

AGENDA

COMMITTEE ON EDUCATIONAL POLICY

Meeting: 9:00 a.m., Wednesday, January 26, 2022
Virtually via Teleconference

Christopher Steinhauser, Chair
Romey Sabalius, Vice Chair
Larry L. Adamson
Diego Arambula
Jane W. Carney
Jack Clarke, Jr.
Douglas Faigin
Jean Picker Firstenberg
Wenda Fong
Julia I. Lopez
Krystal Raynes
Yammilette Rodriguez

- Consent**
- Discussion**
1. Approval of Minutes of the Meeting of November 9, 2021, *Action*
 2. Recommended Amendment to Title 5 Regarding the Proposed Name Change for Humboldt State University, *Action*
 3. Recommended Amendments to Title 5 Regarding the Discontinuation of Standardized Examinations for CSU Undergraduate Admission, *Information*

COMMITTEE ON EDUCATIONAL POLICY

Recommended Amendments to Title 5 Regarding the Discontinuation of Standardized Examinations for CSU Undergraduate Admission

Presentation By

Sylvia A. Alva
Executive Vice Chancellor
Academic and Student Affairs

April Grommo
Assistant Vice Chancellor
Enrollment Management Services

Summary

The California State University (CSU) suspended the use of standardized test scores for the 2021-22 and 2022-23 academic years for undergraduate admission due to the COVID-19 pandemic and the unavailability of examinations for prospective applicants. Preceding this temporary action, the CSU had been engaged in an ongoing discussion about admission eligibility. In spring 2021, the CSU's Admission Advisory Council (AAC), comprised of faculty, administrators and students, was asked to consider the future use of standardized testing in CSU undergraduate admission. In addition to consideration of pandemic-related hardships and concerns brought forth by PK-12 school districts and community-based organizations, the committee considered equity and fairness, academic preparation, Graduation Initiative 2025 goals and extensive research on the topic of standardized testing and college admission as part of its deliberations.

Although standardized test scores have a long tradition in higher education, dating back to 1901, the council found that standardized tests provide negligible additional value to the CSU admission process. The negative impact of stress on students, families and high schools as well as the consistent differential tests results between students in more affluent communities relative to less affluent communities cannot be ignored. Ultimately, the council recommended the permanent discontinuation of the use of standardized test scores in CSU undergraduate admissions.

Background

The AAC met monthly between January and May 2021 to focus specifically on the topic of standardized test scores and the admission process. Ad-hoc members were added to the council to provide additional perspectives on this topic, including the chair of the CSU Statewide Academic

Senate, the president of the California State Student Association and a representative from the California Department of Education. In parallel to this work, the University of California (UC) initiated a process to formally reconsider the use of standardized testing in its admission eligibility and selection processes. The UC reviewed the role of the SAT and ACT exams in the UC system, ultimately recommending a phased discontinuation of both exams and the creation of a new UC-specific admission examination. Following a lawsuit filed by school districts and community organizations and resulting injunction, the UC determined it would no longer utilize any standardized examinations in admission.

Minimum Eligibility for CSU Admission

A first-year student is considered a student who has earned no college credit after the summer immediately following high school graduation. Prior to the 2021-22 academic year, first-year students were required to meet the following eligibility requirements:

- Be a high school graduate.
- Complete the 15-unit comprehensive “a-g” course pattern of college preparatory study with a grade of C or better. The “a-g” subjects are: History and Social Science; English; Math; Laboratory Science; Language Other Than English; Visual and Performing Arts; and College Preparatory Elective.
- Earn an eligibility index that qualifies for admission.

The eligibility index is a weighted combination of the high school grade point average (GPA) during the final three years of high school and a score on either the SAT or ACT. All grades earned in “a-g” courses taken in the sophomore, junior or senior year are used to calculate the GPA.

The CSU eligibility index formula is calculated by using either the SAT or ACT as follows:

- $\text{SAT (mathematics and evidence-based reading and writing scores)} + \text{GPA} \times 800$
- $\text{ACT (10 x ACT composite score without the writing score)} + \text{GPA} \times 200$

Graduates of California high schools or residents of California, as defined for tuition purposes, needed to have a minimum eligibility index of 2,950 using the SAT or 694 using the ACT. Nonresidents of California, as defined for tuition purposes, must have a minimum index of 3,570 using the SAT or 842 using the ACT.

With the temporary suspension of standardized testing as a result of the pandemic, the CSU established criteria for CSU minimum eligibility and campus eligibility for impacted programs and campuses for the 2021-22 and 2022-23 academic years. CSU minimum eligibility is based currently on high school graduation, or equivalent, “a-g” GPA and “a-g” course requirements.

Impacted campuses, programs and second-tier GPA student admission criteria is based on a combination of academic and non-academic factors.

For the 2021-22 and 2022-23 academic years, CSU minimum eligibility requires a student: to be a high school graduate or equivalent; have completed the 15-unit comprehensive “a-g” pattern of college preparatory courses with a grade of “C” or better; and earned a qualifying “a-g” grade point average. California residents and graduates of California high schools will be eligible for admission by earning a 2.5 or greater “a-g” GPA.

To ensure no students were unfairly excluded from admission consideration during the pandemic, the CSU provided the ability for campuses to review applicants with a GPA lower than 2.5 using additional admission criteria. Any California high school graduate or resident of California earning a GPA between 2.00 and 2.49 may be evaluated for admission based upon supplemental factors. Non-California residents may be eligible for admission to the CSU by earning a 3.0 or greater “a-g” GPA along with other supplemental factors utilized by the individual campus, including those outlined by impacted campuses and programs. Any non-California residents earning a GPA between 2.47 and 2.99 may be evaluated for admission based upon supplemental factors.

Impacted Campuses/Programs and Multi-Factor Admission Score

In lieu of an eligibility index, CSU campuses are calculating a Multi-Factor Admission Score (MFAS) based on a number of supplemental factors. During this interim period, CSU campuses continue to have autonomy and wide latitude in determining an admissions evaluation approach that is best suited to their enrollment management priorities and needs. Campuses ensure that “a-g” GPA and academic preparation are the most heavily weighed variables. Campuses determined their specific value scale so that each variable can be quantified, and an objective review of applicants can take place. CSU campuses evaluated the admission factors that were available, based on admission application information, and chose a combination of factors that would work best for them. Campuses are not using all factors, but only a subset that best fit their campuses requirements. They are:

1. “a-g” GPA
2. English GPA
3. Laboratory science GPA
4. Math/Quantitative reasoning GPA
5. History GPA
6. Language other than English (LOTE) GPA
7. “a-g” courses beyond 15 years/30 semesters
8. Number of History courses
9. Number of Language other than English (LOTE) courses
10. Number of Math/Quantitative reasoning courses

11. College Promise/Partnership programs
12. Free and Reduced Lunch School (66%+)
13. First generation student status
14. Qualification for an application fee waiver
15. Participation in college preparation educational programs
16. Foster youth student
17. Military status
18. Work experience
19. Extracurricular activities
20. Leadership roles
21. Local Admission Priority (if applicable)

Evaluating Predictive Nature of Standardized Test Scores

In March 2019, Kurlaender and Cohen published a study that reviewed how well high school GPA, Smarter Balanced Assessment (SBAC) and SAT predict first year outcomes of first-time freshman enrolled at the CSU and UC. The SBAC, administered in Grade 11 in California public high schools, provides a standards-aligned assessment to determine students' progress toward college and career readiness. This report confirmed that high school GPA is a stronger predictor of first-year college GPA and second-year persistence than either the SBAC or SAT for CSU students who enrolled as first-time freshman in 2016-2017.

In January 2020, the CSU Office of the Chancellor's Institutional Research and Analyses department used the same methodology and studied the incoming fall 2018 first-year student cohort. The 2018 cohort also took the revised SAT that was introduced in 2016. The department's findings confirmed, neither SBAC nor the revised SAT add additional predictive value over high school GPA for first year student outcomes. The following is a high-level summary:

First-Year GPA

- High school GPA is much stronger predictor relative to either the revised SAT or SBAC alone.
- SBAC alone predicts marginally better than SAT alone overall and for several subgroups.
- The combination of high school GPA/SAT and high school GPA/SBAC does a little better than high school GPA alone.
- Including all three scores does not improve predicted outcomes.

First-Year Retention

- Consistent with other analyses, the overall predictive power of high school GPA and test scores on retention is much lower than GPA alone.
- SBAC alone is slightly more correlated than SAT alone for low-income students.

- There is no improvement in prediction by using high school GPA with additional test scores overall.

First-Year Term Units Attempted

- Test scores are as predictive as high school GPA alone for most groups.
- SAT and SBAC perform similarly.
- Inclusion of both scores with high school GPA does not improve the prediction.

Recommendations

As the CSU continues to adapt and innovate in response to the COVID-19 pandemic, it does so with a focused and unwavering commitment to its core values and strategic priorities. Graduation Initiative 2025, dedicated to both enhancing and increasing student access and success as well as eliminating educational equity gaps, remains at the forefront of CSU decisions. It is in this spirit that the Admission Advisory Council recommends the permanent discontinuation of the use of the SAT and ACT standardized test scores in CSU undergraduate admissions.

It is also noted that although the GPA is a strong predictor of students' ability to be successful in college, there can be differences of opportunities across school districts. For example, the availability of honors and Advanced Placement courses can differ across school districts. This can impact the ability for students to earn a higher "a-g" GPA. Utilizing additional factors in the calculation of CSU Minimum Eligibility will provide for a more well-rounded set of variables for admission evaluation. Subsequent to the discontinuation of the use of SAT and ACT standardized exams, the Admission Advisory Council will provide recommendations to the Chancellor on the organization of remaining admission eligibility factors into clear, concise, equitable categories that can easily be communicated to and understood by prospective students, families and PK-12 educators.

In advancing the recommendation by the AAC, the proposed amendment to Title 5 would remove references to the SAT and ACT standardized entrance examinations as part of eligibility for CSU undergraduate admission requirements.

The following resolution is proposed for adoption:

RESOLVED, by the Board of Trustees of the California State University, acting under the authority prescribed herein and pursuant to Section 66205 of the Education Code, to amend Section 40601, 40751 and 40801 of Title 5 of the California Code of Regulations and delete Sections 40752 and 40802, respectively replacing them with 40752.1 and 40802.1, which are being renumbered to 40752 and 40802. These amendments are as follows:

Title 5, California Code of Regulations
Division 5 - Board of Trustees of the California State Universities
Chapter 1 - California State University
Subchapter 3 - Admission Requirements
Article 1 - Construction and Definitions

§ 40601. Particular Terms.

The following terms, whenever used or referred to in this subchapter, shall have the following meanings, respectively, unless a different meaning appears from the context:

- (a) The term “Chancellor” means the Chancellor of the California State University or designee.
- (b) The term “the campus” means the campus to which application for admission is made.
- (c) The term “appropriate campus authority” means the president of the campus or designee.
- (d) The term “college” means:
 - (1) Any institution of higher learning that is accredited to offer work leading to the degree of Bachelor of Arts or to the degree of Bachelor of Science, by the applicable regional accrediting agency recognized by the United States Department of Education, except an institution which is accredited only as a “specialized institution”;
 - (2) Any foreign institution of higher learning which, in the judgment of the Chancellor, offers course work equivalent to that offered by institutions included within subdivision (d)(1) of this section.
- (e) The term “application” means the submission to the campus, by the person applying for admission, of all documents, including official transcripts of all the applicant's academic records and information that the applicant is required personally to submit, and the payment of any application fee due, pursuant to Section 41800.1.
- (f) The term “eligibility index” means the number derived for admission determination, from a weighted combination of the grade point average for courses taken in the comprehensive pattern of college preparatory subjects during the final three years of high school and other factors that shall be determined by the chancellor, ~~and the score on either the ACT or the SAT (examinations), pursuant to Title 5 section 40752 or section 40802.~~ The weighting of grade point averages and other factors ~~and test scores~~ shall be determined and adjusted from time to time by the chancellor, ~~on the basis of standards defined by a California higher education eligibility study.~~
- (g) The term “good standing at the last college attended” means that at the time of application for admission and at the time of admission, the applicant was not under disciplinary or academic

suspension, dismissal, expulsion or similar action by the last college attended and was not under disciplinary suspension, dismissal, expulsion or similar action at any institution of the California State University.

(h) The term “first-time freshman” means an applicant who has earned college credit not later than the end of the summer immediately following high school graduation or an applicant who has not earned any college credit.

(i) The term “undergraduate transfer” means any person who is not a first-time freshman pursuant to Section 40601(h), and who does not hold a baccalaureate degree from any college.

(j) The term “full-time student” means any student whose program while in attendance at a college averaged twelve or more semester units per semester, or the equivalent.

(k) The term “resident” shall have the same meaning as does the same term in Section 68017 of the Education Code, and shall include all persons so treated by the provisions of that section.

(l) The term “unit” means a semester unit within the meaning of Section 40103, or the equivalent thereof.

(m) The term “transferable” when used in connection with college units, college credit or college work, shall mean those college units, credit or work which are determined to be acceptable (either for specific requirements or as electives) toward meeting the requirements of a baccalaureate degree. The Chancellor is authorized to establish and from time to time to revise procedures for the implementation of this subdivision.

(n) The term “comprehensive pattern of college preparatory subjects” means, in each area of study, at least four years of English, three years of mathematics, two years of history or social science, two years of laboratory science, two years of foreign language, one year of visual and performing arts, and one year of electives from any combination of English, mathematics, social science, history, laboratory science, foreign language, visual and performing arts, CSU-approved career technical education courses, and other fields of study determined by the Chancellor to be appropriate preparation for California State University study.

(o) The terms “impacted campus” or “impacted programs” at any campus mean that the number of applications from eligible applicants received during the initial application filing period exceeds the number of available admission spaces.

(p) The terms “redirection” or “redirect” refer to the responsibility of each CSU campus that opens to receive new undergraduate applications for any given term to admit eligible transfer

applicants with Associate Degrees for Transfer or to forward their application to another CSU campus with the capacity to admit.

Title 5, California Code of Regulations
Division 5 - Board of Trustees of the California State Universities
Chapter 1 - California State University
Subchapter 3 - Admission Requirements
Article 4 - Admission as First-Time Freshman

§ 40751. Alternative Bases for Admission.

An applicant may be admitted to a campus as a first-time freshman only upon satisfaction of the requirements of ~~Section 40752~~ and of any of the following sections of this Article: 40753, 40754, 40755, 40756, 40757, 40758, 40759. Any student must meet Section 40752 when applicable.

~~**Title 5, California Code of Regulations**~~
~~**Division 5 - Board of Trustees of the California State Universities**~~
~~**Chapter 1 - California State University**~~
~~**Subchapter 3 - Admission Requirements**~~
~~**Article 4 - Admission as First-Time Freshman**~~

~~**§ 40752. Entrance Examination Required.**~~

~~An applicant for admission to a campus as a first-time freshman, except applicants who are admissible as first-time freshmen, pursuant to Section 40755, or high school students pursuant to Section 40758, shall be required to submit, or to have submitted on his or her behalf a score on the American College Test or the Scholastic Aptitude Test. However, the appropriate campus authority may exempt an applicant from the requirement when the test score is not a factor in determining admission eligibility.~~

Title 5, California Code of Regulations
Division 5 - Board of Trustees of the California State Universities
Chapter 1 - California State University
Subchapter 3 - Admission Requirements
Article 4 - Admission as First-Time Freshman

§ 40752.4. English Language Examination.

To be admitted to a campus as a first time freshman, an applicant who has not attended for at least three years an educational institution at the secondary level or beyond where English is the principal language of instruction must receive a minimum score of 500 on the Test of English as a Foreign Language (TOEFL). Appropriate campus authority may prescribe a higher minimum score, based on such campus factors as the nature of the instruction offered, availability of instruction in English as a second language, student enrollment demand, and availability of funds. Achieving the minimum score shall be evidence of the applicant's English competency at a level which will allow the applicant to participate satisfactorily in and benefit from university study. Exceptions may be granted by the appropriate campus authority when there is convincing evidence that the applicant's competence in English is at a level which will allow satisfactory participation in and benefit from university study.

Title 5, California Code of Regulations
Division 5 - Board of Trustees of the California State Universities
Chapter 1 - California State University
Subchapter 3 - Admission Requirements
Article 5 – Admission as an Undergraduate Transfer

§ 40801. Alternative Bases for Admission.

An applicant may be admitted to a campus as an undergraduate transfer only upon satisfaction of the requirements of ~~Section 40802 and~~ of any of the following sections of this article: 40803, 40803.1, 40804, 40805, 40806, 40807. Any student must meet Section 40802 when applicable.

Title 5, California Code of Regulations
Division 5—Board of Trustees of the California State Universities
Chapter 1—California State University
Subchapter 3—Admission Requirements
Article 5—Admission as an Undergraduate Transfer

§ 40802. Entrance Examinations.

~~The appropriate campus authority shall determine whether or not entrance examinations shall be required of applicants for admission as undergraduate transfers for a particular semester or quarter. With respect to campuses at which such examinations are required, an applicant for admission as an undergraduate transfer shall be required to submit, or to have submitted on the applicant's behalf, his or her score on the American College Test or the Scholastic Aptitude Test, whichever is required by the president of the campus; provided, that any applicant who is redirected to a campus where such examinations are required, may submit, or have submitted on the applicant's behalf, to the campus to which the applicant is redirected, his or her score on the test required by the president of the campus from which the applicant was redirected; and provided further, that any applicant who is redirected to a campus at which such examinations are required from a campus at which they are not required, shall not be required to submit or to have submitted on the applicant's behalf, his or her score on such an examination.~~

Title 5, California Code of Regulations
Division 5 - Board of Trustees of the California State Universities
Chapter 1 - California State University
Subchapter 3 - Admission Requirements
Article 5 - Admission as an Undergraduate Transfer

§ 40802.4. English Language Examination.

To be admitted to a campus as an undergraduate transfer student, an applicant who has not attended for at least three years an educational institution at the secondary level or beyond where English is the principal language of instruction must receive a minimum score of 500 on the Test of English as a Foreign Language (TOEFL). Appropriate campus authority may prescribe a higher minimum score, based on such campus factors as the nature of the instruction offered, availability of instruction in English as a second language, student enrollment demand, and availability of funds. Achieving the minimum score shall be evidence of the applicant's English competency at a level which will allow the applicant to participate satisfactorily in and benefit from university study. Exceptions may be granted by the appropriate campus authority when there is convincing evidence that the applicant's competence in English is at a level which will allow satisfactory participation in and benefit from university study.