varied school needs in local settings throughout the state. Finally, a population surge that will result in the nation's largest ever high school graduating class in 2008 will result in an additional million students coming up through the K-12 pipeline, adding significant pressure to an already strained public higher education system.

Panel Methodology and Lines of Inquiry

The Strategic Review Panel on UC Educational Outreach was established in fall 2002 to: 1) assess the effectiveness of the University's outreach programs; 2) define desirable changes to its overall outreach plan; 3) set reasonable short- and long-term goals for the University in pursuing its outreach agenda, given the dimensions of the educational disparities in California and the University's resources and expertise; and 4) recommend a new working alliance with the state's K-12 educational bodies and California community colleges. The Panel, led by Chair Les Biller, former COO of Wells Fargo, and comprised of representatives of academic administration and private enterprise, set out to tackle these issues in a projected five-month time frame.

To assist the 17-member panel in addressing its charge, four study teams were convened, each performing original research and in-depth analyses concerning four major elements of the University's outreach enterprise: 1) individual and collective program effectiveness; 2) organization and governance; 3) accountability systems; and 4) opportunities for collaboration. Each study team included an average of 20 members drawn from educational administration, government, research and pedagogy, philanthropy, and private industry. Each team functioned under the leadership of a study team chair, and benefited from the staff support of selected University of California Office of the President (UCOP) analysts.

The Panel, study teams and staff were convened in Los Angeles on September 25 and 26, 2002, during which the Panel's four-part guiding charge was delineated and its working bodies allotted their specific tasks. Each study team was given the freedom to design its own internal structure and plan of action relating to a specific set of issues that would help inform the work of the Panel. Study teams met in locations throughout the state to discuss research and practice, and it was not uncommon for a team to subdivide in the interest of efficiency to address in greater detail specific questions or issues. The study teams spent the month of October drafting preliminary reports that documented their groups' specific findings in relation to the Panel charge.

Under the leadership of Policy Analysis for California Education (PACE) Director and Chair Gerald Hayward, the Governance Study Team formed a special writing committee headed by UC San Diego Sociology Professor Bud Mehan. With substantive contributions from several other committee members, Professor Mehan drafted the initial version of the Team's report. The Governance Team held three internal meetings, reviewing historical documents, interviewing UC and campus outreach administrators and hearing reports from UCOP and campus outreach officials. It also enjoyed a visit to a University Partnership High School in Sacramento.

The Program Effectiveness Study Team, led by UC Irvine Vice Chancellor of Student Affairs Manuel Gomez, organized itself into three subcommittees. One, led by USC's Center for Higher Education Policy Analysis Director William Tierney, reviewed program effectiveness research against the University's current practices in order to identify the assumptions and contributions of outreach programs to long- and short-term goals. The second, led by UCLA Professor Patricia McDonough, reviewed existing UC outreach "best practices" against current research on best practices to determine those most appropriate for school-centered, student-centered and teacher professional development programs. A third subcommittee,

convened by Los Angeles Achievement Council Director Phyllis Hart, examined gaps and reconfigurations in existing outreach work, as well as opportunities for increased effectiveness through integration.

UC Davis School of Education Dean and Collaboration Study Team Chair Harold Levine led his group in collecting summary data on existing collaborations in California. The team abstracted principles of effective collaboration from these efforts and other written sources on collaboration models, assessed the new fiscal environment created by the federal *No Child Left Behind* Act of 2002 and its impact on programmatic K-12 funding in California and conducted a regional collaboration with superintendents, higher education leaders and representatives of professional organizations located in (or involved with) the 10-county Capital Region. The team then used these materials to address the specific issues the Panel had assigned it.

The Accountability Study Team, led by Patrick Shields, director of the Center for Education Policy at SRI International, formed a subcommittee of three UC researchers with extensive experience in UC outreach practices: UCLA Professor of Education Jeannie Oakes, UCSB Professor of Education Russell Rumberger, and UCSC Professor of Education Rodney Ogawa. This committee held principal responsibility for the drafting of the report. Additionally, those team members who worked closely with UC outreach programs contributed their knowledge to the team's work. Dr. Shields interviewed a group of Sacramento policy-makers who oversee various aspects of the UC outreach effort. Finally, UCOP outreach staff provided the Accountability Study Team with written reports for review and created original documents outlining the University's efforts to evaluate and conduct research on educational outreach.

The study teams' reports were released to the Panel and study team chairs for review and discussion with UC Vice President of Educational Outreach Winston Doby and Provost and Senior Vice President of Academic Affairs Judson King on November 13, 2002. On November 21 and 22, 2002, the Panel, study team chairs and UCOP administration and analysts met in San Francisco to review the study teams' accomplishments and to offer suggestions for continued progress. University of California President Richard Atkinson delivered the reception's keynote address, offering his thanks and support for the endeavor.

The preliminary version of the Panel's final report emerged December 11, 2002, based on the work of the deliberations of the Panel at its November meeting. Panel staff, under the direction of Chair Biller, subsequently revised this manuscript. Following a week of editing and revision, the document was presented to the Panel in Los Angeles on December 18, 2002, where additional comments and recommendations were offered. A final draft of the report was anticipated by February 2003 for presentation to President Atkinson.

Study Team Executive Summaries

Program Effectiveness Study Team

This report of the Program Effectiveness Study Team for the Strategic Review Panel provides responses to the following questions:

- 1) What are the assumptions of each major aspect of outreach with regard to issue addressed, strategy employed and group targeted? Do these assumptions conform to overall UC outreach goals?
- 2) What are the contributions of individual programs to short- and long-term outreach goals?
- 3) What are “best practices” for each of the outreach program types?
- 4) Where do opportunities lie for increased effectiveness through reconfiguration and integration?
- 5) Taking a statewide perspective, are outreach programs appropriately deployed with regard to student needs and populations? What gaps and duplications exist?

For the purposes of this report, program effectiveness is defined as the contributions made by outreach programs to: 1) the University’s general goals for outreach as articulated in the 1997 Outreach Task Force report; 2) reduction of the educational achievement gap between disadvantaged and non-disadvantaged students; and 3) achievement of a diverse student body on UC campuses. Program effectiveness is also understood by the study team to include the means by which programs evolve and are responsive to social expectations; these means include accountability systems, target populations and the channels through which these programs work.

The study team reached the following conclusions about outreach program effectiveness:

PROGRAM CONFORMITY WITH OVERALL UC OUTREACH GOALS

- The assumptions of outreach programs and the overall goals of UC outreach as stated in the OTF report are indeed aligned. By focusing on disadvantaged students, it has been implicitly assumed that program success will provide, over the long term, broader access to the University and increased diversity to the campuses.
- There is concern among members of the study team regarding the multiplicity of UC outreach goals and the lack of coordination between particular program objectives and general UC outreach goals.

PROGRAM CONTRIBUTIONS TO LONG- AND SHORT-TERM OUTREACH GOALS

- UC’s programs have made progress toward the OTF goals, although advancement varies across programs and racial/ethnic groups. Between 1998-99 and 2000-01 the number of UC-eligible participants increased by 41 percent in EAOP, 89 percent in MESA and 17 percent in School/University Partnerships.⁶ The Puente Project maintained the UC eligibility rates of its participants.

⁶This executive summary was prepared before 2001–02 results were available.

- Researchers on the study team did not feel that the overall evidence allowed them to make conclusive claims about the effectiveness of outreach programs for enriching UC campuses through a diverse student body. However, student- and school-centered programs have shown significant increases in their UC eligibility rates, in part by increased eligibility among white and Asian American educationally disadvantaged students.
- Preliminary evidence also suggests that UC outreach programs appear to be making college more accessible for some groups of students by affecting their academic preparation and college-going behavior. However, findings are not definitive and it is difficult to assess the magnitude of the effects, but the most methodologically sound research available supports the positive effect of programs on students' academic achievement.
- Since full implementation of programs takes time, it is not surprising to have inconclusive results on the effectiveness of outreach using outcome measures different from UC eligibility. The constrained time frame in which programs have implemented activities does not allow for observation of effects that take longer to be accomplished.
- Variation in the type of program implementation is another complicating factor for isolating program effectiveness. Circumstances surrounding program implementation at the site level are often difficult to disentangle from program actions and results.

BEST PRACTICES

- Practices of UC's outreach programs align with research-based best practices. However, all outreach, including partnership efforts between the University and schools, assumes and is predicated upon gaps in school structures.
- Best practices research does not support the University's distinctions between school- and student-centered approaches. In addition, outside of the University, programs and policy-makers do not adopt these distinctions.

DEPLOYMENT OF OUTREACH PROGRAMS

- Existing data do suggest that programs appear to be well-situated regarding targeted racial/ethnic groups, family income and teacher professional development, yet lacking in geographic and student age-level deployment. Further investigation is necessary in identifying what data are important to study and what information is available.

GAPS AND RECONFIGURATIONS

- Reconfiguring outreach programs to improve program effectiveness must include more than a review and redeployment of existing services. A serious examination of the University's fundamental policies governing outreach must be undertaken. Two of the greatest barriers to improving program effectiveness are the misalignment of accountability structures and goals of the University and K-12, and the poor coordination of efforts among all outreach stakeholders. By addressing these issues first, the University is better able to understand and resolve issues regarding demographic gaps and program duplication.

CONCLUSIONS AND QUESTIONS FOR FURTHER CONSIDERATION

Clearly, programs have been successful at increasing UC eligibility rates and broadening program participation to include educationally disadvantaged students and families from all racial/ethnic groups. However, this work is cumulative, and it is not always easy to quantify the outcomes. It is clear that a more expansive definition of program effectiveness is necessary if the University is to engage fully and creatively with K-12, the California Community Colleges and other secondary and postsecondary partners. For example, the community colleges provide an important and viable path for students who are the primary targets of the University's outreach initiatives; 50 percent of the students of color in California attend a community college at some point in their postsecondary career. As such, greater attention to the collaboration between the University and the California Community Colleges is essential.

With this engagement in mind, the study team proposes the following questions for the Panel's consideration:

- 1) What should be the central goals of UC outreach?
- 2) How might the accountability systems of UC, K-12, CSU, the California Community Colleges, and secondary and postsecondary organizations be aligned to meet these goals?
- 3) What measurement strategies and tools can best capture both the quantitative and qualitative outcomes of these programs?

Governance Study Team

In its broadest sense, the charge extended to our working group was to examine the current programmatic and governance structure for outreach programs in the University and make recommendations for changes and improvements at both the systemwide office and the campuses. The study team report

- provides a quick summary of principal events surrounding outreach that strongly influenced the programmatic structure and the resulting governance mechanisms;
- discusses the mission of the University concerning outreach;
- describes a variety of current administrative structures of outreach on the campuses;
- describes the structure and function of School/University Partnerships on the campuses; and
- recommends a set of improvements and sets forth some challenges.

More specifically, within the context described above, the Governance Study Team addressed the following questions:

- 1) How effective is the current outreach structure for achieving the goals of the OTF?
- 2) How has the vision been implemented?
- 3) Has the structure been effective in providing policy guidance and direction?
- 4) Is there sufficient oversight?

The most important finding is the lack of clarity about the nature and scope of the outreach effort and the depth of the University's commitment to it.

The second crucial point that the study team wishes to convey is the difficulty in implementing the expanded notion of outreach embodied in K-12 partnerships and the resources and long-term commitment required if it is to succeed. The study team believes the University should indeed play this role, but only if it is willing to do so on a long-range, substantive basis.

Other important points include:

- The OTF report marked a dramatic departure from past conceptualizations of outreach.
- The Legislature and governor responded with dramatic increases in outreach funding.
- The UC Office of the President (UCOP) and the campuses responded impressively, in a foreshortened time frame, to the new initiative.
- UCOP adopted an administrative approach that emphasized campus flexibility, which the study team found appropriate.
- In addition to the new, broadened conceptualization of outreach promoted in the OTF report, the University took on a massive K-12 professional development effort.
- The cumulative effect of the new initiatives may have swamped UCOP's organizational capacity.
- The University lacked stable leadership of the outreach effort.
- The early, generous funding of outreach was soon followed by severe cuts, bringing into question the state's and the University's long-term commitment to the new outreach programs, especially from the perspective of the school partners.
- Campuses chose multiple organizational devices and structures to coordinate, and sometimes consolidate, outreach activities both horizontally across programs and vertically with UCOP. These varied structures reflected the cultures of the campuses and the various stages of program maturity.

RECOMMENDATIONS

- 1) The University must clarify the nature of its outreach efforts and be explicit about its role in the overall mission of the University.
- 2) The vice president for educational outreach should be given substantial budgetary flexibility.
- 3) More attention should be paid to the development of campus governance structures, which appropriately vary from campus to campus but in some instances do not effectively coordinate within campuses and with the University.

CHALLENGES

- How best to match the “exclusive” nature of the University with the “inclusive” outreach agenda?
- How best to provide incentives for faculty to work with K-12 schools?
- How best to increase capacity in UC (perhaps within schools of education) to meet the demand from K-12?
- How the University can be better partners with their K-12 counterparts, especially given the many competing demands placed on both organizations?

Accountability Study Team

The charge of the Accountability Study Team was to assist the Panel in assessing the effectiveness of UC outreach accountability practices. Specifically, we addressed the following:

- 1) How effective has UC outreach been in meeting the original charge of evaluating program effectiveness and conducting research on the root causes of educational disparity?
- 2) What are desirable changes in how UC outreach conducts its accountability activities?
- 3) What are reasonable short- and long-term goals for UC outreach accountability activities?
- 4) How might UC outreach improve its accountability activities through alliances with other sectors of the educational and research communities?

Findings regarding effectiveness of accountability activities are as follows:

ACCOUNTING

- UCOP has succeeded in accounting for dollars and tracking participants in nearly all of the 30 programs under the outreach umbrella.
- However, state policy-makers and analysts disagree over the timeliness and usefulness of such information.

EVALUATION

- UCOP has succeeded in tracking changes in eligibility rates of outreach participants.
- UCOP has succeeded in launching program evaluations of virtually all major initiatives.
- For the most part, this evaluative activity has produced data on program outcomes.
- Yet, with a few important exceptions, UCOP evaluation activities have fallen short of their broader goal of establishing clear cause-and-effect relationships between program interventions and distal outcomes like student achievement or college attendance.
- Sacramento policy-makers generally argue that UCOP does not provide them with timely, relevant and convincing data that outreach programs “matter.”
- Outreach program directors argue that the costs of having to collect so much data outweigh the benefits accruing back to the campuses and programs from evaluation efforts.
- There is a significant mismatch among the perceptions of stakeholders as one moves from the state level to UCOP to the programs regarding the appropriateness and value of UCOP’s evaluation activities.

RESEARCH

- UCOP’s work in sponsoring a set of research studies resulted in a series of reports published in 2002 that directly address policy-makers’ core questions about the impact of outreach programs and represent the best effort so far — from an external research perspective — to assess the influence of UC outreach.
- UC ACCORD is now firmly established and has set an agenda that promises not only to produce continued research on the topic of the causes of (and potential remedies to) educational disparity in California, but also to create a body of work that can be used to inform the design and conduct of UCOP’s direct evaluation activities.

RECOMMENDATIONS

- 1) The Office of Outreach Evaluation within UCOP should retain responsibility for what we have termed the accounting function as well as basic evaluation activities, or “formative accountability.”
- 2) Evaluation activities designed to judge the overall effectiveness and efficiency of programs, or “summative accountability,” should be conducted by organizations outside UCOP.
- 3) UC ACCORD should continue to be supported to carry out the research agenda it has embarked on.
- 4) UCOP should seek ways to support and even house a comprehensive statewide data system that would include longitudinal student, teacher and school records.
- 5) UCOP should consider supplementing a statewide database with a California Education Longitudinal Study (CELS).

- 6) UC leadership, state policy-makers, campus program managers and representatives of districts and schools should sit down and agree upon a set of clear goals for outreach work, indicators for measuring progress toward these goals, and a timeline of expectations for meeting milestones.

QUESTIONS FOR THE STRATEGIC REVIEW PANEL

It is possible that the University — through its individual campuses, the Subject Matter Projects and the Professional Development Institutes — will be providing “fee-for-service” to school districts. For example, the University would provide professional development for a district’s teachers or tutoring programs for students in struggling schools. Should there be any kind of centralized accountability for this work or should the campuses or program be accountable only to the districts that pay for the services?

We have recommended that summative evaluations assessing the overall impact of a UCOP outreach effort be contracted out to third parties, because outside organizations tend to have more capacity — at least in terms of people power — and are perceived as more objective. Yet at the same time, UC faculty and some of its research units have significant expertise in research and evaluation. How might we recommend that the University tap into its internal resources while using third parties to conduct summative evaluations?

Opportunities for Collaboration Study Team

The Panel’s charge to the Opportunities for Collaboration Study Team consisted of four parts, and resulted in recommendations as itemized below. Overall, the study team recommended the development of a statewide strategy to promote greater collaboration and cooperation among K-20 educators, and less competition among providers that often results in unfocused or duplicative services. The study team believes that such a strategy will help facilitate the process of K-12, UC, and other entities searching for more specific and effective ways to work together to close the academic achievement gap that plagues California’s educational system. The study team hopes this document will be instructive as a plan to mobilize collaboration statewide.

EFFECTIVE COLLABORATION BETWEEN UC, COMMUNITY COLLEGES AND K-12 TO CLOSE THE ACHIEVEMENT GAP

- ▶ California Community Colleges, California State University and other institutions of higher education must be included as partners in local or regional collaborations that are focused on providing services and support to the low-performing schools in their area.
- ▶ UC campuses must continue to work at the local level with partnering community colleges to align curricular and other requirements for admission to the University. These partnerships should also include discipline-specific faculty discussion of content standards, teaching and assessment methods, and specific methods for addressing the achievement gap.
- ▶ We must recognize existing partnerships, some more than 25 years old, that have contributed much to the dialogue engaging UC campuses, community colleges, K-12 schools and districts. Collectively, we should consider possible ways to mine these exemplary practices through national conferences, updated publications on exemplary practices and other means.

COLLABORATIVE STRUCTURES AND THEIR EFFECTIVENESS; LESSONS FROM PARTNERSHIPS; HOW WELL ARE TEACHERS BEING SERVED?

- ▶ During the last three decades, the University has been involved in creating a large number of regional and local K-12 partnerships and has collaborated with various other higher educational institutions.
- ▶ Collective experience within the University, as well as the work of numerous educational thinkers, suggests that the principles for effective collaboration are now well-known. In the best of these collaborations, all parties have made long-term, sustained commitments that help weather the vagaries of annual funding, personnel turnover, and outside “meddling.”
- ▶ The University’s premier collaborative teacher professional development programs (CSMP and CPDI) are reaching large numbers of teachers. It will be important to continue to analyze quantitative and qualitative data on the impact of these teacher professional development efforts on the classroom performance of these teachers and on reduction in the achievement gap among groups of students.
- ▶ With funding reductions to the University’s professional development programs, and with state and federal professional development funds being directly allocated to school districts — through *Mathematics and Reading Professional Development Program* (AB 466), Goals 2000, and *No Child Left Behind* — it is apparent that partnerships with schools are essential to the success and sustainability of CSMP and CPDI-type professional development initiatives.

THE FUTURE OF COLLABORATION

- ▶ Each campus should create a single, comprehensive infrastructure for K-12 outreach activities that connects School/University Partnerships, UC Extension, schools/departments of education, and other parties. To the world outside the University, there should be a clear point of contact at each campus for questions or support.
- ▶ The study team recommends that each campus support this infrastructure with core funding.
- ▶ The University will have to address skepticism both in Sacramento and in education circles throughout the state about its motives for taking this “new” approach to outreach – i.e., that the reorganization is not simply a ploy to replace direct state funding with *No Child Left Behind* and other monies.
- ▶ The University must also combat the longstanding perception on the part of the public that outreach is not part of its core agenda. It must affirm the role of outreach in its tripartite mission of research, teaching and service in both its words and actions.
- ▶ UC campuses should engage in internal discussions about the role of faculty in outreach activities, and recognize the limitations for faculty involvement due to the faculty reward system characteristics of the University. At the same time, they should highlight successful existing faculty endeavors and consider new ways to support faculty participation in K-12. UCOP should host a systemwide conference on faculty involvement in K-14 that provides a forum for the sharing of best practices.

- ▶ Each campus must decide if, and how, it wishes to participate in a competitive, fee-for-service environment and which, if any, particular partnerships it is willing to engage in.
- ▶ Another significant question for campus leaders will be how much effort they are willing to engage in to develop alternate revenue streams for their outreach efforts (including fee-for-service contracts, grant-getting, fund-raising, etc.).
- ▶ The needs of students and their districts, teachers, and administrators must "drive" the substance of the regional collaboration.
- ▶ The emerging partnership with the California County Superintendents Educational Services Association (CCSESA) seems an appropriate way for UC campuses to engage regional K-12 leadership (and others) in addressing the problems of low achievement and struggling schools.
- ▶ Campuses engaging in regional collaborations or partnerships must encourage a broad-based set of strategies and provider organizations to address the area's achievement gap. The University, in other words, should be a strong voice for shared problem solving, but only one among many voices at the table.
- ▶ UC campuses should work with K-12 partners and others to help fashion comprehensive approaches to the challenges of low academic achievement, rather than to try to "sell" programs.
- ▶ Educators increasingly see the word "outreach" as condescending and unilateral (though not necessarily by the state's politicians). Because of its many uses at the University, it often leads to confusion. The Study Team recommends retiring the word and seeking a moniker for this work that reflects our clear goals of partnering and collaboration.
- ▶ The role of the UC Office of the President with respect to outreach programs should be clarified. The study team expects that the movement to more localized, regional collaboration will be accompanied by appropriate changes at UCOP.

IMPLICATIONS FOR UC OF *NO CHILD LEFT BEHIND*

- ▶ New state and federal guidelines and funding streams will give far more autonomy to individual districts and schools to fashion their professional development and other needs. They will also be examining the return on their investment, most likely in terms of improvements in their students' standardized test scores. This creates an enhanced set of demands on service providers and partners. It remains unclear just how much the CSMP, CPDI, and local campuses will be willing, and able, to adjust successfully and competitively to these new requirements and funding options. The study team recommends that a high-level task force from the University be appointed to continue to monitor these ongoing developments and to issue regular reports to the campus leadership on their findings.

Measuring Outcomes in Educational Outreach Programs

Feasibility of Measuring Potential Indicators

The deliberations of the Strategic Review Panel included considerations of appropriate indicators on which to measure progress over time. As emphasized in the body of the report, among the central conclusions reached by the Panel was that setting goals for outreach programs must be done in collaboration with stakeholders in the educational partnerships. The Panel did not limit the types of goals that could be considered, but at a minimum recommended that the following indicators be used in goal-setting, and tracked carefully over time for accountability purposes:

- student completion patterns of college-going curriculum;
- high school graduation rates;
- enrollment patterns in all segments of higher education;
- college persistence patterns; and
- college graduation rates.

The reasons for this approach are twofold. First, the appeal of programs to a broad cross section of students is solidified if school-level personnel can align outreach program components and objectives with the ongoing educational program operating at a school site. For example, the criticism that UC programs appeal narrowly to the top performing students is addressed when program implementation is squarely centered on the entire distribution of student performance. Second, the process of articulating goals that can serve as the basis for an accountability structure gain legitimacy only when the stakeholders believe they can have an impact on reaching the goals, and that the approach is consistent with other program goals of the institution.

While the rationale for this approach is appealing, data limitations pose a formidable obstacle to implementing a goal measurement system. Not only is systematic data needed to implement an accountability structure, but also the mechanism for collecting and analyzing the data needs to be manageable both at the site and state level.

The following table lists several existing outcome measures and the limitations of the data as it currently exists. While all of the measures could be improved, with regard to the access and quality of the data, the improvement may require substantial investment. The Panel, in recommending a goal measurement system, acknowledges that data improvements will be required to be put into place.

CURRENT STATUS OF DATA SYSTEMS ON OUTCOME MEASURES

OUTCOME MEASURE	DESCRIPTION	DATA SOURCE	QUALITY ESTIMATE	LEAD AGENCY
Academic Performance Index	Longitudinal patterns of API scores, disaggregated by school, by year.	CA Dept of Education (CDE)	High; public access is in place.	CDE
SAT 9 Scores	Longitudinal patterns of standardized test scores in grades 2–11. Disaggregated by school, by grade, by year.	CDE, in agreement with testing contractors	High; public access is in place.	CDE
Teacher Quality	Proxies for teacher quality, including the credential level of teachers and teacher mobility.	CDE	Moderate; systematic access to these data do not exist for individual teachers.	CA County Offices of Education, CA school districts, UCOP, CA Commission on Teacher Credentialing
Teacher Education Professional Development	Number of K–12 teachers participating in UC professional development institutes.	UC Office of the President (UCOP)	High for programs managed by the UC; statewide coordination does not exist for other program sponsors.	UCOP
Algebra Completion Patterns	Number & proportion of 8 th and or 9 th grade HS students who complete Algebra I.	School- and district-level information systems	High; access to centralized statewide collection does not exist.	CA school districts
A-G Completion Patterns	Number & proportion of HS students who complete the college prep curriculum.	School- and district-level information systems. UC has access to data in a limited number of schools by prior agreement (SUP).	Moderate and variable; state-level estimates have been collected over time, but are no longer part of the HS performance report.	CA school districts
High School Graduation Rates	Number & proportion of HS students who graduate by year.	CDE	Moderate; measurement difficulties and data lags.	CDE
UC Eligibility	Number & proportion of HS students who are estimated as UC eligible.	UCOP	Moderate; school-level estimates are possible across CA.	UCOP
Higher Education Enrollment Patterns	Longitudinal patterns of UC, CSU, CCC and independent college enrollment.	UCOP	High; data access is limited for out-of-state and independent institutions.	UCOP, in cooperation with intersegmental data partners

Measurement Toward Future Specific Goals

The Panel acknowledges that programs must be directed to reach specific quantifiable goals as a mechanism of accountability. Goals pursued via partnerships must be meaningful to all parties to the alliance. The Panel suggests the following guidelines:

- 1) The University should pursue its own immediate goals related to its short- and long-term responsibilities to educational partnerships. The Panel suggests that the Outreach Advisory Board be the body that directs the University on appropriate goals.
- 2) Among the major milestones of progress in outreach is the development, over time, of partnership goals. The development of partnership goals affirms the intersegmental commitment of partners to joint objectives and demonstrates their stake in reaching those goals. This is consistent with the Panel's findings that the University, K-12 and community college partners develop regional strategies to develop the capacity of education in California.
- 3) The Panel acknowledges that the UC system has goals in place related to UC eligibility for major student academic development programs until the year 2003-04, as established by the 1997 Outreach Task Force. These goals should stay in place.
- 4) The Panel recommends that the University immediately adopt the completion of the college preparatory program as an explicit UC goal and simultaneously work with partners over time to develop this goal as a partnership goal.
- 5) While recognizing the large number of outcomes that can be used as a metric for establishing goals, the Panel suggests that progress toward improving the college preparatory completion pattern be applied as a concrete objective for all programs funded in outreach. The Panel reached this conclusion, in part, by selecting a guidepost that resonates equally with K-12 and higher education institutions. The emphasis on the college preparatory curriculum does not preclude tracking other metrics listed in this document. Rather, this focus adds clarity that, at a minimum, all programs in outreach must be able to address directly the relationship between the intervention strategy and documented progress on course completion patterns. Finally, a system of early indicators, correlated with college preparatory course completion, should be developed over time. Indicators associated with early reading success, Reading by Age 9, is suggested as the place to begin. The Panel recognizes that measurement of this goal will require an ongoing and additional investment in data systems to collect and analyze information for students and schools in California.
- 6) The Panel recommends that the University of California, in cooperation with other educational segments in California, continually work to align policy systems that make common goals attainable, and as a result, partnership goals possible. Examples include aligning high school testing programs with University entry requirements.

Findings of the Outreach Task Force (1997)

(Text below is the original executive summary from “New Directions for Outreach: The Report of the University of California Outreach Task Force,” July 1997.)

Executive Summary

The University of California has a long-standing commitment to the goal of enrolling a student body that encompasses the diversity of the state of California. The University values and seeks diversity. Diversity at the University contributes in a direct and positive way to the educational experience, and also serves to provide opportunity and social mobility to all sectors of society.

In its earliest years, the University focused on geographic diversity by recruiting students from around the state to attend the Berkeley campus. In the 1960s and '70s, the focus on diversity shifted primarily to academic development among racial and ethnic minority groups with low rates of University eligibility.

In July 1995, the University of California Board of Regents passed resolution SP-1, a policy eliminating consideration of race, ethnicity and gender in admissions. Recognizing the potential impact of SP-1 on diversity in future student enrollment, the Regents established the Outreach Task Force to identify ways in which outreach — programs to help make prospective students aware of, and prepared for, the educational opportunities of the University — could be employed to assure that the University remains accessible to students of diverse backgrounds. The charge to the Task Force as specified in SP-1 is

... to develop proposals for new directions and increased funding for the Board of Regents to increase the eligibility rates of those [who are] disadvantage[d] economically or in terms of their social environment

In SP-1, the Regents indicated that this Task Force should include broad statewide representation. Thus, the Task Force is comprised of 35 members, including representatives from the UC Board of Regents; faculty, staff and student representatives from all UC campuses; representatives from business and industry; representatives from the state's major educational sectors, including K-12, California community colleges, and the California State University; and officials from state of California agencies, including the California Postsecondary Education Commission and the California Department of Education.

Task Force Findings

The Task Force began its deliberations in February 1996 and immediately initiated a review of the University's current outreach goals, strategies, programs, and activities. In the course of this review, the Task Force collected both statewide and national data on student achievement and the effects of outreach programs aimed at college readiness.

1) Educational Disadvantage: The data reviewed by the Task Force revealed that a significant obstacle to expanding minority enrollment in higher education is educational disadvantage. Review of performance indicators, school by school, shows a continuing pattern of differing outcomes for racial and ethnic groups in California's school system, with groups least represented in higher education remaining most concentrated in the lowest-performing schools. Almost four out of every five students in these schools are African American, American Indian or Latino — groups with historically low rates of UC eligibility and enrollment. While factors outside of the schools also influence these outcomes, it is clear that the role of the schools is critical and that school improvement provides the most effective single means by which the University can assist in providing equitable opportunities for UC access by all students. These findings suggest that University outreach programs must develop a comprehensive, well-integrated plan coordinated with schools if these programs are to continue to be a force for diversity within a post-SP-1 environment. Elements of this plan should address school culture broadly, including instruction, curriculum, advising, student engagement in learning, and parent involvement. Early intervention also was identified as an important element to be emphasized in this process.

2) Goals for University Outreach: Drawing upon its study and discussions, the Task Force adopted two central goals for UC outreach: 1) contribute to the academic enrichment of UC campuses through a diverse student body; and 2) improve opportunities for California students in disadvantaged circumstances to achieve eligibility and to enroll at UC campuses. Members of the Task Force, in particular members representing the private sector, stressed the importance of diversity at the University because of its potential for promoting economic development in the state through a well-educated management and work force.

Four-Point Strategy for UC Outreach

In response to these findings, the Task Force proposes a four-point outreach strategy that includes short-term, intermediate-term and long-term efforts to assist students in overcoming educational disadvantages while also attracting to the University a student body broadly representative of the state:

1) School-centered Partnerships: Each UC campus should work intensively with a select number of regional partner schools to help improve opportunities for college preparation and to foster a school culture that promotes academic success and high educational standards. This effort also should include a partnership in the Central Valley. Partner schools (including high schools and associated “feeder” junior high and elementary schools) should be selected based on evidence of significant educational disadvantage, such as limited availability of college preparatory courses or low college-going rates, but also based on their potential for improvement and their willingness to participate in collaborative efforts. School-centered outreach is a long-term strategy designed to deal with the underlying causes of low UC eligibility and enrollment rates among students in disadvantaged circumstances.

2) Academic Development Programs: As an intermediate-term strategy, the Task Force proposes expansion of existing effective academic development programs such as the Early Academic Outreach Program (EAOP), the Puente Project, and the Mathematics, Science, Engineering Achievement program (MESA). These programs provide special academic enrichment opportunities for K-12 students and have a record of success, as measured by the number of program participants who subsequently become eligible

for, and enroll at, UC and other postsecondary education institutions. In addition to K-12 outreach, the academic development model can be successfully applied in community college as well as undergraduate and graduate student outreach and merits expansion in these areas.

3) Informational Outreach: Primarily as a short-term strategy, the Task Force recommends an aggressive program of informational outreach to provide better and more timely information to students, families, teachers and counselors to improve planning and preparation for college. Using a variety of media—publications, videos, computer technology — the University should provide materials to alert students and their families, especially during the critical early stages of planning for college, to the course work, achievement levels, and type of individual engagement required for sound preparation. This media program also should address the perception in many communities that the University has lessened its commitment to diversity. Students and families must hear that commitment reaffirmed and receive information on the University’s new plans for outreach supporting this commitment.

4) University Research and Evaluation: The University is charged as the public research institution of the state of California and this research expertise should be brought to bear in a much more coordinated and focused way on the educational needs identified by the Task Force. Thus, as a final component of its proposed strategy, the Task Force recommends harnessing the University’s research expertise more systematically in: 1) identifying the root causes of educational disparity within California’s school system from K-12 through postsecondary education; and 2) evaluating the effectiveness of the University’s outreach programs and suggesting modifications of these programs to the administration.

The Task Force recommends a comprehensive framework for implementing these four outreach approaches. In addition to the system of regional partnerships noted above, this framework includes: 1) specific numerical outcomes for each approach; 2) assignment of responsibility for results; and 3) a resource plan, including identification of new resources required to implement the outreach strategies proposed herein.

The Critical Role of Faculty and Teachers

While additional financial resources will be required, the Task Force believes that one of the most important factors for the success of the outreach approaches proposed involves human resources, particularly faculty and teachers. UC faculty participation in outreach efforts is essential for two reasons. The first involves evaluation and assessment of outreach programs. A problem the Task Force has encountered during its work is the lack of rigorous research and evaluation of outreach program methodology and outcomes. To address this problem, the Task Force recommends charging faculty-based research units, new or existing, to coordinate research, development and evaluation of University outreach programs. Establishment of such research units also could go far in addressing a second problem noted by the Task Force, namely, the fact that outreach often is viewed as a peripheral, rather than a core, University function. By involving UC faculty more centrally in research and in intellectual inquiry focused on the continuum of learning from K-12 through undergraduate and graduate instruction, the Task Force believes that the proposed research units could help elevate the importance of outreach both within the faculty reward system and within the University as a whole.

For “school-centered” outreach to be effective at the K-12 level, teachers, counselors, and principals in partner schools must be centrally involved at each stage of the process. Teachers are the key to building a school culture that supports high academic standards, and the UC/K-12 partnership efforts will depend in the long run on an enhanced commitment to recruit, develop and retain this key group of educators, as well as to support and carry out research and development efforts in teacher education.

Statewide Educational Convocation

The Outreach Task Force recognizes that its work is only one element in the broader context of national and state educational reform. In view of the many different K-12 efforts now beginning or under way, the Task Force recommends a convocation of the state’s educational, governmental and business leadership. As a result of this convocation, leadership should survey the full range of ongoing educational innovation and reform and move to better coordinate these efforts in a collaborative way. The convocation should seek to promote consensus on priorities for enlarging and developing the interest and involvement of all sectors of society in the higher levels of academic achievement that are an imperative to meet the distinctive challenges the new century presents.

Conclusion

The Outreach Task Force believes that the comprehensive plan proposed, comprising a balanced set of short-, medium-, and long-range outreach activities along with focused research and continuous evaluation, will best enable the University to achieve its goal of a diverse student body. If fully implemented, the plan can help to fulfill the Regents’ charge to increase the preparation and enrollment of students in disadvantaged circumstances at the University.

Numerical Outcomes from the Outreach Task Force (1997)

(Text below is an excerpt from Chapter 6 of the Outreach Task Force report [July 1997] and describes the outcomes that were set for the University's outreach programs.)

Numerical Outcomes for University Outreach

The Task Force believes it is essential for the University to establish desired numerical outcomes for all UC outreach programs in order to assess the effectiveness of programmatic efforts and measure progress toward outcomes. To this end, the Task Force recommends striving for the following numerical outcomes for each of the three strategic elements of outreach outlined immediately above. Although different programs and regional partnerships may wish to set other specific outcomes in addition to those identified here, the Task Force believes that the numerical outcomes set forth below should apply broadly to all University outreach programs. The outcomes are based generally on rates of improvement achieved by University outreach programs such as EAOP, MESA, and Puente over the past decade, extrapolated to the future. While we acknowledge that achieving these objectives requires and is contingent upon finding ways to enhance substantially the resources and efforts of each campus and the University as a whole, and that the efforts and priorities of institutions other than UC also are involved, the Task Force nevertheless believes these outcomes are realistic and worthy of good-faith efforts.

A) Numerical Outcomes for UC/K-12 School-Centered Partnership Programs

Each UC campus, in collaboration with participating K-12 school districts and other regional partners, shall work to increase the number of UC-eligible graduates from partner high schools by 100 percent — or to increase the UC-eligibility rate in these schools by 4 percentage points, whichever is greater — between 1997 and 2002. For example, if in 1997 a given partner school graduates 25 students who are UC-eligible, the desired outcome would be to produce 50 UC-eligible graduates by 2002. Alternatively, if the UC eligibility rate at this same school were 2 percent in 1997, the desired outcome would be to increase that rate to 6 percent by 2002 if achieving this outcome resulted in a larger number of UC-eligible graduates than the first goal.

Each UC campus, in collaboration with participating schools and other regional partners, will work to increase the number of competitively eligible students (i.e., students eligible for admission at the most selective UC campuses) from partner schools by 50 percent — or the competitive eligibility rate in these schools by 2 percentage points, whichever is greater — between 1997 and 2002.

Detailed plans regarding the ways in which the regional partnerships will implement the Universitywide framework for outreach are to be submitted by each Chancellor to the President by January 1, 1998.

B) Numerical Outcomes for Academic Development Programs

Statewide UC academic development programs will work to increase the number of UC-eligible program graduates from disadvantaged backgrounds by 100 percent between 1997 and 2002.

Statewide UC academic development programs will work to increase the number of competitively eligible program graduates from disadvantaged backgrounds by 50 percent between 1997 and 2002.

C) Numerical Outcomes for Informational Outreach

Each UC campus will seek to increase the number of outreach contacts with elementary, middle school, high school, and community college students and families from disadvantaged backgrounds by 200 percent between 1997 and 2002. These contacts may include, but are not limited to, such activities as counseling/advising, informational workshops, school visits, and tutoring.

Each UC campus, in collaboration with its regional partners, shall establish ongoing systems to assess the qualitative effectiveness of information outreach programs by January 1, 1998.

APPENDIX G

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