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AB928 Associate Degree for Transfer Intersegmental Implementation Committee
Draft: Final Report
Version: November 2023

7 This document is being publicly released in November 2023. It includes a description
8 of the AB928 Associate Degree for Transfer Intersegmental Implementation Committee
9 (hereafter “AB928 Committee” and/or “Committee”) and the Committee’s
10 recommendations in three areas:

11 *Goals: Identifying annual goals for increasing transfer rates in California and*
12 *closing racial equity gaps in transfer outcomes to be adopted by the state.*

13 *STEM: Proposing a new unit threshold for Science, Technology, Engineering and*
14 *Mathematics (STEM) degree pathways that meet the requirements for admission*
15 *to the California State University and the University of California.*

16 *Reengagement: Reengaging Associate Degree for Transfer (ADT) earners who*
17 *do not transfer or apply for transfer into a four-year postsecondary educational*
18 *institution.*

19 While the Committee was tasked with making recommendations in these three specific
20 areas, the Committee was also oriented by the broader purposes of the Committee as
21 outlined in legislation¹:

22 *(b) The Associate Degree for Transfer Intersegmental Implementation*
23 *Committee is hereby established for the following purposes:*

24 *1) To serve as the primary entity charged with the oversight of the*
25 *associate degree for transfer for the sole purpose of strengthening the*
26 *pathway for students and to ensure it becomes the primary transfer*
27 *pathway in California between campuses of the California Community*
28 *Colleges and the University of California, the California State University,*
29 *and participating independent institutions of higher education defined in*

30 ¹ California State Legislature. (2021). *Assembly Bill No. 928, Student Transfer Achievement Reform Act of 2021:*
31 *Associate Degree for Transfer Intersegmental Implementation Committee.* Retrieved April 18, 2023, from
32 https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=202120220AB928

33 *subdivision (b) of Section 66010, so that more students can avail*
34 *themselves of the pathway's benefits. The oversight shall include, but is*
35 *not limited to, all of the following:*

36 *(A) Ensuring a reduction in the number of excess units accumulated by*
37 *California Community College students before transferring to four-year*
38 *postsecondary educational institutions.*

39 *(B) Eliminating repetition of courses at four-year postsecondary*
40 *educational institutions taken by California Community College students*
41 *who successfully transfer into four-year postsecondary educational*
42 *institutions.*

43 *(C) Increasing the number of California Community College students who*
44 *transfer into a four-year postsecondary educational institution through an*
45 *ADT pathway.*

46 The AB928 Committee will vote on its final recommendations at a public meeting on
47 November 30, 2023, and a final version of the Committee's report and
48 recommendations is due to the Governor's Office of Planning and Research by
49 December 20, 2023.

50 Members of the public wishing to provide comment on this draft may do so using this
51 form: <https://www.ab928committee.org/public-comment>. Public comments will be
52 publicly posted and delivered to the AB928 Committee members for their
53 consideration and discussion during public Committee meetings. Comments will not
54 be responded to individually.

55 Details about the AB928 Committee, including its meeting agendas and materials, can
56 be found at its website: <https://www.ab928committee.org/>

57

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SECTION I: SUMMARY OF DRAFT RECOMMENDATIONS

84

85

86 *NOTE TO COMMITTEE: The recommendations in this section are what the Committee*
87 *will vote on during the November 30, 2023 public meeting.*

88 In 2021, the California State Legislature (via AB928) created the Associate Degree for
89 Transfer Intersegmental Implementation Committee and called upon it to make
90 recommendations to the Legislature in the following areas:

- 91 ● Goals: “Identifying annual goals for increasing transfer rates in California and
92 closing racial equity gaps in transfer outcomes to be adopted by the state.”
- 93 ● STEM: “Proposing a new unit threshold for STEM degree pathways that meet
94 the requirements for admission to the California State University and the
95 University of California.”
- 96 ● Reengaging ADT earners: “Reengaging ADT earners who do not transfer or
97 apply for transfer into a four-year postsecondary educational institution.”

98 The following list is the AB928 Committee’s recommendations at a high level. The
99 Committee’s full report, which follows, contextualizes these recommendations and
100 provides further research and rationale in support of the recommendations. The AB928
101 Committee calls for the following recommendations out of a strong belief that
102 increasing postsecondary attainment can improve the well-being of California’s
103 residents, fulfill the demands of the workforce, and provide fair and equitable
104 opportunity in the labor market. A robust body of research demonstrates that equitable
105 opportunities for postsecondary education deliver a variety of benefits to both
106 individuals and the state, ranging from increased tax revenues to a fulfilled workforce,
107 increased civic engagement, and social mobility.² Stemming from this belief in the
108 power of postsecondary education to improve the lives of Californians, the AB928
109 Committee’s recommendations seek to chart a bold path forward. The Committee
110 aspires to leave the status quo behind and achieve the maximum of what is possible
111 for the state of California and its residents.

112 ² Cuellar Mejia, M., Perez, C.A., Hsieh, V. & Johnson, H. (2023). Is College Worth It? Public Policy Institute of
113 California. Retrieved October 27, 2023, from <https://www.ppic.org/publication/is-college-worth-it/>; McKinsey &
114 Company. (2023). *Fulfilling the Potential of US Higher Education*. Retrieved August 11, 2023, from
115 <https://www.mckinsey.com/~media/mckinsey/industries/education/our%20insights/fulfilling%20the%20potential%20of%20us%20higher%20education/fulfilling-the-potential-of-us-higher-education.pdf>; Postsecondary Value Commission.
116 (2021). *Equitable Value: Promoting Economic Mobility and Social Justice through Postsecondary Education*. Institute
117 for Higher Education Policy and the Bill & Melinda Gates Foundation. Retrieved August 11, 2023, from
118 <https://www.postsecondaryvalue.org/wp-content/uploads/2021/05/PVC-Final-Report-FINAL.pdf>; Trostel, P., and
119 Smith, M.C. (2017.) *It’s Not Just the Money: The Benefits of College Education to Individuals and Society*. University
120 of Maine and Lumina Foundation. Retrieved September 21, 2023, from
121 <https://www.luminafoundation.org/wp-content/uploads/2017/08/its-not-just-the-money.pdf>; Gallup and Lumina
122 Foundation. (2023.) *Education for What?* Retrieved September 21, 2023, from
123 <https://www.gallup.com/analytics/468986/state-of-higher-education.aspx>
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A. RECOMMENDATIONS AREA: GOALS

"Identifying annual goals for increasing transfer rates in California and closing racial equity gaps in transfer outcomes to be adopted by the state."

Recommendation 1. Adopt and monitor the following goals, designed to prioritize first and foremost closing equity gaps by race and ethnicity in transfer outcomes:

- By 2030, close equity gaps by race and ethnicity in the outcomes of students who begin in the California Community Colleges (CCC) and seek to transfer; and
- By 2030, close equity gaps by race and ethnicity in the outcomes of students who begin in the CCC and seek to apply, be admitted, enroll and graduate from the University of California (UC) and California State University (CSU) systems.

Recommendation 2. Adopt and monitor the following goal: To meet the state's 70% postsecondary credential attainment goal (set by Governor Newsom) by 2030, increase statewide attainment by 2% each year from the current baseline of 56% while closing equity gaps by race and ethnicity to ensure all of California's residents meet the 70% goal.

Recommendation 3. Adopt and monitor the following goal: By 2030, 100% of the entering CCC students who intend to (and meet the academic requirements for) transfer will successfully transfer (apply to transfer, be admitted, and enroll) and will complete a bachelor's degree within four years of transfer at any accredited non-profit institution in- or out-of-state.

Recommendation 4. Adopt and monitor the following goal: By 2030, close regional opportunity gaps to access Associate Degree for Transfer (ADT) pathways by ensuring students can transfer in their region and in the major in which they earned their ADT.

B. RECOMMENDATIONS AREA: STEM

"Proposing a new unit threshold for STEM degree pathways that meet the requirements for admission to the California State University and the University of California."

Recommendation 5. Establish and resource an Intersegmental Course Articulation and Pathways Development infrastructure to oversee the process of course review, pathways development, and determinations of similarity, with intentional participation of faculty from CCC, CSU, UC and Association of Independent California Colleges and

160 Universities (AICCU) member institutions to maximize the potential of the ADT and its
161 guarantee of admissions at participating four-year universities.

162 Recommendation 6. Retain the 60-unit requirement for ADTs while providing an option
163 for up to an additional 6 units for high-unit STEM ADTs and require the submission of
164 clear evidence and rationale for the higher units during the Transfer Model Curricula
165 (TMC) approval process.

166 Recommendation 7. Require that by the end of the 2023-24 academic year, TMC drafts
167 are in place for each of Engineering, Biology, Chemistry, Mathematics, Environmental
168 Science, Physics, and Computer Science pathways that prepare students for transfer to
169 both the CSU and UC systems and other four-year institutions that choose to
170 participate (such as members of AICCU and Historically Black Colleges and Universities
171 (HBCUs) currently engaged with the CCCCO). Should a discipline or major not yield to
172 a single transfer pathway, clear rationale and evidence on why separate pathways are
173 needed must be provided.

174 Recommendation 8. Set a deadline that the CCCs must adopt the TMCs (as created in
175 Recommendation 7) and create ADTs, and encourage the CSU and UC systems, and
176 other four-year institutions that choose to participate (such as members of AICCU and
177 HBCUs currently engaged with the CCCCO), to accept those ADTs for transfer so that
178 students are accessing the ADTs by fall of 2026.

179 Recommendation 9. Make clear that general education flexibility for STEM pathways is
180 allowed and may be required for the creation of equitable pathways in some STEM
181 programs.

182 Recommendation 10. To support equitable student success in STEM pathways, invest
183 in the scaled implementation of culturally responsive student supports and
184 evidence-based academic/pedagogical improvements.

185 Recommendation 11. Require transparency concerning membership and composition
186 of the Faculty Discipline Review Groups (FDRGs) and other intersegmental curriculum
187 groups.

188 Recommendation 12. In light of the relevance of AB1291³ to the goals of the AB928
189 Committee, require AB1291 be implemented in meaningful collaboration with the
190 CCCs and that pathways developed in response to AB1291 adhere to the
191 recommendations of the AB928 Committee regarding STEM TMCs.

192

193 ³ California State Legislature. (2023). Assembly Bill No. 1291, University of California Associate Degree for Transfer
194 Pilot Program. Retrieved November 2, 2023, from <https://legiscan.com/CA/text/AB1291/2023>

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C. RECOMMENDATIONS AREA: REENGAGING ADT EARNERS

“Reengaging ADT earners who do not transfer or apply for transfer into a four-year postsecondary educational institution.”

Recommendation 13. Invest in the creation, and assign responsibility for implementation, of a Transfer Reengagement Initiative for Associate Degree Holders (TRIAD), a comprehensive plan organized into two overarching areas of focus:

- Strategies to reduce the number of students who get close to transfer and do not transfer or apply to transfer:
 - Build a universal student application process;
 - Identify, monitor and make visible the students of focus;
 - Streamline processes and remove unnecessary barriers;
 - Study the impact of financial aid; and
 - Build a regional infrastructure for coordinating admissions (and redirecting if needed) across segments and online offerings to ensure placebound students can stay in their preferred region.
- Strategies to reengage students who already hold the ADT and did not transfer or apply to transfer:
 - Launch a reengagement campaign that is carefully designed for success and inclusive of:
 - Reengagement scholarships that provide reduced or free tuition and fees for returning students;
 - Bridge programs that support students as they reenter postsecondary education;
 - Easily accessible coaching services so students can quickly and easily receive customized support; and
 - Funding levers and metrics that can incentivize institutions’ focus on increased student enrollment, persistence, and completion.

D. RECOMMENDATIONS AREA: OVERARCHING NEEDS TO MEET THE INTENT OF AB928

Following over a year of meetings, discussion and analysis, the AB928 Committee concluded that the only way to actually deliver on the promise of these recommendations is to call for a dramatically changed postsecondary policymaking environment in California. The following overarching recommendations are designed to create the conditions that are absolutely necessary if these recommendations are to succeed, and the intent of the AB928 legislation is to be met.

231 Recommendation 14. Permanently establish within state structures, and resource with
232 on-going funding, a Higher Education Intersegmental Council. This Council's make-up
233 should include students, senior administrative and academic senate leaders from all of
234 the segments, K12 representatives, workforce experts and equity advocates (mirroring
235 in many ways the representation on the AB928 Committee), and should seek to meet
236 the following goals:

- 237 ● Develop a detailed plan, that outlines the roles and responsibilities of each
238 segment, for how the state will increase credential production and transfer
239 attainment to meet the state's 70% attainment goal, while closing equity gaps,
240 particularly by race and ethnicity, income and region;
- 241 ● Build and resource statewide infrastructure for intersegmental coordination and
242 collaboration, breaking down existing siloes;
- 243 ● Create a new venue for addressing policy barriers, responding to new policies,
244 and aligning and streamlining resources and investments;
- 245 ● Assess educational program alignment to workforce demand and engage
246 industry to align education and training programs;
- 247 ● Develop a shared definition of regional service areas and alignment of equitable
248 opportunity;
- 249 ● Deepen understanding of student affordability through collaboration with critical
250 entities such as the California Student Aid Commission (CSAC) and aligned
251 affordability efforts such as college savings accounts and Free Application for
252 Federal Student Aid (FAFSA) for All; and
- 253 ● Provide oversight for efforts recommended by the AB928 Committee, such as
254 the Intersegmental Course Articulation and Pathways Development
255 infrastructure, the monitoring of goals, and the Transfer Reengagement Initiative
256 for Associate Degree Holders (TRIAD).

257 Recommendation 15. Invest in the accelerated completion of the Cradle-to-Career
258 data system, with active participation of representatives from the four segments of
259 higher education to inform data and information needs.⁴ Ensure that the data system
260 can provide ongoing monitoring of the goals and activities outlined by the AB928
261 Committee, and provide, at a minimum, data and analysis that is finely disaggregated
262 by race and ethnicity (e.g., disaggregated by subpopulation within groups such as
263 Asian), income, and region of at least the following metrics and areas of analysis:

- 264 ● Outcomes for transfer students who start at community colleges, including data
265 on who gets prepared for transfer, finishes the ADT, applies to transfer, is

266 ⁴ The Cradle to Career longitudinal data system was created by AB132 and is expected to improve the availability of
267 intersegmental data. California State Legislature. (2021). *Assembly Bill No. 132, Postsecondary education trailer bill*.
268 Retrieved April 18, 2023, from https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB132

- 269 accepted for transfer, enrolls and then completes the bachelor's degree (and
270 other credentials);
- 271 ● Outcomes for students who start in four-year institutions and transfer to other
272 institutions (e.g., to community college colleges, other four-year institutions,
273 etc.), including data on who applies to transfer, is accepted for transfer, enrolls
274 and then completes credentials;
 - 275 ● Total time and units to degree for transfer students;
 - 276 ● Labor market outcomes for transfer students;
 - 277 ● The effects of impaction/redirection;
 - 278 ● Intra- and inter-regional transfer patterns;
 - 279 ● Intersectional identities of transfer students and related success patterns; and
280 ● Credits that are unusable or repeated in the transfer process.

281 Recommendation 16. Commission a comprehensive needs and opportunities
282 landscape analysis of regional workforce and educational needs, resources, and gaps.

283 Recommendation 17. Provide ongoing, permanent funding for the holistic strategies
284 needed to ensure that marginalized and historically minoritized students succeed at the
285 levels required to deliver on the promise of equitable economic mobility and meet the
286 state's 70% attainment goal, with intentional monitoring of impact to ensure they are
287 improving outcomes and achieving equity.

288

289

290 SECTION II: OVERVIEW OF THE AB928 ASSOCIATE DEGREE FOR
291 TRANSFER INTERSEGMENTAL IMPLEMENTATION COMMITTEE

292 **A. INTRODUCTION**

293
294 In 2021, the California State Legislature (via AB928) created the Associate Degree for
295 Transfer Intersegmental Implementation Committee (hereafter "AB928 Committee")
296 and called upon it to:

297 [S]erve as the primary entity charged with the oversight of the associate degree
298 for transfer for the sole purpose of strengthening the pathway for students and
299 to ensure it becomes the primary transfer pathway in California between
300 campuses of the California Community Colleges and the University of California,
301 the California State University, and participating independent institutions of
302 higher education.

303
304 The AB928 Committee began its work on July 1, 2022 and will work through June 30,
305 2025. The legislation clearly outlined the Committee's areas of focus for 2023, which
306 are to make recommendations to the Legislature in the following areas:

- 307 • "Identifying annual goals for increasing transfer rates in California and closing
308 racial equity gaps in transfer outcomes to be adopted by the state."
309 • "Proposing a new unit threshold for STEM degree pathways that meet the
310 requirements for admission to the California State University and the University
311 of California."
312 • "Reengaging ADT earners who do not transfer or apply for transfer into a
313 four-year postsecondary educational institution."
314

315 **B. LEADERSHIP**

316
317 Dr. Aisha Lowe, Executive Vice Chancellor of the California Community Colleges, is the
318 AB928 Committee's first Chair, serving a two-year term. AB928 states that:

319 The first chair of the committee shall be the representative from the Office of the
320 Chancellor of the California Community Colleges and shall serve a two-year
321 term. Following the first chair's two-year term, the committee shall elect a chair
322 from its members to serve a two-year term. A member shall not serve
323 consecutive terms as chair of the committee and the position of chair shall rotate
324 among the members of the committee.
325

326 The facilitator, Sova, will design an election process for 2024 to ensure a timely
327 transition.

328

329

C. MEMBERSHIP

330

331 Current Members

332

333 The members of the AB928 Committee, as of the writing of this draft, are:

334

335 (i) Designating/appointing entity: The Office of the Chancellor of the California
336 Community Colleges

337

338 Aisha Lowe

339 Executive Vice Chancellor, Equitable Student Learning, Experience and Impact Office

340 CA Community Colleges Chancellor's Office

341

342 (ii) Designating/appointing entity: The Office of the Chancellor of the California State
343 University

344

345 Laura Massa

346 Interim Associate Vice Chancellor, Academic and Faculty Programs

347 Office of the CSU Chancellor

348

349 (iii) Designating/appointing entity: The Office of the President of the University of
350 California

351

352 Yvette Gullatt

353 Vice President and Vice Provost, Graduate, Undergraduate and Equity Affairs

354 University of California, Office of the President

355

356 (iv) Designating/appointing entity: The Association of Independent California Colleges
357 and Universities

358

359 Tanaz Arteaga

360 AICCU Sector Representative

361

362 (v) Designating/appointing entity: The State Department of Education

363
364 Peter Callas
365 Director, Career and College Transition Division
366 California Department of Education
367
368 (vi) Designating/appointing entity: The Student Senate for the California Community
369 Colleges
370
371 John "Jay" Doherty
372 Student
373 Los Rios Community College District
374
375 (vii) Designating/appointing entity: The California State Student Association
376
377 Samantha Alvarez Chavarria
378 Student
379 Vice President of Legislative Affairs
380
381 (viii) Designating/appointing entity: The University of California Student Association
382
383 William Chao
384 Student
385 University of California, Los Angeles
386
387 (ix) Designating/appointing entity: The Academic Senate for the California Community
388 Colleges
389
390 Virginia May
391 Past President
392 Academic Senate for California Community Colleges
393
394 (x) Designating/appointing entity: The Academic Senate of the California State
395 University
396
397 Beth Steffel
398 Chair
399 Academic Senate of the California State University
400
401 (xi) Designating/appointing entity: The Academic Senate of the University of California

402

403 Susan Cochran

404 Immediate Past Chair

405 Academic Senate, University of California

406

407 (i) The Senate Committee on Rules shall appoint one member from the workforce
408 sector with expertise in the fields of science, technology, engineering, or mathematics.

409

410 Rose-Margaret Itua

411 Professor of Engineering

412 Ohlone College

413

414 (ii) The Speaker of the Assembly shall appoint one member with a background in higher
415 education research that includes scholarship on student transfer issues in the state.

416

417 Cecilia Rios-Aguilar

418 Professor and Associate Dean of Equity, Diversity and Inclusion

419 School of Education and Information Studies

420 University of California, Los Angeles

421

422 (iii) The Lieutenant Governor shall appoint one member from an educational equity and
423 social justice organization.

424

425 Mike Muñoz

426 Superintendent-President

427 Long Beach City College

428

429 (iv) The Governor shall appoint one member from an educational equity and social
430 justice organization.

431

432 Jessie Ryan

433 Executive Vice President

434 Campaign for College Opportunity

435

436 (v) The Governor shall appoint one member who is a California community college
437 student.

438

439 David Ramirez

440 Student

441 University of California, Los Angeles

442

443 Please see Appendix A for the history of any changes in representatives.

444

445 Membership Criteria

446

447 The membership requirements of the AB928 Committee are outlined in the legislation.

448 AB928 states that “the membership of the committee shall reflect its intersegmental

449 function by including a cross-section of the stakeholders who will be needed to fulfill

450 the committee’s responsibilities,” and stipulates one representative from each of the

451 following entities:

452 ● The Office of the Chancellor of the California Community Colleges.

453 ● The Office of the Chancellor of the California State University.

454 ● The Office of the President of the University of California.

455 ● The Association of Independent California Colleges and Universities.

456 ● The State Department of Education.

457 ● The Student Senate for the California Community Colleges.

458 ● The California State Student Association.

459 ● The University of California Student Association.

460 ● The Academic Senate for the California Community Colleges.

461 ● The Academic Senate of the California State University.

462 ● The Academic Senate of the University of California.

463

464 Designating entities, as named above, shall fill vacancies when their representative

465 member positions on the Committee are vacant. Appointing entities must notify both

466 Sova and the Committee Chair of any vacancies and appointments.

467

468 AB928 additionally stipulates that five members of the Committee shall be appointed

469 as follows:

470 ● “The Senate Committee on Rules shall appoint one member from the workforce
471 sector with expertise in the fields of science, technology, engineering, or
472 mathematics.

473 ● The Speaker of the Assembly shall appoint one member with a background
474 in higher education research that includes scholarship on student transfer issues in
475 the state.

476 ● The Lieutenant Governor shall appoint one member from an educational equity
477 and social justice organization.

478 ● The Governor shall appoint one member from an educational equity and social
479 justice organization.

- 480 ● The Governor shall appoint one member who is a California community college
481 student.”

482

483 Appointing entities, as described above, shall fill vacancies when their appointed
484 member positions on the Committee are vacant. Members appointed shall serve at the
485 pleasure of their respective appointing entities. Appointing entities must notify both
486 Sova and the Committee Chair of any vacancies and appointments.

487

488 **D. TIMELINE AND ARC OF THE WORK**

489

490 During 2022-23, the AB928 Committee held seven public meetings:

- 491 ● October 13, 2022
- 492 ● December 7, 2022
- 493 ● January 26, 2023
- 494 ● April 25, 2023
- 495 ● June 12, 2023
- 496 ● September 18, 2023
- 497 ● November 30, 2023

498

499 Meeting agendas and materials are available here: <https://www.ab928committee.org/>

500

501 In addition, study groups reviewed research, heard from experts, and requested
502 additional data (through the AB928 Committee’s data partner Student-Ready
503 Strategies). The study groups concluded their studying and the facilitator, Sova,
504 compiled this set of emerging considerations to be released for public comment and
505 distilled by the AB928 Committee into its final recommendations and report.

506

507

508 SECTION III: RESEARCH AND RATIONALE ALIGNED TO THE DRAFT
509 RECOMMENDATIONS

510

511 The AB928 Committee’s recommendations emerged from a year of discussion and
512 deliberation bolstered by research and analysis. The following section outlines the
513 research and analysis supporting the AB928 Committee’s recommendations.

514

A. GOALS

515 The California State Legislature called upon the AB928 Committee to identify annual
516 goals for increasing transfer rates in California and closing racial equity gaps in transfer
517 outcomes to be adopted by the state. Specifically, these goals shall include all of the
518 following:

- 519 (A) Annual goals for improving transfer attainment needed to meet the state’s
520 workforce demands;
- 521 (B) Goals for closing gaps in transfer outcomes by race;
- 522 (C) Goals for closing regional opportunity gaps to access ADT pathways; and
- 523 (D) Annual goals to meet the statewide degree attainment goal of 70 percent.

524

525 To that end, the AB928 Committee recommends a set of goals for California to meet
526 state workforce needs and achieve greater educational and economic equity. California
527 lacks an intersegmental data system that supports analysis of student movement across
528 segments. As the new Cradle to Career longitudinal data system created by AB132
529 makes better data available, we recommend the state commission an effort to revise
530 and improve these goals.

531

532 *While undertaking its work to set goals, the AB928 Committee operated with a set of*
533 *guiding premises. They are:*

534

535 Overall guiding premises for goal-setting.

- 536 ● California is the most racially diverse state in the nation, yet stubborn equity
537 gaps by race and ethnicity in postsecondary attainment persist.⁵ Closing equity
538 gaps in postsecondary attainment will deliver benefits and improve the
539 well-being of all of the state’s residents, while also ensuring fair opportunity.⁶

544 ⁵ Lumina Foundation. (2021). “A Stronger Nation: Learning Beyond High School Builds American Talent.” Retrieved
545 April 19, 2023, from <https://www.luminafoundation.org/stronger-nation/report/#/progress>

540 ⁶ McKinsey & Company. (2023). *Fulfilling the Potential of US Higher Education*. Retrieved August 11, 2023, from
541 <https://www.mckinsey.com/~media/mckinsey/industries/education/our%20insights/fulfilling%20the%20potential%20of%20us%20higher%20education/fulfilling-the-potential-of-us-higher-education.pdf>; Postsecondary Value Commission.
542 (2021). *Equitable Value: Promoting Economic Mobility and Social Justice through Postsecondary Education*. InSTITUTE
543

546 The AB928 Committee’s recommendations thus elevate closing equity gaps as
547 the first priority and as a theme underlying all subsequent recommendations.

548 There are also unacceptable inequities in postsecondary attainment based on
549 region and income that the Committee calls for addressing.⁷

- 550 ● In order to sustain a productive workforce in California, improve the well-being
551 of the state’s residents and provide fair and equitable opportunity for social and
552 economic mobility, a higher percentage of Californians must attain a
553 postsecondary degree or workforce credential. To that end, the state of
554 California has a goal (set by Governor Newsom) that 70% of the adult
555 population, ages 25-64, will have a postsecondary credential—college degree,
556 certificate, industry-recognized certification, or other credential of value—by
557 2030.⁸
- 558 ● An effective and efficient system of college transfer, in which students complete
559 the first two years toward a bachelor’s degree at one of California’s community
560 colleges and then transfer to a university for the remaining coursework, will be
561 necessary to help the state meet its 70% goal. Many transfer partners, such as a
562 number of CSU institutions and in-state members of the AICCU do have
563 additional capacity and an interest in enrolling more transfer students.
- 564 ● College transfer in California is currently inefficient, evidenced by the fact that
565 only one in four students who start at a community college with a transfer goal
566 successfully transfers within five years.⁹
- 567 ● There are pervasive, unacceptable inequities in transfer outcomes based on
568 race, region, and income. For example, according to an analysis by the Public
569 Policy Institute of California (PPIC), 56 percent of freshmen who enrolled in a
570 California Community College in 2016 were Latine, African American, or Native
571 American, but only 47 percent of CSU transfers and 32 percent of UC transfers
572 were from these populations.¹⁰

587 for Higher Education Policy and the Bill & Melinda Gates Foundation. Retrieved August 11, 2023, from
588 <https://www.postsecondaryvalue.org/wp-content/uploads/2021/05/PVC-Final-Report-FINAL.pdf>

583 ⁷ California Competes. (n.d.). *Pathways to Prosperity*. Retrieved April 18, 2023, from
584 <https://californiacompetes.org/p2p>; Lumina Foundation. (2021). *A Stronger Nation: Learning Beyond High School*
585 *Builds American Talent*. Retrieved April 19, 2023, from
586 <https://www.luminafoundation.org/stronger-nation/report/#/progress>

581 ⁸ See, for example, Office of Governor Newsom. (n.d.) “California Blueprint.” Retrieved August 1, 2023, from
582 <https://www.gov.ca.gov/wp-content/uploads/2022/01/Higher-Education-Fact-Sheet.pdf>

577 ⁹ Johnson, H., & Cuellar Mejia, M. (2020). *Increasing Community College Transfers: Progress and Barriers*. Public
578 Policy Institute of California. Retrieved April 18, 2023, from
579 <https://www.ppic.org/wp-content/uploads/increasing-community-college-transfers-progress-and-barriers-september-2020.pdf>

573 ¹⁰ Johnson, H., & Cuellar Mejia, M. (2020). *Increasing Community College Transfers: Progress and Barriers*. Public
574 Policy Institute of California. Retrieved April 18, 2023, from
575 <https://www.ppic.org/wp-content/uploads/increasing-community-college-transfers-progress-and-barriers-september-2020.pdf>
576 020.pdf

- 589 ● Despite the creation of guaranteed-transfer pathways such as the ADT and the
590 UC Transfer Pathways, the transfer system remains unnecessarily complex and
591 contains too many contingencies to be considered universally accessible.¹¹
592 ● There are, however, signs of improvement, and evidence backing this
593 committee’s focus on the ADT. A 2023 analysis by PPIC found that:
594 The percentage of successful transfer students who earned an ADT
595 before transferring doubled for all racial groups when comparing those
596 who transferred in 2021–22 to those who transferred in 2015–16. The
597 increase was particularly significant among Latino students, with the
598 percentage of successful transfers with an ADT rising from 25 to 53
599 percent. For Black students, the percentage of successful transfers with an
600 ADT increased from 14 to 36 percent.¹²
601 ● To meet state workforce needs and achieve greater educational and economic
602 equity, California’s postsecondary transfer system must transform in dramatic
603 and meaningful ways.
604

605 The imperative to eliminate inequities in transfer outcomes by race.

- 606 ● There is no acceptable level of racial inequity in California’s education system.
607 Disaggregated data lay bare pervasive, unacceptable inequities in transfer
608 outcomes based on race. PPIC found, for example, that “In terms of race and
609 ethnicity, we see large equity gaps among transfers.” Latine students represent
610 51 percent of students who declare a degree/transfer goal, but only 35 percent
611 of those who transfer within four years. African American students represent 7
612 percent of those who intend to transfer and 5 percent of those who do.¹³
613 ● To achieve transfer equity, the demographics of successful transfer students
614 should be consistent with the demographics of students entering a community
615 college with the intent to transfer.
616

617 The need to increase credential production to meet the statewide degree attainment
618 goal of 70 percent.

626 ¹¹ Student-Ready Strategies. (2023, January 26). “Understanding Transfer: Current Research in California.”
627 Presentation for the Associate Degree for Transfer Intersegmental Implementation Committee. Retrieved April 18,
628 2023, from <https://www.ab928committee.org/meetings/january-26-2023>

623 ¹² Cuellar Mejia, M., Johnson, H., Perez, C.A. & Jackson, J. (2023). Strengthening California’s Transfer Pathway.
624 Public Policy Institute of California. Retrieved October 27, 2023, from
625 <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>

619 ¹³ Johnson, H., & Cuellar Mejia, M. (2020). *Increasing Community College Transfers: Progress and Barriers*. Public
620 Policy Institute of California. Retrieved April 18, 2023, from
621 <https://www.ppic.org/wp-content/uploads/increasing-community-college-transfers-progress-and-barriers-september-2020.pdf>
622 020.pdf

- 629 ● As noted above, the state of California has a goal that 70% of the adult
630 population, ages 25-64, will have a postsecondary credential–college degree,
631 certificate, industry-recognized certification, or other credential of value–by
632 2030.¹⁴
- 633 ● California’s population of people between 25 and 64 years of age is nearly 21
634 million, so each percentage point gain in the educational attainment rate
635 requires that 210,000 more degrees be produced within the state.¹⁵
- 636 ● California’s public and independent colleges and universities are implementing a
637 number of efforts designed to improve student success, including CSU’s
638 Graduation Initiative 2025, UC’s Capacity 2030 and CCC’s Vision for Success.¹⁶
639 California’s public colleges and universities have also set goals to increase
640 enrollment, improve graduation rates and close equity gaps.
- 641 ● These reforms and initiatives make it possible to set ambitious goals for
642 increased degree production and postsecondary educational attainment.
- 643 ● Efforts to increase credential production should be inclusive of a variety of ways
644 that workers and learners can obtain credentials. For example, short-term
645 credentials are critical vehicles for economic mobility with increases in earnings
646 for each level of educational attainment and are an important starting point for
647 low income students, in particular adult learners as they begin their educational
648 journey.¹⁷
- 649 ● A comprehensive plan to meet California’s 70% attainment goal should be
650 supported by a holistic analysis–as yet not undertaken–of factors such as
651 regional workforce demand, in-out migration, population growth, students
652 attending out-of-state institutions, institutional capacity and changes needed by
653 particular dates to meet the goal.

654
655 The need to improve transfer attainment to meet the state’s workforce demands.

- 656 ● There is no acceptable level of inequity in transfer student outcomes in
657 California’s education system. It should be no harder for a student who begins at
658 a CCC to complete a bachelor’s degree as it is for a student who begins at a
659 baccalaureate-granting institution.

669 ¹⁴ See, for example, Office of Governor Newsom. (n.d.) “California Blueprint.” Retrieved August 1, 2023, from
670 <https://www.gov.ca.gov/wp-content/uploads/2022/01/Higher-Education-Fact-Sheet.pdf>

668 ¹⁵ U.S. Census Bureau. (n.d.) “Quick Facts.” Retrieved April 19, 2023, from <https://www.census.gov/quickfacts/CA>

662 ¹⁶ California State University. (n.d.) “Graduation Initiative 2025.” Retrieved April 18, 2023, from
663 <https://www.calstate.edu/csu-system/why-the-csu-matters/graduation-initiative-2025/What-Is-Graduation-Initiative-2025>
664 5; California Community Colleges Chancellor’s Office. (2021). *Update to the Vision for Success*. Retrieved April 18,
665 2023, from <https://www.cccco.edu/-/media/CCCCO-Website/Reports/vision-for-success-update-2021-a11y.pdf>;

666 University of California. (2022, July 22). *University of California 2030 Capacity Plan*. Retrieved April 18, 2023, from
667 <https://regents.universityofcalifornia.edu/regmeet/july22/b5attach2.pdf>

660 ¹⁷ Tillery, R., Booth, K. & Johnstone, R. (2023). “Transfer, Credentials, and Employment in CA.” WestEd and National
661 Center for Inquiry and Improvement.

- 671 ● Many students transfer regardless of completing the requirements for transfer or
672 completing the ADT, but at the same time far too few students transfer. There
673 are many attrition points in the transfer system, including students not applying
674 to transfer, not being admitted for transfer, and not enrolling even if admitted.
675 To create a more equitable and effective system of transfer, attrition must be
676 dramatically reduced at each of these points.
- 677 ● Researchers at RP Group found that 156,999 students (roughly 8%) of an
678 examined cohort were near the transfer gate, meaning that the students had
679 earned ≥ 60 transferable units with a 2.0 GPA, however had not yet transferred
680 as they were missing transfer-level English and/or math.¹⁸ These students are a
681 vital pool of talent for California, and institutions statewide—particularly those
682 facing enrollment declines—should be actively working to conduct outreach to
683 these students, proactively making them feel welcome and encouraging them to
684 apply, transfer and complete their degrees.
- 685 ● A labor market analysis conducted by WestEd’s Center for Economic Mobility, in
686 collaboration with the National Center for Inquiry and Improvement, found that
687 “bachelor’s degree attainment is the most reliable path by far to attaining a
688 good job that pays a living wage.” California’s workforce is demanding
689 bachelor’s degrees at the same time that many of its public four-year institutions
690 are challenged by enrollment constraints. Improving the transfer
691 function—ensuring students can start at a community college and complete a
692 bachelor’s degree at a public or independent university, thereby reducing
693 enrollment pressures on constrained four-year institutions—is absolutely essential
694 to ensuring more California residents have the opportunity for a living wage job.¹⁹

695
696 The need to close regional opportunity gaps to access ADT pathways.

- 697 ● In a 2023 analysis of California, PPIC found persistent regional disparities in
698 transfer student enrollments and outcomes, which “may be influenced by
699 disparities in geographic access to the state’s four-year public institutions.”
700 Multiple studies have documented that the majority of college students seek to
701 stay close to home, and community college students are more likely to stay
702 close to home than their peers attending bachelor’s-granting institutions. For
703 California, PPIC found that “transfer students tend to enroll in campuses closer

706 ¹⁸ Cooper, D., Fong, K., Karandjeff, K., Kretz, A., Nguyen, A., Nguyen, K., Purnell-Mack, R., Schiorring, E. (2017).
707 *Through the Gate: Mapping the Transfer Landscape for California Community College Students*. Retrieved August 10,
708 2023, from

709 <https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/Through-the-Gate-Phase-I-Technical-Report.pdf>

704 ¹⁹ Tillery, R., Booth, K. & Johnstone, R. (2023). “Transfer, Credentials, and Employment in CA.” WestEd and National
705 Center for Inquiry and Improvement.

- 710 to home even when admitted to campuses further away.”²⁰ For many students in
711 California, being able to continue to live, work and attend college in their region
712 is a matter of necessity, allowing them to meet their familial, financial and work
713 responsibilities.²¹
- 714 ● For placebound students, access to ADTs is only achieved if the ADT in that
715 program of study is both offered by a community college and accepted by an
716 institution in the student’s region of residence.
 - 717 ● Statewide, there are more incomplete regional ADT pathways than there are
718 complete pathways, between the CCCs and the CSU, that offer both the
719 community college and university curriculum in a given region and program of
720 study.²²
 - 721 ● WestEd’s Center for Economic Mobility reported “extremely little variation by
722 region” in its finding that “bachelor’s degree attainment is the most reliable path
723 by far to attaining a good job that pays a living wage.”²³
 - 724 ● Regional studies of associate degree and ADT production and transfer rates by
725 the WestEd Center for Economic Mobility find that production of associates and
726 ADT degree earners far exceeds the actual transfer rates into the California State
727 University System for nearly all disciplines, sometimes by multiple factors, and
728 that there are equity gaps in which students of color are disproportionately
729 represented in degree pathways with much lower transfer rates such as
730 interdisciplinary studies.²⁴
 - 731 ● Opportunity gaps in regional ADT access create an insurmountable barrier for
732 many students, evidenced by the fact that only roughly one in 10 “redirected”
733 transfer students enrolls at a CSU. Nearly half of students who enroll in a CSU

752 ²⁰ Cuellar Mejia, M., Johnson, H., Perez, C.A. & Jackson, J. (2023). *Strengthening California’s Transfer Pathway*.
753 Public Policy Institute of California. Retrieved October 27, 2023, from
754 <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>

743 ²¹ Hillman, N. & Weichman, T. *Education Deserts: The Continued Significance of “Place” in the Twenty-First Century*.
744 American Council on Education, retrieved June 21, 2023 from
745 [https://www.acenet.edu/Documents/Education-Deserts-The-Continued-Significance-of-Place-in-the-Twenty-First-Cent-](https://www.acenet.edu/Documents/Education-Deserts-The-Continued-Significance-of-Place-in-the-Twenty-First-Century.pdf)
746 [ury.pdf](https://www.acenet.edu/Documents/Education-Deserts-The-Continued-Significance-of-Place-in-the-Twenty-First-Century.pdf); Carter, J. (Aug. 17, 2016). “College Students Prefer to Stay Close to Home, Data Finds.” *Higher Ed Dive*.
747 Retrieved June 21, 2023 from

748 <https://www.highereddive.com/news/college-students-prefer-to-stay-close-to-home-data-finds/424594/>; Wozniak, A.
749 (March 22, 2018). “Going Away to College? School Distance as a Barrier to Higher Education.” *Econofact*, University
750 of Notre Dame. Retrieved June 21, 2023 from
751 <https://econofact.org/going-away-to-college-school-distance-as-a-barrier-to-higher-education>

738 ²² Student-Ready Strategies. (2023). “Regional Associate Degree for Transfer Analysis.” Data analysis created for the
739 Associate Degree for Transfer Intersegmental Implementation Committee based on data from the California
740 Community Colleges Chancellor’s Office and the California State University Transfer Model Curriculum website.
741 Retrieved April 18, 2023, from

742 <https://www.calstate.edu/attend/degrees-certificates-credentials/Pages/TMC-Search.aspx#page-2>

736 ²³ Tillery, R., Booth, K. & Johnstone, R. (2023). “Transfer, Credentials, and Employment in CA.” WestEd and National
737 Center for Inquiry and Improvement.

734 ²⁴ Tillery, R., Booth, K. & Johnstone, R. (2023). “Transfer, Credentials, and Employment in CA.” WestEd and National
735 Center for Inquiry and Improvement.

755 after being redirected are Latine, while Asian and white students each make up
756 about 20 percent of those who are redirected and enroll. All other racial groups
757 make up less than 10 percent of those who are redirected and enroll.²⁵
758 ● A disproportionate share of California’s Black students transfer to for-profit
759 institutions, and many are concerned about inequities in how they are served by
760 those institutions.²⁶
761 ● Greater regional and programmatic alignment for ADT pathways will help many
762 more students successfully transfer and improve the overall effectiveness of the
763 transfer system.
764

765 *With these guiding premises in mind, the AB928 Committee offers the following*
766 *recommendations, research and rationale.*
767

768 Recommendation 1. Adopt and monitor the following goals, designed to prioritize first
769 and foremost closing equity gaps by race and ethnicity in transfer outcomes²⁷:

- 770 ● By 2030, close equity gaps by race and ethnicity in the outcomes of students
771 who begin in the CCC and seek to transfer; and
- 772 ● By 2030, close equity gaps by race and ethnicity in the outcomes of students
773 who begin in the CCC and seek to apply, be admitted, enroll and graduate from
774 the University of California (UC) and California State University (CSU) systems.
775

776 It is imperative for the AB928 Committee to call for equity gaps to be fully closed by
777 2030 in measures that are aligned to critical steps along the student transfer pathway.
778 The lack of an intersegmental data system in California constrained the ability of the
779 AB928 Committee to analyze comprehensive data about transfer student outcomes.
780 The recommended goals that follow are therefore presented in two groupings, aligned
781 to the most robust data available for the Committee to study:
782

783 Goal 1: By 2030, close equity gaps by race and ethnicity in the outcomes of students
784 who begin in the CCC and seek to transfer.
785

786 As data in Figures 1-3 and Table 1 make clear, there are concerning inequities by race
787 and ethnicity in:

792 ²⁵ California State University. (2022). *Student Admissions and Impaction Policies Report 2022*. Retrieved April 18,
793 2023, from
794 <https://www.calstate.edu/impact-of-the-csu/government/Advocacy-and-State-Relations/legislative-reports1/Student-Admissions-and-Impaction-Policies-Report-2022.pdf>
795

789 ²⁶ Campaign for College Opportunity. (2019). *State of Higher Education for Black Californians*. Retrieved April 18,
790 2023, from

791 <https://collegecampaign.org/wp-content/uploads/2023/02/2019-State-of-Black-Californians-Full-Report-Final.pdf>

788 ²⁷ Aligns to AB928’s call for “(B) Goals for closing gaps in transfer outcomes by race.”

- 800 ● Who starts at the CCCs and transfers to any four-year institution within six years. For example, the percentage of AY 16-17 CCC entrants who transfer to any four-year institutions within six years is: 16% for Hispanic, 21% for African American, 26% for Asian and 28% for white Non-Hispanic. Data should be regularly monitored to ensure all populations are transferring at the same rate.
- 801 ● Who starts at the CCCs and applies to transfer to the UC or CSU. For example, while 48% of all CCC entrants are Hispanic/Latine, Hispanic/Latine students represent 30% of the CCC students who applied to the UC for transfer in AY 18-19 and 43% of the CCC students who apply to the CSU for transfer in AY 18-19. Data should be regularly monitored to ensure all populations are applying to transfer at the same rate.

807

808 Goal 2: By 2030, close equity gaps by race and ethnicity in the outcomes of students
809 who begin in the CCC and seek to apply, be admitted, enroll and graduate from the
810 UC and CSU systems.

811

812 As Tables 2 and 3 below make clear, there are concerning equity gaps by race and
813 ethnicity for students who apply but are not admitted, are admitted but do not enroll,
814 and enroll but do not graduate within four years.²⁸ At the CSU, for example, the
815 percent of transfer students who apply and are not admitted is: 20% for Asian, 20% for
816 Hispanic/Latine students, 21% for white students and 27% for African American/Black
817 students. At the UC, the percent of transfer students who apply and are not admitted
818 is: 23% for Asian, 27% for Hispanic/Latine students, 25% for White students and 38%
819 for African American/Black students.

820

821 The CCC, UC and CSU systems are already engaged in and committed to
822 implementing a number of efforts designed to improve student success and close
823 equity gaps, including CSU's Graduation Initiative 2025, UC's Capacity 2030 and CCC's
824 Vision for Success. Individual AICCU institutions are similarly focused on improving
825 equitable student success. As a part of those efforts, CCC, UC, CSU and AICCU
826 systems and institutions must look at this transfer data carefully and implement
827 strategies now designed to close all equity gaps by 2030.

828

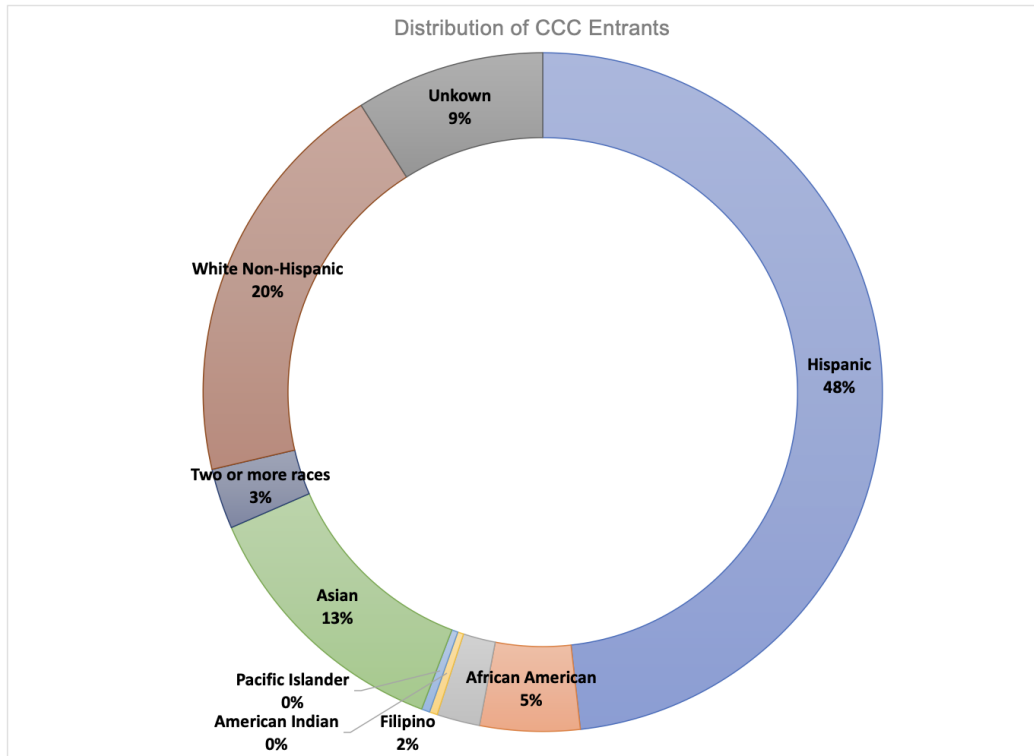
829 To meet these goals will require intentional and holistic resources for, and strong
830 implementation of, a range of strategies that can improve equitable outcomes for
831 transfer students (s the Overarching Recommendations for additional details).

832

833 ²⁸ Note that the four-year time horizon begins in Fall 2018 for both Fall 2018 and Spring 2019 entrants.

834 Figure 1: Distribution of California Community College First-Year, First-Time Entrants in
 835 AY 16-17 by Race/Ethnicity

836



837

838

839

840 Table 1: Racial Distribution of CCC AY 16-17 First-Year, First-Time Entrants and
 841 Transfers

842

Race/Ethnicity	Number of students who enter (AY 16-17)	Racial distribution of entrants	Number of AY 16-17 entrants who transfer within 6 years	Racial distribution of transfers	Transfer Success Rate
African American	14,996	5%	3,206	5%	21%
American Indian	1,193	0%	202	0%	17%
Asian	39,945	13%	10,238	17%	26%
Filipino	6,460	2%	2,138	3%	33%
Hispanic	152,192	48%	24,639	40%	16%
Pacific Islander	1,249	0%	245	0%	20%
Two or more races	9,081	3%	3,147	5%	35%
Unknown	28,327	9%	899	1%	3%
White Non-Hispanic	62,098	20%	17,275	28%	28%
Total	315,541	100%	61,989	100%	20%

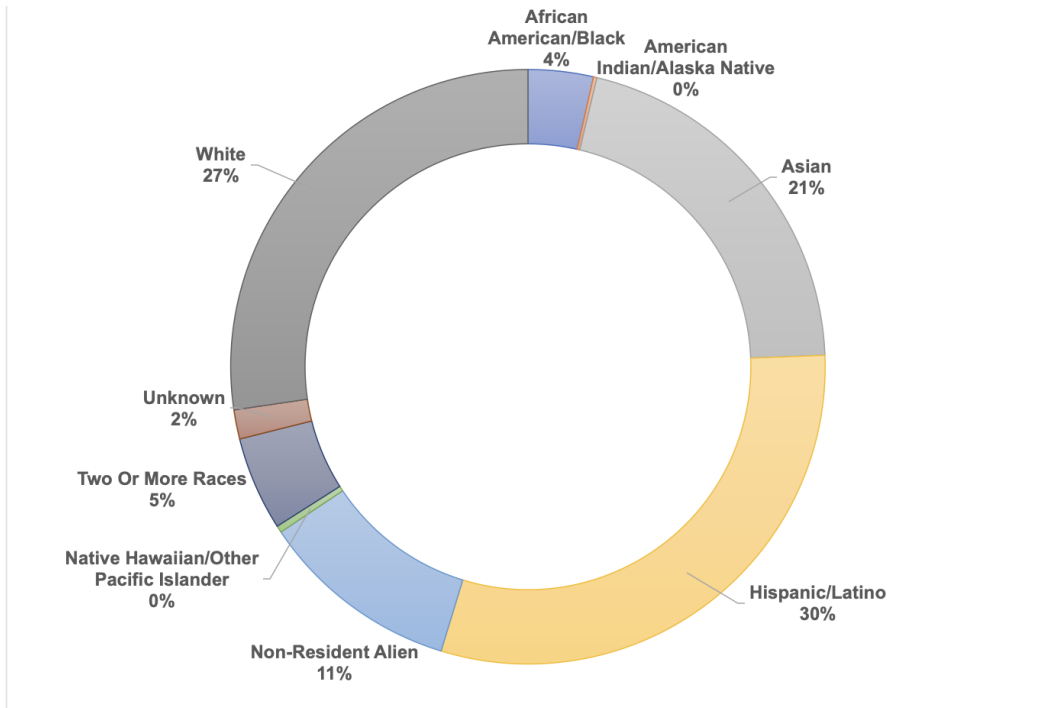
843

844

845

846 Figure 2: Distribution of CCC Transfer Applicants for AY 18-19 by Race/Ethnicity, UC

847



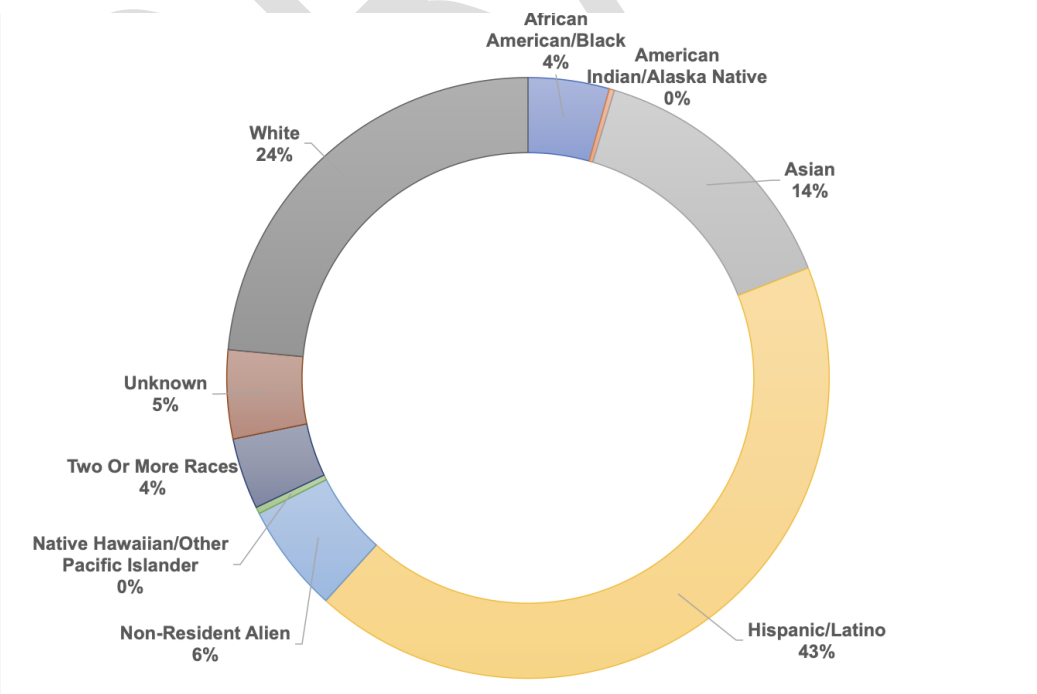
848

849

850

851 Figure 3: Distribution of CCC Transfer Applicants for AY 18-19 by Race/Ethnicity, CSU

852



853

854 Table 2: Baseline Inequity Gaps by Race and Ethnicity in Transfer Attainment, AY
 855 18-19, CSU²⁹

856

CSU	Applied	Applied but not admitted	Percent of Racial group	Admitted but not enrolled	Percent of Racial group	Enrolled but not graduated	Percent of Racial group
African American/Black	4,252	1,150	27%	1,185	28%	526	12%
American Indian/Alaska Native	268	63	24%	74	28%	32	12%
Asian	14,022	2,865	20%	4,039	29%	1,302	9%
Hispanic/Latino	41,569	8,463	20%	11,011	26%	4,457	11%
Non-Resident Alien	5,690	1,031	18%	1,666	29%	595	10%
Native Hawaiian/Other Pacific Islander	348	81	23%	106	30%	46	13%
Two Or More Races	3,732	800	21%	1,094	29%	366	10%
Unknown	4,645	1,035	22%	1,239	27%	498	11%
White	22,884	4,720	21%	6,134	27%	2,135	9%

857

858 Table 3: Baseline Inequity Gaps by Race and Ethnicity in Transfer Attainment, AY
 859 18-19, UC³⁰

860

UC	Applied	Applied but not admitted	Percent of Racial group	Admitted but not enrolled	Percent of Racial group	Enrolled but not graduated	Percent of Racial group
African American/Black	1,289	489	38%	213	17%	127	10%
American Indian/Alaska Native	68	23	34%	11	16%	6	9%
Asian	7,510	1,726	23%	1,284	17%	551	7%
Hispanic/Latino	11,032	2,954	27%	2,350	21%	1,054	10%
Non-Resident Alien	3,962	695	18%	691	17%	261	7%
Native Hawaiian/Other Pacific Islander	134	47	35%	21	16%	7	5%
Two Or More Races	1,858	494	27%	333	18%	162	9%
Unknown	576	150	26%	99	17%	52	9%
White	9,936	2,459	25%	1,847	19%	686	7%

861

862 Recommendation 2. Adopt and monitor the following goal: To meet the state’s 70%
 863 postsecondary credential attainment goal by 2030, increase statewide attainment by
 864 2% each year from the current baseline of 56% while closing equity gaps by race and
 865 ethnicity to ensure all of California’s residents meet the 70% goal.³¹ To accomplish this
 866 recommendation, the state must increase coordination, analysis, infrastructure,
 867 investments and resources to ensure California’s in-state public and independent
 868 institutions are able to increase access and credential completion at the level needed
 869 (see the Overarching Recommendations for further details).

870

871 As noted earlier, the state of California has a goal that 70% of the adult population,
 872 ages 25-64, will have a postsecondary credential—college degree, certificate,

878 ²⁹ Student-Ready Strategies. (2023). “Transfer Attainment.” Data analysis created for the Associate Degree for
 879 Transfer Intersegmental Implementation Committee based on data provided by the California Community Colleges
 880 Chancellor’s Office, University of California Office of the President and California State University Chancellor’s Office.
 881 Note that the four-year time horizon begins in Fall 2018 for both Fall 2018 and Spring 2019 entrants.

874 ³⁰ Student-Ready Strategies. (2023). “Transfer Attainment.” Data analysis created for the Associate Degree for
 875 Transfer Intersegmental Implementation Committee based on data provided by the California Community Colleges
 876 Chancellor’s Office, University of California Office of the President and California State University Chancellor’s Office.
 877 Note that the four-year time horizon begins in Fall 2018 for both Fall 2018 and Spring 2019 entrants.

873 ³¹ Aligns to AB928’s call for “(D) Annual goals to meet the statewide degree attainment goal of 70 percent.”

882 industry-recognized certification, or other credential of value—by 2030.³² At this time,
883 California’s postsecondary attainment rate is 56%.³³ Achieving a 14% increase in the
884 statewide attainment rate requires seeking to achieve, and intentionally monitoring, the
885 following annual increases:

886

887

888 Table 4: Attainment Increases by Year

Year	Attainment Rate
2023	56%
2024	58%
2025	60%
2026	62%
2027	64%
2028	66%
2029	68%
2030	70%

889

890 Fulfilling the statutory duty to set “Annual goals to meet the statewide degree
891 attainment goal of 70 percent” required reviewing data and research on topics such as
892 historical trends in credential production, current outcomes, and projections for
893 meeting the 70% by 2030 goal.³⁴ The AB928 Committee’s analysis revealed that the
894 state cannot meet the goal through the efforts of in-state public and private institutions
895 of postsecondary education alone. Hard work by a variety of entities will be required,

910 ³² See, for example, Office of Governor Newsom. (n.d.) “California Blueprint.” Retrieved August 1, 2023, from
911 <https://www.gov.ca.gov/wp-content/uploads/2022/01/Higher-Education-Fact-Sheet.pdf>

907 ³³ Most recently available data is from 2021; see Lumina Foundation. (2021). A Stronger Nation: Learning Beyond
908 High School Builds American Talent. Retrieved April 19, 2023, from
909 <https://www.luminafoundation.org/stronger-nation/report/#/progress/state/CA>

896 ³⁴ Student-Ready Strategies. (2023, January 26). “Understanding Transfer: Current Research in California.”

897 Presentation for the Associate Degree for Transfer Intersegmental Implementation Committee. Retrieved April 18,
898 2023, from <https://www.ab928committee.org/meetings/january-26-2023>; Student-Ready Strategies. (2023).
899 “Goal-Setting Model.” Tool created for the Associate Degree for Transfer Intersegmental Implementation Committee
900 based on data provided by the California Community Colleges Chancellor’s Office, University of California Office of
901 the President, California State University Chancellor’s Office, Association of Independent California Colleges and
902 Universities, and the U.S. Census Bureau; Student-Ready Strategies. (2023). “Historical Credential Production.” Data
903 analysis created for the Associate Degree for Transfer Intersegmental Implementation Committee based on data
904 provided by the California Community Colleges Chancellor’s Office, University of California Office of the President,
905 California State University Chancellor’s Office, and the Association of Independent California Colleges and
906 Universities.

912 including employers that offer industry-based certifications with labor market value;
913 out-of-state institutions such as the Historically Black Colleges and Universities that
914 have signed transfer partnership Memoranda of Understanding with the CCCs; and the
915 plethora of accredited, online program and degree offerings accessible to California
916 residents.

917

918 The AB928 Committee is laser-focused on achieving racial equity, and thus
919 simultaneously calls for closing equity gaps by race and ethnicity while meeting the
920 70% attainment goal. The intent is for all of the state's populations to see their current
921 attainment rates increase to 70%. The AB928 Committee recognizes this is an
922 enormous undertaking that will require significant investment and resources, and
923 dramatically increased coordination and collaboration. However, state leaders set the
924 70% goal because of the belief that it is required to meet the state's workforce demand
925 and ensure fair and equitable opportunity. Meeting the goal is imperative and the work
926 required should be undergirded by the appropriate leadership, effort and investment
927 (see Overarching Recommendations for further details).

928

929 The best baseline data available on current attainment rates, disaggregated by race
930 and ethnicity, comes from Lumina Foundation and critically only focuses on degrees
931 (i.e., does not include non-degree certificates, etc.). Data that includes non-degree
932 certificates, is more finely disaggregated by race and ethnicity, and provides a more
933 holistic picture of how the state can meet its 70% goal is not available at this time. In
934 the absence of better data, the Committee offers the following best-available baseline
935 data to ensure that some data is being monitored while the state continues to build the
936 Cradle to Career data system:

937

938

939 Table 5: Baseline Attainment Rates by Race and Ethnicity

Racial and Ethnic Groups, California	2021 Attainment Rate, Age 25-64, Credentials included: graduate or professional degrees, bachelor's degrees, and associate degrees ³⁵
Hispanic	22.6%
Black	38.6%
Asian or Pacific Islander	66.3%
White	57.3%
American Indian or Alaska Native	28.5%

940

941

942 Recommendation 3.³⁶ Adopt and monitor the following goal: By 2030, 100% of the
 943 entering CCC cohort who intend to (and meet the academic requirements for) transfer
 944 will successfully transfer (apply, be admitted and enroll) and will complete a bachelor's
 945 degree within four years of transfer at any accredited non-profit institution in- or out- of
 946 state. As noted earlier, there is no acceptable level of inequity in transfer student
 947 outcomes in California's education system. It should be no harder for a student who
 948 begins at a CCC to complete a bachelor's degree as it is for a student who begins at a
 949 baccalaureate-granting institution.

950

951 While setting the goals at 100% of the cohort achieving these critical steps in the
 952 pipeline is ambitious, the Committee feels strongly that aiming lower would
 953 compromise its aspirations. Furthermore, these goals represent the underlying premise
 954 of the Master Plan (1960 Donahoe Act). Students are supposed to be able to progress
 955 in this way, and have an opportunity for a bachelor's degree in the system.³⁷

956

957 Due to the lack of an intersegmental data system in California, the data needed to
 958 track students as they move across the segments is lacking and it is extremely difficult
 959 to understand current baseline data for each of these steps. This analysis thus uses data

967 ³⁵ Short-term credentials are excluded as those data disaggregated by race or ethnicity are not available. Lumina
 968 Foundation. (2021). A Stronger Nation: Learning Beyond High School Builds American Talent. Retrieved April 19,
 969 2023, from <https://www.luminafoundation.org/stronger-nation/report/progress/state/CA>

965 ³⁶ Aligns to AB928's call for "(A) Annual goals for improving transfer attainment needed to meet the state's workforce
 966 demands."

960 ³⁷ California State Legislature. (1960). California Senate Bill No. 33, 1960 Donahoe Act, Amendment to the California
 961 State Education Code: Sections 22500-22705. Retrieved August 1, 2023, from

962 https://oac.cdlib.org/view?docId=hb5b69n9fm&brand=oac4&doc.view=entire_text; Legislative Analyst's Office. (2009,
 963 November 12). "The Master Plan at 50: Assessing California's Vision for Higher Education." Retrieved August 1,
 964 2023, from https://lao.ca.gov/2009/edu/master_plan_intro/master_plan_intro_111209.aspx

970 from the CCCs related to students enrolling in and transferring out of the CCCs, and
971 data from CSU and UC related to who applies, gets admitted, enrolls and graduates.³⁸
972

973 For the AY 16-17 cohort 315,541 students enrolled in the CCCs. Of those, 132,394 had
974 an informed primary educational planning goal including transfer to a four-year
975 institution. Within six years, 61,989 (20% of 315,541 and 47% of 132,394) transferred to
976 any four-year institution (including in- and out-of-state, public/private, proprietary, etc.).
977

978 For transfer to the UC:

- 979 ● Number of students who had previously attended a CCC who applied for
980 transfer for AY 2018-2019 to UC: 36,365.³⁹
- 981 ● Number of those students who were admitted to UC: 27,328.⁴⁰
- 982 ● Number of those students who enrolled at UC: 20,479.⁴¹
- 983 ● Number of those students who enrolled and graduated with a bachelor's degree
984 within 4 years⁴² of transfer: 17,573.⁴³

985
986 For transfer to the CSU:

- 987 ● Number of students who had previously attended a CCC who applied for
988 transfer for AY 2018-2019 to CSU: 97,410.⁴⁴
- 989 ● Number of those students who were admitted to CSU: 77,202.⁴⁵
- 990 ● Number of those students who enrolled at CSU: 50,654.⁴⁶
- 991 ● Number of those students who enrolled and graduated with a bachelor's degree
992 within 4 years⁴⁷ of transfer: 40,697.⁴⁸

1011 ³⁸ Student-Ready Strategies. (2023). "Transfer Attainment." Data analysis created for the Associate Degree for
1012 Transfer Intersegmental Implementation Committee based on data provided by the California Community Colleges
1013 Chancellor's Office, University of California Office of the President and California State University Chancellor's Office.
1014 As noted elsewhere, the lack of an intersegmental data system presents serious challenges to understanding transfer
1015 student trajectories and outcomes.

1009 ³⁹ AICCU data not available; students who apply to both UC and CSU are counted in both numbers; unduplicated
1010 counts could not be constructed in absence of student-level data sharing between UC and CSU.

1007 ⁴⁰ AICCU data not available; students who are admitted to both UC and CSU are counted in both numbers;
1008 unduplicated counts could not be constructed in absence of student-level data sharing between UC and CSU.

1006 ⁴¹ AICCU data not available; count assumes students enroll in either CSU or UC, not both.

1005 ⁴² Note that the four-year time horizon begins in Fall 2018 for both Fall 2018 and Spring 2019 entrants.

1003 ⁴³ University of California (2021). "UC Opens Doors for Community Colleges." Retrieved August 8, 2023, from
1004 https://www.universityofcalifornia.edu/sites/default/files/2022-02/uc_transfer_onesheet_2021.pdf

1001 ⁴⁴ AICCU data not available; students who apply to both UC and CSU are counted in both numbers; unduplicated
1002 counts could not be constructed in absence of student-level data sharing between UC and CSU.

999 ⁴⁵ AICCU data not available; students who are admitted to both UC and CSU are counted in both numbers;
1000 unduplicated counts could not be constructed in absence of student-level data sharing between UC and CSU.

998 ⁴⁶ AICCU data not available; count assumes students enroll in either CSU or UC, not both.

997 ⁴⁷ Note that the four-year time horizon begins in Fall 2018 for both Fall 2018 and Spring 2019 entrants.

993 ⁴⁸ California State University. (n.d.). "CSU Graduation and Continuation Rates Dashboard." Retrieved August 8, 2023,
994 from

995 https://tableau.calstate.edu/views/GraduationRatesPopulationPyramidPrototype_liveversion/SummaryDetails?iframe
996 [SizedToWindow=true&%3Aembed=y&%3Adisplay_count=no&%3AshowAppBanner=false&%3AshowVizHome=no](https://tableau.calstate.edu/views/GraduationRatesPopulationPyramidPrototype_liveversion/SummaryDetails?iframe)

1016

1017 Table 6, below, applies these numbers from the UC and CSU to the entering CCC
1018 cohort numbers from CCC (note that these students likely began at a community
1019 college in different academic years, which means this cohort is different from that
1020 submitted by the community colleges). This is an imprecise estimate, but it represents a
1021 good-faith effort to use the best-available baseline data for setting goals in the
1022 absence of an intersegmental data system.

1023

1024

1025 Table 6: Data Support for Goal-Setting for Transfer Attainment⁴⁹

	Public Sector Minimum (based on CSU data only)	Public Sector Maximum (based on CSU and UC data)	Additional Transfer Opportunities at Any Other In- or Out-of-State Public and Private Institutions
Estimated % of CCC cohort who <u>applied</u> for transfer to a California public 4-year institution for AY 18-19	30.9%	42.4%	Unknown, but must be taken into account when goal-setting
Estimated % of CCC cohort who were <u>admitted</u> to a California public 4-year institution for AY 18-19	24.5%	33.1%	Unknown, but must be taken into account when goal-setting
Estimated % of CCC cohort who <u>enrolled</u> in a California public 4-year institution in AY 18-19	16.1%	22.5%	Unknown, but must be taken into account when goal-setting
Estimated % of CCC cohort who <u>graduated</u> from a California public 4-year institution within 4 years ⁵⁰	12.9%	18.5%	Unknown, but must be taken into account when goal-setting

1026

1027 The AB928 Committee made a good faith effort to set the goals in Table 7 using the
1028 best-available data. The Cradle to Career longitudinal data system created by AB132 is

1030 ⁴⁹ This table applies the AY 18-19 cohort numbers provided by UC and CSU to the AY 16-17 cohort numbers provided
1031 by CCC. AICCU data not available. This provides an imprecise but still useful estimate.

1029 ⁵⁰ Note that the four-year time horizon begins in Fall 2018 for both Fall 2018 and Spring 2019 entrants.

1032 expected to improve the availability of intersegmental data.⁵¹ In the interim, the
1033 Committee considered the options available for setting goals:

- 1034 ● One option is to align to available data, which would limit which goals can be
1035 set.
- 1036 ● Another option, and the path chosen, was to set aspirational and developmental
1037 goals aligned to what would best support equitable student success.

1038

1039 The goals in Table 7 reflect the Committee’s effort to look at best-available data,
1040 estimate some of that which cannot be known (e.g., additional transfer opportunities at
1041 any other in- or out-of-state public and private institutions) and set aspirational,
1042 developmental goals. The AB928 Committee recognizes this is an enormous
1043 undertaking that will require significant investment and resources, and dramatically
1044 increased coordination and collaboration. However, providing equitable opportunity to
1045 transfer students, and supporting them for success, is imperative and the work required
1046 should be undergirded by the appropriate leadership, effort and investment (see
1047 Overarching Recommendations for further details).

1048

1049 An effort to align data and begin to monitor these goals is needed. When more
1050 comprehensive and accurate baseline data is available, the AB928 Committee reserves
1051 the right to modify these targets.

1052

1053 Table 7: Goals for Increased Transfer Attainment⁵²

	Goals to reach 2030 (transfer to any accredited non-profit institution in- or out- of state, including AICCU, UC & CSU)
Percent of entering CCC cohort who intend to transfer and meet academic qualifications and <u>apply</u> to transfer to any accredited non-profit institution in- or out- of state	2024: 50% 2025: 55% 2026: 60% 2027: 70% 2028: 80% 2029: 90% 2030: 100%

1059 ⁵¹ California State Legislature. (2021). *Assembly Bill No. 132, Postsecondary education trailer bill*. Retrieved April 18,
1060 2023, from https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB132

1054 ⁵² Earlier, this document notes that an analysis of labor market needs, in- and out-migration, the role of online
1055 education and out-of-state providers, and notably transfer and other means of increasing credentials, is needed to
1056 deepen the state’s understanding of what level of postsecondary attainment is needed to meet the state’s 70%
1057 attainment goal. This analysis seeks to set aspirational goals but they are not directly tied to meeting the 70%
1058 attainment goal.

Percent who meet academic qualifications and apply to transfer and are <u>admitted</u> to any accredited non-profit institution in- or out- of state	2024: 40% 2025: 50% 2026: 60% 2027: 70% 2028: 80% 2029: 90% 2030: 100%
Percent who meet academic qualifications and apply to transfer and are admitted and <u>enroll</u> at any accredited non-profit institution in- or out- of state	2024: 35% 2025: 45% 2026: 55% 2027: 65% 2028: 75% 2029: 85% 2030: 100%
Percent who meet academic qualifications and apply to transfer, are admitted, enroll and <u>complete</u> a bachelor's degree within 4 years of transfer at any accredited non-profit institution in- or out- of state	2024: 25% 2025: 35% 2026: 50% 2027: 60% 2028: 75% 2029: 85% 2030: 100%

1061

1062 Recommendation 4. Adopt and monitor the following goal: By 2030, close regional
 1063 opportunity gaps to access ADT pathways by ensuring students can transfer *in their*
 1064 *region and in the major in which they earned their ADT.*⁵³ Of note, for its analysis the
 1065 AB928 Committee used the regions as defined by California Competes as a neutral
 1066 and respected third-party source.⁵⁴ Looking to the future, it would be helpful for the
 1067 state if the segments could collaborate to define regions in a common way with respect
 1068 to postsecondary education.

1069

1070 This definition of regional opportunity would be met by achieving the following goals:

- 1071 ● There are sufficient ADTs available to students in every region (including online
- 1072 options);
- 1073 ● Guaranteed admission for ADT earners applies *in the region* (i.e., students will
- 1074 not be redirected outside of their region);
- 1075 ● ADT earners are able to transfer with junior standing;
- 1076 ● ADTs offered and accepted in a region will be aligned to workforce demand in
- 1077 the region and statewide, particularly high-wage, high-demand fields, and will

1080 ⁵³ Aligns to AB928's call for "(C) Goals for closing regional opportunity gaps to access ADT pathways."

1078 ⁵⁴ California Competes. (n.d.). Pathways to Prosperity. Retrieved April 18, 2023, from

1079 <https://californiacompetes.org/p2p>

1081 not be limited by the region's current workforce demand. ADTs will be analyzed
1082 and:

- 1083 ○ Any ADTs and other associate's degrees that do not result in high
1084 applicability for transfer or a labor market payoff, such as research
1085 suggests is true of the ADT in interdisciplinary studies, will be analyzed for
1086 redesign or elimination.⁵⁵
- 1087 ○ ADTs not currently in place for high-wage, high-demand fields within the
1088 state, such as in STEM pathways, will be prioritized for creation.

1089

1090 To meet these goals will require intentional and holistic funding for and implementation
1091 of a range of strategies that can improve regional opportunities for students and
1092 ensure students have equitable access to non-profit, accredited programs (see
1093 Overarching Recommendations for additional details).

1094 **B. SCIENCE, TECHNOLOGY, ENGINEERING, AND MATHEMATICS (STEM) DEGREE** 1095 **PATHWAYS**

1096

1097 The California State Legislature called upon the AB928 Committee to propose a new
1098 unit threshold for Science, Technology, Engineering, and Mathematics (STEM) degree
1099 pathways that meet the requirements for admission to the California State University
1100 and the University of California. Specifically, in regards to STEM degree pathways, the
1101 recommendations shall comply with both of the following requirements:

1102 (A) The recommendations shall include sufficient evidence supporting a higher
1103 unit threshold for each STEM degree pathway, including an analysis of colleges
1104 that have succeeded in adopting similar pathways within the 60-unit framework
1105 for lower division units taken at the California Community Colleges.

1106 (B) A recommendation for a differing unit threshold within a STEM degree
1107 pathway shall not recommend a change of more than six units.

1108

1109 *While undertaking its work for STEM degree pathways, the AB928 Committee*
1110 *operated with a set of guiding premises. They are:*

1111

1112 ⁵⁵ Tillery, R., Booth, K. & Johnstone, R. (2023). "Transfer, Credentials, and Employment in CA." WestEd and National
1113 Center for Inquiry and Improvement.

- 1114 ● Degrees in STEM are in high demand in California’s economy and provide
1115 graduates with opportunities for high-wage careers after graduation.⁵⁶
- 1116 ● Many STEM programs require students to earn a higher number of units
1117 including major preparation in the lower division before they transfer. These
1118 include areas such as Engineering, Physics, and Chemistry programs.⁵⁷
- 1119 ● Higher unit requirements in community college STEM programs generate the
1120 need for greater time to prepare, which costs students time and money on the
1121 path to transfer, making transfer pathways less accessible for students with
1122 limited financial resources. However, adequate preparation in the lower division
1123 also ensures timely graduation for the bachelor's degree.
- 1124 ● Increasing the number of college students who earn STEM credentials and enter
1125 STEM careers remains a national priority, as does the need to diversify the
1126 population of STEM workers by race/ethnicity, gender, and socioeconomic
1127 background. Postsecondary STEM credentials lead to some of the highest
1128 paying jobs in the labor market.⁵⁸
- 1129 ● Community colleges serve as an important entry point for those who want to
1130 pursue either a workforce-oriented STEM associate degree or lower-division
1131 coursework leading to transfer to a four-year college in a STEM major.
- 1132 ● Low-income students are less likely to enter STEM programs or to transfer in
1133 STEM fields than higher income students, and Black, Latine, and Native
1134 American students are underrepresented in all transfer-level STEM courses in
1135 community colleges. STEM fields have particular barriers to student entry and
1136 progression and different patterns of student underrepresentation than
1137 non-STEM transfer programs.⁵⁹
- 1138 ● Students struggle to navigate STEM program requirements, which require strict
1139 adherence to course sequences. Academic or career advising services are often
1140 under-resourced in community colleges. Students often attend more than one
1141 community college adding to complexities in taking year-long course sequences
1142 that are common to STEM programs.

1154 ⁵⁶ State of California Employment Development Department (2015). *California Labor Market Trends: Science,*
1155 *Technology, Engineering, and Math Jobs in California*. Retrieved April 19, 2023 from
1156 <https://labormarketinfo.edd.ca.gov/Publications/Trend-Reports/STEM-California-August-2015.pdf>

1150 ⁵⁷ Student Ready Strategies. (2023). “AB928 STEM Study Group Data Review.” Data analysis created for the STEM
1151 Study group of the Associate Degree for Transfer Intersegmental Implementation Committee based on data provided
1152 by the California Community Colleges Chancellor’s Office, University of California Office of the President, California
1153 State University Chancellor’s Office, and the Association of Independent California Colleges and Universities.

1147 ⁵⁸ National Center for Science and Engineering Statistics. (2023.) *Diversity and STEM: Women, Minorities, and*
1148 *Persons with Disabilities 2023. Special Report NSF 23-315*. Alexandria, VA: National Science Foundation. Retrieved
1149 August 17, 2023, from <https://nces.nsf.gov/wmpd>

1143 ⁵⁹ Wang, X. (2020). *On My Own: The Challenge and Promise of Building Equitable STEM Transfer Pathways*.
1144 Harvard Education Press, <https://www.hepg.org/hep-home/books/on-my-own>; Varty, A.K. (2022, Summer).

1145 “Promoting Achievement for Community College STEM Students through Equity-Minded Practices.” *CBE Life Sci*
1146 *Educ*, 21(2): ar25.

- 1157 ● By all measures, the sheer scale and multi-system nature of the California
1158 education ecosystem makes problem-solving very complicated. The different
1159 segments are shaped by differences in resources, capacity, and expectations;
1160 learners' opportunities are shaped in part by the differing levels of preparation
1161 provided by different high schools.
- 1162 ● The work of creating seamless, equitable STEM transfer pathways for
1163 underrepresented students has many challenges and requires long-term
1164 commitment, but there is much progress to celebrate and an infrastructure to
1165 leverage and strengthen.

1166

1167

Additional Information and Caveats

1168

1169 High-Unit STEM Pathways: Identification and Caveats

1170 The legislation calls for an analysis that cannot be conducted in the absence of a more
1171 robust data set or information. Despite the limitations, and based on data provided by
1172 the Academic Senate for California Community Colleges, the following STEM programs
1173 were identified as high-unit transfer pathways to both CSU and UC:

- 1174 ● Engineering;
1175 ● Chemistry;
1176 ● Physics;
1177 ● Environmental Science; and
1178 ● Math.

1179 Following the September 18, 2023 public meeting of the AB928 Committee, based on
1180 feedback provided to the committee, the following programs were added to the
1181 previous list as ones possibly in need of flexibility to be able to go up to (but not
1182 beyond) the higher 66-unit threshold:

- 1183 ● Computer Science; and
1184 ● Biology.⁶⁰

1185

1186 It is important to note that "high-unit" is defined by the number of units required by
1187 the program to adequately prepare students for success, not the programs in which
1188 students accumulate the highest number of units.

1189

1190

1191 ⁶⁰ Nursing and Information Technology are additional pathways to consider in the future; however, there are not at this
1192 time transfer pathways to UC in Nursing or Information Technology.

1193 How Course Articulation is Currently Conducted

1194 Presently, the course articulation process (i.e., the determination that a community
1195 college course is equivalent to a CSU, UC or AICCU-member course and will therefore
1196 be accepted as meeting a CSU, UC or AICCU-member course requirement) has
1197 separate and differing requirements, processes and procedures by segment. In the
1198 public segments, while general education courses are centrally evaluated for similarity
1199 by the CSU Chancellor's Office (CSUCO) and the University of California Office of the
1200 President (UCOP), those reviews are not coordinated across segments. Therefore,
1201 community colleges must submit the same courses to both CSUCO and UCOP at
1202 different times, with different processes, and based on different standards. This means
1203 that the same community college course may be approved as similar by one segment,
1204 but not the other. Additionally, major preparation courses and any other course
1205 requirements undergo a decentralized course-to-course articulation process for which
1206 each community college must submit courses to each CSU and UC campus for which
1207 they want the course deemed similar. This process is individualized per CSU and UC
1208 campus, and is subject to the determinations of each campus' discipline faculty. The
1209 result is a complex web of course articulations that apply to some campuses, but not
1210 all. This makes it very difficult to establish statewide degree pathways, and, even where
1211 such pathways exist (i.e., the ADT), those pathways are not uniformly accepted across
1212 CSU and UC campuses, or only certain courses within the pathway are accepted.

1213

1214 In order to fulfill the goals set forth in AB928 to improve transfer attainment and ADT
1215 access and completion, in general and particularly for STEM pathways, this
1216 decentralized, campus-specific, and subjective course articulation process must be
1217 replaced with a centralized, campus-agnostic, and objective process.

1218

1219 Data Requests

1220 In February 2023, Student-Ready Strategies (SRS), the data partner for the AB928
1221 Committee, worked with the California Community Colleges Chancellor's Office
1222 (CCCCO) data team to pull outcomes data for STEM programs, based on the definition
1223 of STEM provided by the study group, following several conversations on the topic:

- 1224 1. List of majors that require Calculus 1 AND 1 semester of Physics;⁶¹
- 1225 2. List of high-unit majors within that Calc1/1 semester of Physics (70 or more units)
1226 including but maybe not limited to Engineering, Public Health, Computer
1227 Science; and

1228 ⁶¹ This is not a requirement of the current TMCs for math, it is an option.

1229 3. Disaggregated data on retention/completion (rolled up) on ADTs, Transfer
1230 Admission Guarantees (TAGs), transfer pathways of CC to UCs and CSUs within
1231 the list of STEM majors identified in 1.

1232

1233 SRS then analyzed the data, identified key findings, and presented those findings to
1234 the study group.

1235

1236 In June 2023, the STEM study group asked SRS to make a second data request of the
1237 CCCCCO. This data request was further refined and included a different list of STEM
1238 programs than was originally queried (to broaden the focus to outcomes related to all
1239 STEM programs, not just those that are high-unit programs), along with requests for
1240 data on student enrollment, progression, and transfer outcomes in those programs.
1241 The group re-requested data which CCCCCO had already advised was unavailable. The
1242 CCCCCO indicated that they still do not have a good mechanism available for
1243 differentiating ADTs from the local Associate Degree as a major.

1244 *With the above in mind, the AB928 Committee offers the following recommendations,*
1245 *research and rationale.*

1246

1247 Recommendation 5. Establish and resource an Intersegmental Course Articulation and
1248 Pathways Development infrastructure to oversee the process of course review,
1249 pathways development, and determinations of similarity, with intentional participation
1250 of faculty from CCC, CSU, UC and AICCU member institutions to maximize the
1251 potential of the ADT and its guarantee of admissions at participating four-year
1252 universities.⁶² AB928 calls for this Committee to strengthen “the [ADT] pathway for
1253 students and to ensure it becomes the primary transfer pathway in California between
1254 campuses of the California Community Colleges and the University of California, the
1255 California State University, and participating independent institutions of higher
1256 education.” For this purpose to be achieved, collaboration among all three systems of
1257 California higher education as well as independent institutions is critical.

1258

1259 As described above in the section entitled “How Course Articulation is Currently
1260 Conducted,” in order to fulfill the goals set forth in AB928 to improve transfer
1261 attainment and ADT access and completion, in general and particularly for STEM
1262 pathways, the current decentralized, campus-specific, and subjective course articulation
1263 process must be replaced with a centralized, campus-agnostic, and objective process.
1264 The AB928 Committee thus recommends the state establish and resource an

1265 ⁶² California Community Colleges. (n.d.). “Associate Degree for Transfer.” Retrieved November 2, 2023, from
1266 <https://icangotocollege.com/associate-degree-for-transfer#:~:text=What%20is%20an%20Associate%20Degree,Califo>
1267 [ria%20and%20outside%20the%20state](https://icangotocollege.com/associate-degree-for-transfer#:~:text=What%20is%20an%20Associate%20Degree,Califo)

1268 Intersegmental Course Articulation and Pathways Development infrastructure to
1269 oversee the process of course review, pathways development, and determinations of
1270 similarity.

1271

1272 An intersegmental infrastructure for ongoing collaboration among discipline faculty
1273 must be supported with resources to grow with the goal that STEM pathways are
1274 streamlined and do not include excess units or repetition of courses.

1275

1276 This infrastructure should: provide accountability for ensuring that work is being
1277 completed; include faculty from UC, CSU, CCC and AICCU institutions; be designed to
1278 ensure that diverse and sufficiently representative faculty participation is incentivized,
1279 both through the provision of resources and through formal recognition of faculty
1280 participation in intersegmental curricular work in promotion and tenure; and incentivize
1281 student participation.

1282

1283 Recommendation 6. Retain the 60-unit requirement for ADTs while providing an option
1284 for up to an additional 6 units for high-unit STEM ADTs and require the submission of
1285 clear evidence and rationale for the higher units during the TMC approval process.

1286 Research demonstrates that students are more likely to complete postsecondary
1287 credentials when they have clarity about which courses to take, pathways are
1288 streamlined, the taking of extra courses that do not apply to completion is eliminated,
1289 and courses are applied to completion upon transfer.⁶³ Based on this research, the
1290 AB928 Committee recommends that the large majority of ADTs should remain at 60
1291 units. While some stakeholders assert that some ADTs—particularly STEM ADTs—warrant
1292 an additional 3-6 units, data to support that assertion is not yet available. A preliminary
1293 analysis of high-unit STEM programs conducted through the existing infrastructure of
1294 the Faculty Discipline Review Groups (FDRGs)⁶⁴ and informed by ongoing collaboration
1295 of discipline faculty in specific programs has commenced this fall. The goal is to deliver
1296 insights and recommendations to the Intersegmental Curriculum Council (formerly the
1297 Intersegmental Curriculum Workgroup) by early spring and share that information with

1300 ⁶³Zhu, Z. (2022, July). "Improving Graduation Rates in the Two-to-Four Pathway to Bachelor's Degrees." *Education*
1301 *Finance and Policy*, 17 (3): 432–453; Scrivener, S., Weiss, M.J., Rattledge, A., Rudd, T., Sommo, C. and Fresques, H.
1302 (2015). *Doubling Graduation Rates: Three-Year Effects of CUNY's Accelerated Study in Associate Programs (ASAP)*
1303 *for Developmental Education Students*. MDRC. New York, NY; Levesque, E.M. (2018). *Improving Community College*
1304 *Completion Rates by Addressing Structural and Motivational Barriers*. Brookings. Retrieved November 2, 2023, from
1305 <https://www.brookings.edu/articles/community-college-completion-rates-structural-and-motivational-barriers/>;
1306 Monaghan, B. & Attewell, P. (2015). *The Community College Route to a Bachelor's Degree*. *Educational Evaluation*
1307 *and Policy Analysis*, 37(1), 70–91; Institute for College Access and Success. (2021). *Raising College Attainment: A*
1308 *National Proposal to Scale Student Success Strategies*. Retrieved November 2, 2023, from
1309 [https://ticas.org/wp-content/uploads/2021/04/Raising-College-Attainment-A-National-Proposal-to-Scale-Student-Succ](https://ticas.org/wp-content/uploads/2021/04/Raising-College-Attainment-A-National-Proposal-to-Scale-Student-Success-Strategies.pdf)
1310 [ess-Strategies.pdf](https://ticas.org/wp-content/uploads/2021/04/Raising-College-Attainment-A-National-Proposal-to-Scale-Student-Success-Strategies.pdf).

1298 ⁶⁴FDRGs are a collaboration between CCC and CSU discipline faculty, led by the Academic Senate for California
1299 Community Colleges (ASCCC). See www.asccc.org for additional details.

1311 the AB928 Committee. Going forward, additional analysis will be needed to evaluate
1312 the pathways of STEM students to understand whether they are meeting with equitable
1313 outcomes.

1314

1315 Recommendation 7. Require that by the end of the 2023-24 academic year, Transfer
1316 Model Curricula (TMC) drafts are in place for each of Engineering, Biology, Chemistry,
1317 Mathematics, Environmental Science, Physics, and Computer Science pathways that
1318 prepare students for transfer to both the CSU and UC systems and other four-year
1319 institutions that choose to participate (such as members of AICCU and HBCUs currently
1320 engaged with the CCCCO). Should a discipline or major not yield to a single transfer
1321 pathway, clear rationale and evidence on why separate pathways are needed must be
1322 provided. The AB928 Committee recommends TMC drafts are approved through the
1323 existing, well-established TMC approval processes, while allowing for flexibility for
1324 some general education courses to be taken after transfer, and up to an additional six
1325 units for the ADT provided sufficient evidence and justification are provided.

1326

1327 Recommendation 8. Set a deadline that the CCCs must adopt the TMCs (as created in
1328 Recommendation 7) and create ADTs, and encourage the CSU and UC systems, and
1329 other four-year institutions that choose to participate (such as members of AICCU and
1330 HBCUs currently engaged with the CCCCO), to accept those ADTs for transfer so that
1331 students are accessing the ADTs by fall of 2026. Once pathways are designed by
1332 discipline experts, institutions that agree to accept the ADT must accept and apply all
1333 of the components of the curriculum. Any requests for exceptions must be made
1334 publicly and through a robustly documented process of justification.

1335

1336 Recommendation 9. Make clear that general education flexibility for STEM pathways is
1337 allowed and may be required for the creation of equitable pathways in some STEM
1338 programs. STEM TMCs need to be designed with flexibility. Effective preparation for
1339 some STEM majors requires that more of the major preparation courses are taken
1340 earlier in the students' learning journey, which necessitates some general education
1341 courses are taken in the latter two years of the program. STEM programs need
1342 flexibility to replicate the curricular scope and sequence a first-year student at the
1343 university will receive. As such, STEM TMCs need to be designed with flexibility.
1344 Intersegmental collaboration should focus on building four-year pathways and then
1345 deciding how lower division general education requirements should be distributed
1346 across those pathways to ensure that students are able to take the needed major
1347 preparatory courses prior to transfer, which may result in some general education
1348 courses being taken after transfer.

1349

1350 Recommendation 10. To support equitable student success in STEM pathways, invest
1351 in the scaled implementation of culturally responsive student supports and
1352 evidence-based academic/pedagogical improvements. The long-term goal of creating
1353 equitable STEM pathways will be reached not only through the elimination of excess
1354 units and unnecessary course repetition, its achievement will also depend on the
1355 scaling of culturally responsive, asset-minded approaches to supporting students and
1356 on the widespread adoption of evidence-informed approaches to creating equitable
1357 learning environments. Examples of critical needs include resources for early and
1358 comprehensive advising for students interested in STEM majors, and the creation of
1359 high-quality bridge programs for both CCC students and students at the public and
1360 private universities in the state. Effective student participation in informing the design
1361 of programs, and a scaled commitment to equity-minded pedagogy and curricular
1362 redesign, are also necessary for the creation of equitable STEM pathways.

1363

1364 Recommendation 11. Require transparency concerning membership and composition
1365 of the FDRG's and other intersegmental curriculum groups. This recommendation is
1366 designed to address concerns about whether faculty representation in the FDRGs is
1367 reflective of the student body in California. Transparency about current membership
1368 will help stakeholders to assess whether changes are warranted.

1369

1370 Recommendation 12. In light of the relevance of AB1291: University of California
1371 Associate Degree for Transfer Pilot Program (2023) to the goals of the AB928
1372 Committee, require AB1291 to be implemented in meaningful collaboration with the
1373 CCCs, and that pathways developed in response to AB1291 adhere to the
1374 recommendations of the AB928 Committee regarding STEM TMCs. Assembly Bill 1291
1375 (2023) creates the University of California Associate Degree for Transfer Pilot Program
1376 in the Donahoe Higher Education Act⁶⁵:

1377 The bill would require the University of California, Los Angeles to declare at least
1378 8 majors by the 2026–27 academic year, and at least 12 majors by the 2028–29
1379 academic year, as similar to the transfer model curricula from select community
1380 colleges chosen by the University of California, Los Angeles and would require,
1381 by the 2028–29 academic year, the University of California to designate at least
1382 5 campuses to declare at least 12 majors as similar to the transfer model
1383 curricula from select community colleges chosen by the applicable campus,
1384 except that the 12 major minimum would not apply to the University of
1385 California, Merced if designated. The bill would require the applicable campus
1386 to prioritize admission of a student who earns an associate degree for transfer

1387 ⁶⁵ California State Legislature. (2023). *Assembly Bill No. 1291, University of California Associate Degree for Transfer*
1388 *Pilot Program*. Retrieved November 2, 2023, from <https://legiscan.com/CA/text/AB1291/2023>

1389 and meets the requirements of one of the transfer model curricula and to
1390 determine the appropriate admissions preference. The bill would require, for a
1391 student who meets those requirements and other University of California
1392 admission requirements but is not granted admission to the applicable campus,
1393 that campus to redirect the student to other campuses of the University of
1394 California and the student to be offered admission to at least one other campus
1395 of the University of California.

1396

1397 Given the direct relevance of AB1291 to the work of the AB928 Committee, the
1398 Committee calls for AB1291 to be implemented in accordance with the Committee's
1399 recommendation to retain the 60-unit requirement for ADTs, with an option for up to
1400 an additional 6 units for high-unit STEM ADTs upon certification of clear evidence or
1401 rationale of need.

1402

1403 **C. REENGAGEMENT OF ADT EARNERS**

1404

1405 The California State Legislature called upon the AB928 Committee to specifically
1406 identify how to support reengaging ADT earners who do not transfer or apply for
1407 transfer into a four-year postsecondary educational institution.

1408

1409 *While undertaking its work on reengaging ADT earners, the AB928 Committee*
1410 *operated with a set of guiding premises. They are:*

1411

- 1412 ● The majority of students who start at a California community college with the
1413 intent to transfer do not go on to earn a baccalaureate degree, adding to the
1414 ranks of the nearly 1.8 million Californians with some college, but no degree.⁶⁶
1415 PPIC found that 28,000 students, representing 27% of all students who started
1416 their community college journey between academic years 2014–15 and 2019–20
1417 and earned an ADT, had not transferred as of fall 2022.⁶⁷ The AB928 legislation

1421 ⁶⁶ Johnson, H., & Cuellar Mejia, M. (2020). *Increasing Community College Transfers: Progress and Barriers*.
1422 Public Policy Institute of California. Retrieved April 18, 2023, from
1423 <https://www.ppic.org/wp-content/uploads/increasing-community-college-transfers-progress-and-barriers-september-2020.pdf>; Lumina Foundation (2022). *A Stronger Nation: Learning Beyond High School Builds American Talent*.
1424 Retrieved April 19 from <https://www.luminafoundation.org/stronger-nation/report/#/progress/state/CA>
1425 ⁶⁷ Cuellar Mejia, M., Johnson, H., Perez, C.A. & Jackson, J. (2023). *Strengthening California's Transfer Pathway*.
1418 Public Policy Institute of California. Retrieved October 27, 2023, from
1419 <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>
1420

1426 identifies that students who earned ADTs but did not transfer represent a key
1427 target for reengagement.⁶⁸

- 1428 ● Ensuring more students who complete the ADT, and improving the transfer
1429 function overall—ensuring students can start at a community college, earn the
1430 ADT and complete a bachelor’s degree at a public or independent institution—is
1431 absolutely essential to ensuring more California residents have the opportunity
1432 for a living wage job.⁶⁹
- 1433 ● Opportunity gaps in regional ADT access create an insurmountable barrier for
1434 many students who wish or need to stay within their regions. Evidence shows,
1435 for example, that roughly one in 10 “redirected” transfer students enroll at a
1436 CSU, and so there must be an emphasis on broadening access to transfer
1437 opportunities within regions.⁷⁰ The regional representation of community college
1438 students who enroll with the intent to transfer should be mirrored in the regional
1439 representation of students who successfully transfer.
- 1440 ● Californians can complete transfer degrees at institutions other than CSU and
1441 UC, including California independent institutions and 39 Historically Black
1442 Colleges & Universities (HBCU).⁷¹
- 1443 ● There is a robust research base illuminating why students who are prepared for
1444 transfer do not necessarily do so, ranging from financial needs to the complexity
1445 of, and lack of clear information about, the transfer and articulation process.
1446 That research base should be leveraged for designing supports for ADT earners
1447 who do not apply for transfer or transfer.
- 1448 ● The state of California is home to many regional initiatives with transfer
1449 components from which important lessons can be learned. UC Riverside,
1450 Growing Inland Achievement and the Riverside County Education Collaborative
1451 are planning to develop “a pilot transfer pipeline that would automatically
1452 matriculate students from 12th grade to a partner CCC and then to UCR through
1453 its Transfer Admission Guarantee program.” In a similar vein, a collaboration of
1454 partners led by the Central Valley Higher Education Consortium is streamlining
1455 transfer pathways, developing wraparound supports for transfer students, and

1463 ⁶⁸ California State Legislature. (2021). *Assembly Bill No. 928, Student Transfer Achievement Reform Act of 2021: Associate Degree for Transfer Intersegmental Implementation Committee*. Retrieved April 18, 2023, from
1464 https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=202120220AB928

1461 ⁶⁹ Tillery, R., Booth, K. & Johnstone, R. (2023). “Transfer, Credentials, and Employment in CA.” WestEd and National
1462 Center for Inquiry and Improvement

1457 ⁷⁰ California State University. (2022). *Student Admissions and Impaction Policies Report 2022*. Retrieved April 18,
1458 2023, from

1459 <https://www.calstate.edu/impact-of-the-csu/government/Advocacy-and-State-Relations/legislativereports1/Student-Admissions-and-Impaction-Policies-Report-2022.pdf>

1456 ⁷¹ California Community Colleges. (n.d.). “Enroll Now.” Retrieved August 10, 2023, from <https://icangotocollege.com/>

- 1466 seeking to extend the ADT guarantee to UC Merced.⁷² Good work is underway
1467 that can and must be leveraged.
- 1468 ● Given the growing recognition nationally that states must educate their adult
1469 populations to meet workforce needs, accompanied by a growing
1470 understanding of the increasing population of students with some college and
1471 no credential yet—which at last count numbers 6.6 million individuals in California
1472 alone—states have been building adult reengagement and Adult Promise (free
1473 college) initiatives. Examples include: Tennessee Reconnect, Mississippi
1474 Complete to Compete and Indiana’s You Can. Go Back.⁷³
 - 1475 ● A well-executed statewide reengagement effort that helps returning students
1476 overcome known barriers will retroactively improve transfer outcomes for past
1477 cohorts.

1478

1479 *With these guiding premises in mind, the AB928 Committee offers the following*
1480 *recommendations, research and rationale.*

1481

1482 The California State Legislature called upon the AB928 Committee to specifically
1483 identify how to support reengaging ADT earners who do not transfer or apply for
1484 transfer into a four-year postsecondary educational institution. To that end, the AB928
1485 Committee makes the following recommendations to address the systemic barriers that
1486 are creating obstacles for ADT earners who do not transfer or apply for transfer, with a
1487 keen eye to equitably serving populations not currently served well.

1488

1489 Recommendation 13. Invest in the creation, and assign responsibility for
1490 implementation, of a Transfer Reengagement Initiative for Associate Degree Holders
1491 (TRIAD). There is no silver bullet or single strategy that will improve outcomes for ADT
1492 earners who do not transfer or apply to transfer. As such, the AB928 Committee

1507 ⁷² Cuellar Mejia, M., Johnson, H., Perez, C.A. & Jackson, J. (2023). Strengthening California’s Transfer Pathway.
1508 Public Policy Institute of California. Retrieved October 27, 2023, from
1509 <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>

1493 ⁷³ Causey, J., Gardner, A., Pevitz, A., Ryu, M., and Shapiro, D. (April 2023). *Some College, No Credential Student*
1494 *Outcomes, Annual Progress Report – Academic Year 2021/22.* Herndon, VA: National Student Clearinghouse
1495 Research Center; Weissman, S. (April 2023). “New Report Finds Increase in Students with Some College, No
1496 Credential.” *Inside Higher Ed.* Retrieved August 10, 2023, from

1497 <https://www.insidehighered.com/news/students/retention/2023/04/25/some-college-no-credential-cohort-grows;>
1498 National Governors Association. (March 2021). *State Strategies to Re-engage Students with Some College and No*
1499 *Degree.* Retrieved August 10, 2023, from

1500 <https://www.nga.org/publications/state-strategies-to-re-engage-students-with-some-college-and-no-degree/>; State
1501 Higher Education Executive Officers. (2018). *The Power of a Promise: Implications and Importance of Adult Promise*
1502 *Programs.* Retrieved September 15, 2023,

1503 <https://sheeo.org/wp-content/uploads/2019/02/Adult-Promise-White-Paper-The-Power-of-a-Promise.pdf>; Complete 2
1504 Compete. (July 2023). “One Degree Better.” Retrieved August 10, 2023, from <https://msc2c.org>; ReUp Education.

1505 (n.d.). “Leaders in the Future of Higher Ed.” Retrieved August 10, 2023, from

1506 <https://reupeducation.com/institutions/partner-stories>

1510 recommends building a multi-faceted plan that seeks to comprehensively address the
1511 many barriers ADT earners face. Moreover, while the legislation calls for reengaging
1512 students who did not transfer or apply for transfer, the AB928 Committee wishes to
1513 simultaneously reduce the number of students who get close to transferring and then
1514 do not do so. As such, the AB928 Committee calls for the creation of a statewide
1515 Transfer Reengagement Initiative for Associate Degree Holders (TRIAD), a
1516 comprehensive plan that is organized into two overarching areas of focus:

- 1517 ● Strategies to reduce the number of students who get close to transfer and do
1518 not transfer or apply to transfer; and
- 1519 ● Strategies to reengage students who already hold the ADT and did not transfer
1520 or apply to transfer.

1521

1522 Area of Focus 1: TRIAD—Strategies to reduce the number of students who get close to
1523 transfer and do not transfer or apply to transfer

- 1524 ● *Build a universal student application process:* AB928 calls for the California
1525 Community Colleges to “place students on the ADT pathway if students declare
1526 a goal of transfer on their mandatory education plans.” The AB928 Committee
1527 recommends that effort be combined with an effort to allow students to apply
1528 for entry into the community colleges and for transfer to eligible bachelor’s
1529 degree-granting institutions at the same time, through a single statewide
1530 admissions portal that simplifies the admissions process, audits students’
1531 completion progress, and seamlessly shares student transcripts and financial aid
1532 information.
- 1533 ● *Identify, monitor and make visible the students of focus:* Develop a statewide,
1534 student-level data identification process that can be accessed by each
1535 UC/CSU/CCC/AICCU institution to better understand who the students are who
1536 are “near the gate,” meaning they have prepared for transfer, or are close to
1537 doing so, in particular by pursuing completion of an ADT. This would allow
1538 institutions to directly target and support their successful transfer and/or
1539 reengagement if they have left without transferring or applying to do so. Ideally,
1540 each student would be assigned a single, statewide student identification
1541 number, allowing for far improved data systems and coordination of outreach
1542 and supports for each student.
- 1543 ● *Streamline processes and remove unnecessary barriers:* Auto-award the ADT,
1544 ensure students do not have to apply to graduate or pay graduation fees,
1545 ensure institutions are not holding transcripts for student debt, reduce barriers
1546 to certification of Cal-GETC and ensure fees are not charged, and develop
1547 holistic admissions processes that provide for equitable admissions.

- 1548 • *Study the impact of financial aid:* Develop a deeper understanding of financial
1549 needs for students who have earned the ADT, and for students who are
1550 re-entering postsecondary, disaggregated by a number of valuable
1551 characteristics including race and ethnicity, interest in STEM degrees, and past
1552 education and receipt of credentials.
- 1553 • *Build a regional infrastructure for coordinating admissions* (and redirecting if
1554 needed) across segments and online offerings to ensure placebound students
1555 can stay in their preferred region.

1556

1557 Area of Focus 2: TRIAD—Strategies to reengage students who already hold the ADT
1558 and did not transfer or apply to transfer

- 1559 • *Launch a reengagement campaign:* Establish a statewide reengagement
1560 campaign that is carefully designed for success. While a strong communications
1561 plan is central to this effort (and a communications plan is a legislative
1562 expectation of the AB928 Committee for 2024), this campaign is far more than a
1563 marketing effort. The AB928 Committee recommends it be inclusive of:
 - 1564 ○ Reengagement scholarships that provide reduced or free tuition and fees
1565 for returning students;
 - 1566 ○ Bridge programs that support students as they reenter postsecondary
1567 education;
 - 1568 ○ Easily accessible coaching services so students can quickly and easily
1569 receive customized support; and
 - 1570 ○ Funding levers and metrics that can incentivize institutions' focus on
1571 increased student enrollment, persistence, and completion.

1572

1573 *Of note:* While the AB928 Committee was specifically required to focus on students
1574 who earned the ADT but did not apply for transfer or transfer, the holistic nature of
1575 TRIAD should be leveraged to support students with a large variety of characteristics,
1576 including students who started at four-year institutions and students who left
1577 community colleges without completing an associate degree.

1578

1579 All of the above strategies should be continually monitored, with disaggregated
1580 student outcomes data, to proactively address emerging inequities in student
1581 outcomes.

1582

1583 The TRIAD seeks to address the systemic barriers that are creating obstacles for ADT
1584 earners who do not transfer or apply for transfer, with a keen eye to equitably serving
1585 populations not currently served well. The comprehensive approach of TRIAD is
1586 supported by a wide-ranging research foundation (e.g., research on why students do

1587 not transfer, examples of reengagement campaigns, and strategies to improve
1588 equitable student success).

1589

1590 *The need for clarity, simplified processes, and the removal of unnecessary barriers*
1591 Despite the creation of guaranteed-transfer pathways such as the ADT and the UC
1592 Transfer Pathways, the transfer system remains unnecessarily complex and contains too
1593 many contingencies to be considered universally accessible.⁷⁴ Tables 2 and 3 in this
1594 document (in the Goals section) demonstrate baseline inequity gaps by race and
1595 ethnicity in transfer attainment at CSU and UC.⁷⁵ Such data reaffirm the need to
1596 simplify the process for ADT earners looking to transfer and provide clear navigation
1597 and ensure there is institutional capacity and program alignment and availability to
1598 enroll students.

1599

1600 A compelling and locally relevant data source is from the RP Group in California.
1601 Researchers at RP Group found that 156,999 students (roughly 8%) of the examined
1602 cohort of transfer students in California were near the transfer gate, meaning that the
1603 students had earned ≥ 60 transferable units with a 2.0 GPA, however had not yet
1604 transferred as they were missing transfer-level English and/or math.⁷⁶ Their
1605 comprehensive analysis revealed that students who do not successfully transfer most
1606 often cite four essential factors impacting their transfer capacity:

- 1607 ● University Affordability: How Can I Pay for a Bachelor's Degree?
- 1608 ● School-Life Balance: How Do I Practically Transfer Given My Numerous
1609 Responsibilities?
- 1610 ● Pathway Navigation: What Steps Do I Take to Transfer?
- 1611 ● Support Network: Who on Campus Cares about My Transfer Success?⁷⁷

1612

1627 ⁷⁴ Student-Ready Strategies. (2023, January 26). "Understanding Transfer: Current Research in California."
1628 Presentation for the Associate Degree for Transfer Intersegmental Implementation Committee. Retrieved April 18,
1629 2023, from <https://www.ab928committee.org/meetings/january-26-2023>

1623 ⁷⁵ Student-Ready Strategies. (2023). "Transfer Attainment." Data analysis created for the Associate Degree for
1624 Transfer Intersegmental Implementation Committee based on data provided by the California Community Colleges
1625 Chancellor's Office, University of California Office of the President and California State University Chancellor's Office.
1626 Note that the four-year time horizon begins in Fall 2018 for both Fall 2018 and Spring 2019 entrants.

1619 ⁷⁶ Cooper, D., Fong, K., Karandjeff, K., Kretz, A., Nguyen, A., Nguyen, K., Purnell-Mack, R., Schiorring, E. (2017).
1620 *Through the Gate: Mapping the Transfer Landscape for California Community College Students*. Retrieved August 10,
1621 2023, from

1622 <https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/Through-the-Gate-Phase-I-Technical-Report.pdf>

1613 ⁷⁷ Cooper, D., Nguyen, A., Nguyen, K., Chaplot, P., Rodriguez-Kiino, D., Kretz, A., Purnell, R., Brohawn, K., &
1614 Karandjeff, K. (2020, May). Students Speak Their Truth about Transfer: What They Need to Get Through the Gate.
1615 Retrieved April 23, 2023, from

1616 [https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/RPGroup_TheTruthAboutTransfer_TTGPhase3_R](https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/RPGroup_TheTruthAboutTransfer_TTGPhase3_R3%5B79%5D.pdf?ver=2020-05-18-171449-773)
1617 [3%5B79%5D.pdf?ver=2020-05-18-171449-773](https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/RPGroup_TheTruthAboutTransfer_TTGPhase3_R3%5B79%5D.pdf?ver=2020-05-18-171449-773) . Aligned results were found by

1618 <https://www.wiche.edu/wp-content/uploads/2018/resources/accnPolEx-strategies-for-success.pdf>

1630 The RP Group also highlighted that the complexity of, and lack of clear information
1631 about, the transfer and articulation process is a significant barrier to success for transfer
1632 students. Of particular relevance to supporting ADT earners who do not transfer or
1633 apply for transfer, RP Group found that, “Research also shows that even students who
1634 are close to the transfer gate struggle to know what practical steps to take to transfer
1635 and when.”⁷⁸

1636

1637 Consistently, the onus of successfully navigating the transfer process is on students. To
1638 address this, the institutions and segments must be ready to serve the students that
1639 need access to baccalaureate degrees the most. This means that they must invest in
1640 designing and implementing streamlined application and on-boarding processes that
1641 minimize bureaucracy and unnecessary fees and create supportive structures that
1642 facilitate students applying for transfer and enrolling. These services and practices must
1643 be visible, accessible, and flexible to meet their needs.

1644

1645 *The need to understand and address college affordability and financial aid*
1646 A 2023 analysis by PPIC indicated that the cost of tuition and room and board at
1647 four-year institutions is likely an impediment to transfer, which reinforces RP Group’s
1648 finding (noted above) that university affordability is a barrier for transfer students.⁷⁹ A
1649 key part of this strategy should include the UC, CSU, CCC and AICCU coordinating
1650 with other key entities such as the California Student Aid Commission (CSAC) to
1651 engage students to better understand the opportunities and barriers in the transfer
1652 process. This is critically important for students of color and other key populations who
1653 are often not served well by our current processes and structures. Such strategies
1654 should include but not be limited to surveys, focus groups and other feedback
1655 opportunities biannually, if not annually to create streamlined and consistent touch
1656 points to assess and improve processes.

1657

1658 *The need to improve data to and be able to identify and make visible the students in*
1659 *need of TRIAD*

1660 Given the research demonstrating the need for clear information for students, there
1661 needs to be a centralized data identification process which elevates who these
1662 students are in real time to aid in colleges’ awareness and students’ success. Such a

1666 ⁷⁸ Cooper, D., Nguyen, A., Karandjeff, K., Brohawn, K., Purnell, R., Kretz, A., Nguyen, K., Chaplot, P.,
1667 Rodriguez-Kiino, D., Chaplot, P., & Nguyen, K. (2020, May). Students Speak Their Truth about Transfer: What They
1668 Need to Get Through the Gate. Retrieved April 23, 2023, from
1669 [https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/RPGroup_TheTruthAboutTransfer_TTGPhase3_R](https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/RPGroup_TheTruthAboutTransfer_TTGPhase3_R3%5B79%5D.pdf?ver=2020-05-18-171449-773)
1670 [3%5B79%5D.pdf?ver=2020-05-18-171449-773](https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/RPGroup_TheTruthAboutTransfer_TTGPhase3_R3%5B79%5D.pdf?ver=2020-05-18-171449-773)

1663 ⁷⁹ Cuellar Mejia, M., Johnson, H., Perez, C.A. & Jackson, J. (2023). Strengthening California’s Transfer Pathway.
1664 Public Policy Institute of California. Retrieved October 27, 2023, from
1665 <https://www.ppic.org/publication/strengthening-californias-transfer-pathway/>

1671 data system must allow disaggregation by key demographic characteristics, including
1672 but not restricted to race/ethnicity, gender, and income. Long-term, this finding should
1673 lead to creating a statewide strategy to manage, maintain and ensure accountability
1674 throughout the ADT reengagement process across all segments. By making students at
1675 or near the gate visible, the segments will be able to dedicate resources to (re)engage
1676 them in the transfer process.

1677

1678 The RP Group also identified that if students do not transfer within the first year of
1679 arriving near the gate, the likelihood they will make this transition reduces
1680 considerably: "Nearly 90% of students who made it through the gate, transferred
1681 within a short period of time."⁸⁰ Given this, it's clear timing matters. Reengagement
1682 strategies must encompass reaching students during this critical time frame.

1683

1684 *The need for culturally responsive strategies that meet students where they are*
1685 TRIAD should be shaped in culturally-responsive ways to ensure it resonates with
1686 students identified by the data as most likely to not apply for or transfer, including
1687 students of color, low-income, first-generation and non-traditional age students. A
1688 clearly articulated value proposition for low-income, first-generation, non-traditional
1689 age students and students of color needs to be at the center of this campaign, with
1690 answers to specific questions such as: How will this work for me? Who can help me
1691 when I get stuck? Where are the resources that can help me succeed? Furthermore,
1692 asset-oriented concepts, such as a sense of belonging, inclusion, and familism need to
1693 be integrated in the messaging campaign. The campaign should also be intentional
1694 about going to where opportunity-seekers are, such as workplaces, job centers, and
1695 various community-oriented organizations (faith-based organizations, libraries, etc.),
1696 and centering their lived experiences.

1697

1698 *The need to help students stay in region*

1699 Several studies report that community college students are more likely to stay close to
1700 home than their peers. Therefore, having access to a college in the region is a matter
1701 of necessity, allowing students to meet their familial, financial and work
1702 responsibilities.⁸¹ However, statewide, there are more incomplete regional ADT

1709 ⁸⁰ Cooper, D., Fong, K., Karandjeff, K., Kretz, A., Nguyen, A., Nguyen, K., Purnell-Mack, R., Schiorring, E. (2017).
1710 Through the Gate: Mapping the Transfer Landscape for California Community College Students. Retrieved August
1711 10, 2023, from

1712 <https://rpgroup.org/Portals/0/Documents/Projects/ThroughtheGate/Through-the-Gate-Phase-I-Technical-Report.pdf>

1703 ⁸¹ Hillman, N. & Weichman, T. *Education Deserts: The Continued Significance of "Place" in the Twenty-First Century*.
1704 American Council on Education. Retrieved June 21, 2023 from

1705 <https://www.acenet.edu/Documents/Education-Deserts-The-Continued-Significance-of-Place-in-the-Twenty-First-Century.pdf>; Carter, J. (Aug. 17, 2016). "College Students Prefer to Stay Close to Home, Data Finds." *Higher Ed Dive*.

1706 Retrieved June 21, 2023 from

1708 <https://www.highereddive.com/news/college-students-prefer-to-stay-close-to-home-data-finds/424594/>; Wozniak, A.

1713 pathways between the community colleges and the California State University than
1714 there are complete pathways that offer both the community college and university
1715 curriculum in a given region and program of study.⁸²

1716

1717 It is thus critical to address the capacity of institutions to serve students in their region,
1718 which is a critical theme in the Goals section of this document as well.⁸³ Systems and
1719 institutions must prioritize:

- 1720 ● Facilitating students' access to their campus of choice, and addressing major
1721 impaction issues, to prioritize reengagement applicants/students to ensure they
1722 have a seat at their top choice institutions, particularly within their home regions;
- 1723 ● Aligning admissions cycles to eliminate students facing different standards for
1724 when they enroll vs. when they are ready to transfer;
- 1725 ● Addressing physical barriers to transfer for place-bound students through cross
1726 enrollment opportunities and expanded online offerings;
- 1727 ● Partnering with AICCU and its member institutions to sign MOUs to accept and
1728 apply ADTs to completion (with their articulation guarantees), as a way to
1729 address capacity and regional constraints and reduce the need for admissions
1730 redirection;
- 1731 ● Establishing shared courses and programs in partnership across four-year
1732 colleges and universities and community colleges in underserved regions; and
- 1733 ● Ensuring returning students are able to develop meaningful and sustained
1734 relationships with staff and faculty to be able to persist and succeed in higher
1735 education. Failing to support returning students will result in perpetuating
1736 existing inequities.

1737

1738

Examples from which to learn

1739 Indiana provides just one example of a statewide strategy to reengage students. In
1740 2015 Indiana passed legislation that helped launch the Indiana Commission for Higher
1741 Education's initiative "You Can. Go Back." The legislation required public universities to
1742 reach out to former students who hadn't graduated, and institutions that didn't have

1752 (March 22, 2018). "Going Away to College? School Distance as a Barrier to Higher Education." *Econofact*, University
1753 of Notre Dame. Retrieved June 21, 2023 from

1754 <https://econofact.org/going-away-to-college-school-distance-as-a-barrier-to-higher-education>

1747 ⁸² Student-Ready Strategies. (2023). "Regional Associate Degree for Transfer Analysis." Data analysis created for the
1748 Associate Degree for Transfer Intersegmental Implementation Committee based on data from the California
1749 Community Colleges Chancellor's Office and the California State University Transfer Model Curriculum website.
1750 Retrieved April 18, 2023, from

1751 <https://www.calstate.edu/attend/degrees-certificates-credentials/Pages/TMC-Search.aspx#page-2>

1743 ⁸³ California State University. (2022). *Student Admissions and Impaction Policies Report 2022*. Retrieved April 18,
1744 2023, from

1745 <https://www.calstate.edu/impact-of-the-csu/government/Advocacy-and-State-Relations/legislativereports1/Student-Admissions-and-Impaction-Policies-Report-2022.pdf>
1746

1755 the capacity to handle the outreach could lean on the commission for support. Working
1756 with the universities to find email and mailing addresses, the commission launched a
1757 marketing strategy to reach out to students who had dropped out within the last
1758 decade and who had earned at least 25% of their credits.⁸⁴ Similarly, researchers from
1759 the *Going the Distance in Adult College Completion: Lessons from the Non-traditional*
1760 *No More Project* analyzed strategies from six states that sought to reengage adult
1761 learners. Recommended promising strategies included broad public outreach
1762 campaigns, reentry concierges or coaches, and flexible course scheduling.⁸⁵

1763

1764 There are also numerous national initiatives from which California can learn, including
1765 Degrees When Due, Credit When It's Due, and Project Win-Win.⁸⁶ Lessons learned
1766 from these projects include that reenrollment processes require a holistic approach,
1767 including: implementing policies and practices such as academic advising; addressing
1768 institutional holds; and ensuring access to robust student supports that include and
1769 non-academic support needs.⁸⁷

1770

1771 Of note, AB928 similarly calls for a focus in 2024 on a “comprehensive communications
1772 plan and guidance on student-centered outreach to inform students about the ADT
1773 pathway,” recognizing the critical nature of clear information for transfer students. The
1774 work in 2024 on a communications plan, and further development of a reengagement
1775 campaign, should be pursued together.

1776

1777 **D. OVERARCHING NEEDS TO MEET THE INTENT OF AB928**

1778

1779 Following over a year of meetings, discussion and analysis, the AB928 Committee
1780 concluded that the only way to actually deliver on the promise of these
1781 recommendations is to call for a dramatically changed postsecondary policymaking
1782 environment in California. The following overarching recommendations, with aligned
1783 research and rationale, are designed to create the conditions that are absolutely

1791 ⁸⁴ Quinn, S. (2020, January 27). “More Indiana Adults Returning to College to Finish Degrees.” WFYI Public Media.
1792 Retrieved August 10, 2023, from

1793 <https://www.wfyi.org/news/articles/more-indiana-adults-returning-to-college-to-finish-degrees>

1788 ⁸⁵ Lane, P., Michelau, D. K., & Palmer, I. (2012a, June). *Going the Distance in Adult College Completion: Lessons*
1789 *from the Non-traditional No More Project*. Retrieved August 10, 2023, from

1790 <https://www.wiche.edu/wp-content/uploads/2018/resources/ntnmStateCaseStudies.pdf>

1786 ⁸⁶ <https://occrllarchive.web.illinois.edu/cwid.html>

1787 <https://www.ihep.org/initiative/project-win-win/>

1784 ⁸⁷ Davis, L., Poca, J., and Santos, J. (2022). *The Degree Reclamation Playbook*. Institute for Higher Education Policy.

1785 Retrieved September 16, 2023, https://www.ihep.org/wp-content/uploads/2022/01/IHEP_DWD_Playbook.pdf

1794 necessary if these recommendations are to succeed, and the intent of the AB928
1795 legislation is to be met.

1796

1797 Recommendation 14. Permanently establish within state structures, and resource with
1798 on-going funding, a Higher Education Intersegmental Council. This Council's make-up
1799 should include students, senior administrative and academic senate leaders from all of
1800 the segments, K12 representatives, workforce experts and equity advocates (mirroring
1801 in many ways the representation on the AB928 Committee), and should seek to meet
1802 the following goals:

- 1803 ● Develop a detailed plan, that outlines the roles and responsibilities of each
1804 segment, for how the state will increase credential production and transfer
1805 attainment to meet the state's 70% attainment goal, while closing equity gaps,
1806 particularly by race and ethnicity, income and region;
- 1807 ● Build statewide infrastructure for intersegmental coordination and collaboration,
1808 breaking down existing siloes;
- 1809 ● Create a new venue for addressing policy barriers, responding to new policies,
1810 and aligning and streamlining resources and investments;
- 1811 ● Assess educational program alignment to workforce demand and engage
1812 industry to align education and training programs;
- 1813 ● Develop a shared definition of regional service areas and alignment of equitable
1814 opportunity;
- 1815 ● Deepen understanding of student affordability through collaboration with critical
1816 entities such as the California Student Aid Commission (CSAC) and aligned
1817 affordability efforts such as college savings accounts and Free Application for
1818 Federal Student Aid (FAFSA) for All; and
- 1819 ● Provide oversight for efforts recommended by the AB928 Committee, such as
1820 the Intersegmental Course Articulation and Pathways Development
1821 infrastructure, the monitoring of goals, and the Transfer Reengagement Initiative
1822 for Associate Degree Holders (TRIAD).

1823

1824 As the AB928 Committee considered each legislative requirement, a recurring theme
1825 emerged: the need for long-term commitment across the segments of higher
1826 education in California to engage in the ongoing problem-solving required for
1827 successfully removing barriers to equitable opportunities and outcomes for transfer
1828 students.

1829

1830 Since the dissolution of the California Postsecondary Education Commission (CPEC) in
1831 2011, California has lacked a mechanism for true intersegmental coordination.⁸⁸ At the
1832 moment, each segment makes the majority of its own policy in siloes. Informal and
1833 voluntary venues exist, such as the Intersegmental Coordinating Committee, but
1834 achieving the 70% goal will require a much higher level of authority, commitment and
1835 resources.

1836

1837 The AB928 Committee recognizes that the work of achieving equity for transfer
1838 students, as called for by AB928, and reaching the state’s goal that 70% of the adult
1839 population will have a postsecondary credential by 2030, is not work that can be
1840 accomplished through legislation or through any simple solution or ‘magic bullet.’⁸⁹
1841 Real progress for students will be made only to the extent that stakeholders from
1842 across the segments are supported to engage in the long-term work of building and
1843 maintaining clear and equitable pathways for transfer students. Transfer student
1844 success is everyone’s work and while there is much effort to recognize and achievement
1845 to build on, there is a long road ahead that will require durable commitment to
1846 intersegmental collaboration from stakeholders at every level. While a wide range of
1847 key stakeholders, including faculty, staff, and administrators, are implicated in this
1848 long-term work, the AB928 Committee also recognizes the necessity of ensuring
1849 effective participation of students. Elevation of student voice and perspective is
1850 embedded into this ongoing collaborative work.

1851

1852 In particular, a new Higher Education Intersegmental Council should be charged with
1853 advancing the AB928 Committee’s goal for a new vision for transfer and articulation in
1854 California that supports students in transferring from “one to all,” meaning the
1855 infrastructure for faculty to design pathways would seek to provide students with
1856 maximum clarity and simplicity, ideally being able to easily and seamlessly transfer
1857 from one college or university to all of the California public and independent
1858 institutions. California is one of only 16 states that does not have a statewide
1859 guaranteed transfer of an associate degree.⁹⁰ While this is a massive undertaking,

1865 ⁸⁸ Observers suggest that CPEC was dissolved due to issues with its design, such as its charge “to serve both as a
1866 part of the state’s higher education infrastructure and as an objective analyst of it.” However, nearly every other state
1867 in the country has a functioning coordinating or governing body for postsecondary education. An expert study is
1868 needed to design a coordinating entity that learns from the lessons of the past. See for example California
1869 Legislative Analyst’s Office. (2003, January). CPEC: A Review of Its Mission and Responsibilities. Retrieved August
1870 1, 2023, from https://lao.ca.gov/2003/cpec/CPEC_0103.pdf; Governor’s Office of Planning and Research. (2018). The
1871 Master Plan for Higher Education in California and State Workforce Needs: A Review. Retrieved August 3, 2023, from
1872 https://opr.ca.gov/docs/20181226-Master_Plan_Report.pdf

1863 ⁸⁹ See, for example, Office of Governor Newsom. (n.d.) “California Blueprint.” Retrieved August 1, 2023, from
1864 <https://www.gov.ca.gov/wp-content/uploads/2022/01/Higher-Education-Fact-Sheet.pdf>

1860 ⁹⁰ Whinnery, E., & Peisach, L. (2022, July). 50-State Comparison: Transfer and Articulation Policies. Education
1861 Commission of the States. Retrieved August 10, 2023, from
1862 <https://www.ecs.org/50-state-comparison-transfer-and-articulation/>

1873 starting with the highest volume majors could help to serve a significant proportion of
1874 students in the short run while creating a workable process that could be scaled to
1875 other majors. This is an effort that will take time, but it has been accomplished in other
1876 states and there is no reason California cannot, with time, effort and resources, achieve
1877 it as well.⁹¹

1878

1879 Of note, this effort should align with and support the forthcoming recommendations
1880 from the Common Course Numbering Task Force, which similarly include a strong call
1881 for developing a process for intersegmental, statewide course articulation acceptance
1882 of California Community College (CCC) courses that are commonly numbered (in
1883 response to Assembly Bill No. 1111 (2021)).⁹²

1884

1885 If the postsecondary segments can begin to coordinate and collaborate in a new way,
1886 the state can achieve a new macro-level approach to policy development, review,
1887 refinement and continuous improvement. The goal is to intentionally connect the dots
1888 across the magnitude of legislation, initiatives and investments in play across the state.

1889

1890 Recommendation 15. Invest in the accelerated completion of the Cradle-to-Career
1891 data system, with active participation of representatives from the four segments of
1892 higher education to inform data and information needs. Ensure that the data system
1893 can provide ongoing monitoring of the goals and activities outlined by the AB928
1894 Committee, and provide, at a minimum, data and analysis that is finely disaggregated
1895 by race and ethnicity (e.g., disaggregated by subpopulation within groups such as
1896 Asian), income, and region of at least the following metrics and areas of analysis:

- 1897 ● Outcomes for transfer students who start at community colleges, including data
1898 on who gets prepared for transfer, finishes the ADT, applies to transfer, is
1899 accepted for transfer, enrolls and then completes the bachelor's degree (and
1900 other credentials);
- 1901 ● Outcomes for transfer students who start in four-year institutions and transfer to
1902 other institutions (e.g., to community college colleges, other four-year
1903 institutions, etc.), including data on who applies to transfer, is accepted for
1904 transfer, enrolls and then completes credentials;

1908 ⁹¹ While California cannot look to another state as a “model,” many states have valuable coordinating bodies in place
1909 and there are important resources that could be leveraged to build the right fit for California’s context. See, for
1910 example, Pechota, D., Fulton, M., Broom, S. (2020). “50-State Comparison: State Postsecondary Governance
1911 Structures.” Education Commission of the States. Retrieved August 8, 2023,

1912 <https://www.ecs.org/50-state-comparison-postsecondary-governance-structures/>; Bishop, B., Heckert, K. (2022).

1913 Membership Report, FY 2021. State Higher Education Executive Officers. Retrieved August 8, 2023,

1914 https://sheeo.org/wp-content/uploads/2022/08/SHEEO_FY21_Membership_Report.pdf

1905 ⁹² California State Legislature. (2021). Assembly Bill No. 1111, Postsecondary education: common course numbering
1906 system. Retrieved August 2, 2023, from

1907 https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB1111

- 1915 ● Total time and units to degree for transfer students;
 - 1916 ● Labor market outcomes for transfer students;
 - 1917 ● The effects of impaction/redirection;
 - 1918 ● Intra- and inter-regional transfer patterns;
 - 1919 ● Intersectional identities of transfer students and related success patterns; and
 - 1920 ● Credits that are unusable or repeated in the transfer process.
- 1921

1922 The lack of an intersegmental data system in California seriously constrained the
1923 analysis that the AB928 Committee would have liked to have completed, and made
1924 clear the need for the accelerated completion of Cradle to Career, a longitudinal data
1925 system created by Assembly Bill 132 (2021). The AB928 Committee looks forward to
1926 collaborating with representatives from Cradle to Career to inform the development of
1927 metrics, monitoring mechanisms and dashboards related to transfer and credit
1928 mobility. In that collaboration, the Committee is eager to encourage Cradle to Career
1929 to appropriately and finely disaggregate data by race and ethnicity, ensuring that it is
1930 possible statewide to better understand the outcomes of, for example, the many
1931 subgroups of populations often grouped together as Asian. Given the state's dire need
1932 for improved data as soon as possible, the Committee also calls for accelerated
1933 progress toward the creation and mobilization of Cradle to Career.⁹³

1934

1935 Relatedly, the AB928 Committee was called upon to set goals for improved and
1936 equitable transfer, but the state does not have an ongoing mechanism for monitoring
1937 progress against those goals. Ensuring that the forthcoming Cradle to Career
1938 longitudinal data system is able to produce valuable and actionable analysis and
1939 monitoring of transfer student outcomes is a priority.

1940

1941 Recommendation 16. Commission a comprehensive needs and opportunities
1942 landscape analysis of regional workforce and educational needs, resources, and gaps.

1943 In addition to establishing an intersegmental data system, a comprehensive plan to
1944 meet the 70% attainment goal should be supported by a holistic analysis of factors
1945 such as regional workforce demand, in-out migration, population growth, students
1946 attending out-of-state institutions, institutional capacity and changes needed by
1947 particular dates to meet the goal. Such an analysis has not yet been undertaken in
1948 California (there are other valuable state examples to explore to understand the

1949 ⁹³ California State Legislature. (2021). *Assembly Bill No. 132, Postsecondary education trailer bill*. Retrieved April 18,
1950 2023, from https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202120220AB132

1951 stakeholders engaged, data sources used and analysis conducted).⁹⁴ The AB928
1952 Committee thus calls for a comprehensive analysis of postsecondary supply and
1953 demand:

- 1954 ● *Demand:* Collaboration with an entity that has the skills and resources to
1955 conduct a comprehensive analysis of labor market needs, in- and out-migration,
1956 the role of online education and out-of-state providers, transfer and other means
1957 of increasing credentials to deepen the state’s understanding of what level of
1958 postsecondary attainment is needed to meet the state’s economic and
1959 workforce goals and ensure equitable opportunity for all California residents.
1960 This analysis must paint a picture of the level and types of credentials (e.g., how
1961 many Bachelor’s in Computer Science) the state needs, aligned to workforce
1962 demand.
 - 1963 ○ Of note, this analysis should be clear-eyed that the world is changing
1964 quickly, and it is difficult if not impossible to plan for significant forces
1965 such as climate change and the evolution of artificial intelligence.
- 1966 ● *Supply:* A comprehensive analysis of statewide and regional capacity at the
1967 existing public and private institutions of postsecondary education in California
1968 to understand: the role of transfer in increasing credential attainment; which
1969 institutions have additional capacity to step in to support the goals; and the role
1970 of “impaction” at public universities. This analysis must have a strong regional/
1971 localized focus as well as a state lens.

1972
1973 Recommendation 17. Provide ongoing, permanent funding for the holistic strategies
1974 needed to ensure that marginalized and historically minoritized students succeed at the
1975 levels required to deliver on the promise of equitable economic mobility and meet the
1976 state’s 70% attainment goal, with intentional monitoring of impact to ensure they are
1977 improving outcomes and achieving equity. State leaders—who set the 70% attainment
1978 goal out of recognition for the ways that postsecondary education can improve the
1979 well-being of California’s residents and bolster the workforce—must also put in place the
1980 resources and funding needed to ensure students are able to take maximum advantage
1981 of the state’s rich postsecondary ecosystem.

1982

1983 ⁹⁴ See, for example, Texas Higher Education Coordinating Board. (2021). *2021 Texas Public Higher Education*
1984 *Almanac*. Retrieved August 8, 2023,
1985 <https://reportcenter.highered.texas.gov/agency-publication/almanac/2021-texas-public-higher-education-almanac/>;
1986 Massachusetts Department of Higher Education. (2023). *Strategic Plan for Racial Equity*. Retrieved August 8, 2023,
1987 from
1988 https://www.mass.edu/strategic/documents/Massachusetts%20Department%20of%20Higher%20Education%20Strategic%20Plan%20for%20Racial%20Equity_Updated_01242023.pdf
1989

- 1990 To close equity gaps and dramatically improve transfer student success calls for
1991 intentional and holistic implementation of a range of evidence-based strategies,
1992 including but not limited to:⁹⁵
- 1993 A. As noted elsewhere, building a new vision for transfer and articulation in
1994 California that supports students in transferring from “one to all,” meaning the
1995 infrastructure for faculty to design pathways that seek to provide students with
1996 maximum clarity and simplicity, ideally being able to easily and seamlessly
1997 transfer from one college or university to all of the California public and
1998 independent institutions;
 - 1999 B. Scaling equitable dual admission practices to give students an opportunity for
2000 certainty about their transfer destination;
 - 2001 C. Creating equitable access to dual enrollment programs for students while in high
2002 school;
 - 2003 D. Ensuring faculty and staff represent the diverse backgrounds of California’s
2004 students (including key characteristics such as race and ethnicity, income,
2005 geography, gender identity and sexual orientation);
 - 2006 E. Providing faculty with professional development in culturally-responsive
2007 pedagogy;
 - 2008 F. Further partnering with the AICCU and its member institutions to sign
2009 Memoranda of Understanding to accept and apply ADTs to completion (with
2010 their articulation guarantees), as a way to address capacity and regional
2011 constraints and reduce the need for admissions redirection. Explore possible
2012 support, resources, and funding for these efforts, including improved marketing
2013 efforts to ensure students understand the independent sector as a valuable
2014 transfer option;
 - 2015 G. Providing additional advising services with trained professionals;
 - 2016 H. Providing additional career planning and support for workforce preparation;
 - 2017 I. Addressing affordability for transfer students through a collaboration with the
2018 California Student Aid Commission;
 - 2019 J. Implementing community college baccalaureate programs when relevant and
2020 appropriate;

2021 ⁹⁵Scrivener, S., Weiss, M.J., Ratledge, A., Rudd, T., Sommo, C. and Fresques, H. (2015). Doubling Graduation Rates:
2022 Three-Year Effects of CUNY’s Accelerated Study in Associate Programs (ASAP) for Developmental Education
2023 Students. MDRC. New York, NY; Levesque, E.M. (2018). Improving Community College Completion Rates by
2024 Addressing Structural and Motivational Barriers. Brookings. Retrieved November 2, 2023, from
2025 <https://www.brookings.edu/articles/community-college-completion-rates-structural-and-motivational-barriers/>;
2026 Monaghan, B. & Attewell, P. (2015). “The Community College Route to a Bachelor’s Degree.” *Educational Evaluation*
2027 and Policy Analysis, 37(1), 70–91; Institute for College Access and Success. (2021). *Raising College Attainment: A*
2028 *National Proposal to Scale Student Success Strategies*. Retrieved November 2, 2023, from
2029 [https://ticas.org/wp-content/uploads/2021/04/Raising-College-Attainment-A-National-Proposal-to-Scale-Student-Succ](https://ticas.org/wp-content/uploads/2021/04/Raising-College-Attainment-A-National-Proposal-to-Scale-Student-Success-Strategies.pdf)
2030 [ess-Strategies.pdf](https://ticas.org/wp-content/uploads/2021/04/Raising-College-Attainment-A-National-Proposal-to-Scale-Student-Success-Strategies.pdf).

- 2031 K. Expanding online course offerings and increasing awareness of online offerings
2032 by all types of institutions including independent institutions, and ensuring
2033 online course and program availability is incorporated into all student-facing
2034 transfer communications; and
- 2035 L. Establishing shared courses and programs in partnership across four-year
2036 colleges and universities and community colleges in underserved regions.

2037

2038 The forthcoming Cradle to Career data system should be leveraged to ensure
2039 intentional, ongoing monitoring of the effect of these strategies, with a particular focus
2040 on their effectiveness in closing equity gaps, with data disaggregated by at least
2041 race/ethnicity, income, age, program and region as well as by the credential levels and
2042 types needed to meet the state's workforce demands.

2043

2044 The AB928 Committee recognizes that many of its recommendations will require new
2045 investment. The Committee is also aware that the state currently faces budgetary
2046 constraints. The Committee's intent is not to just ask for new funding. Wherever
2047 possible, the Committee encourages the segments as well as individual colleges and
2048 universities to intentionally:

- 2049 ● Leverage existing venues and initiatives, such as the Transfer Alignment Project;
- 2050 ● Align to the evidence about what is most effective in achieving equitable
2051 student outcomes, with the goal of maximizing resources available;
- 2052 ● Consider existing enrollment needs and prioritize better serving transfer
2053 students as a strategy for financial sustainability; and
- 2054 ● Braid together existing funding streams. For example, the AB928 Committee
2055 has a particular focus on reengaging ADT earners who did not apply for transfer
2056 or transfer. Colleges and universities already have state and federal funding to
2057 support re-enrolling students after the global pandemic which can be a valuable
2058 resource for serving an overlapping population.

2059

2060

SECTION IV: CONCLUSION AND NEXT STEPS

2061

2062

2063 These recommendations represent the culmination of the first 18 months of work for
2064 the AB928 Committee. The Committee offers these recommendations emboldened by
2065 the strong belief that the state of California must dramatically improve equity in transfer
2066 student outcomes to sustain a productive workforce in California, improve the
2067 well-being of the state's residents and provide fair opportunity for social and economic
2068 mobility.

2069

2070 With facilitation from Sova, the Committee will continue its work through June 30,
2071 2025. In 2024 the AB928 Committee "shall elect a chair from its members to serve a
2072 two-year term."⁹⁶ In addition, on or before December 31, 2024, the Committee will
2073 respond to the following legislative requests:

- 2074 ● "Establish timelines and reporting deadlines for the existing regular review of
2075 declaring or matching transfer model curricula similar to the California State
2076 University majors for admissions purposes."
- 2077 ● "Develop a plan for the periodic analysis and creation of additional transfer
2078 model curricula for the ADT to respond to evolving workforce demands,
2079 including STEM degree pathways, and degree pathways that will aid in the
2080 economic recovery from the COVID-19 pandemic, such as nursing and
2081 cybersecurity."
- 2082 ● "Develop a comprehensive communications plan and guidance on
2083 student-centered outreach to inform students about the ADT pathway and to
2084 ensure prompt and accurate information is communicated across four-year
2085 postsecondary educational institutions, the California Community Colleges, and
2086 elementary and secondary education."
- 2087 ● "Provide feedback for the regular review and identification of updates needed
2088 to the ADT internet website maintained by the California Community Colleges
2089 to ensure current information and updates are communicated to students,
2090 families, and student support staff engaged in educating students about their
2091 college options, participating four-year postsecondary educational institutions,
2092 and degree options."

2093

2094 The task ahead is daunting, but equitable transfer outcomes are possible with the right
2095 resources and investments. The AB928 Committee looks forward to continued

2096 ⁹⁶ California State Legislature. (2021). *Assembly Bill No. 928, Student Transfer Achievement Reform Act of 2021:*
2097 *Associate Degree for Transfer Intersegmental Implementation Committee*. Retrieved April 18, 2023, from
2098 https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=202120220AB928

2099 engagement with stakeholders, including lawmakers, on how to build toward a brighter
2100 and more equitable future for California.

2101

2102

2103

RESOURCES AND TOOLS

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2105 Retrieved August 7, 2023, from <https://www.asccc.org/transfer-alignment-project>

2106 Aspen Institute College Excellence Program. (2021). "Transfer Students at a Glance."
2107 Retrieved August 3, 2023, from
2108 [https://highered.aspeninstitute.org/wp-content/uploads/2021/04/ASP001_Infographic_](https://highered.aspeninstitute.org/wp-content/uploads/2021/04/ASP001_Infographic_1.pdf)
2109 [1.pdf](https://highered.aspeninstitute.org/wp-content/uploads/2021/04/ASP001_Infographic_1.pdf)

2110 Association of Independent California Colleges and Universities. (2023). *Impact Report*
2111 *2023*. Retrieved April 18, 2023, from
2112 [https://cdn.ymaws.com/aiccu.edu/resource/resmgr/publications/2023/impactreport202](https://cdn.ymaws.com/aiccu.edu/resource/resmgr/publications/2023/impactreport2023_final_2.16..pdf)
2113 [3_final_2.16..pdf](https://cdn.ymaws.com/aiccu.edu/resource/resmgr/publications/2023/impactreport2023_final_2.16..pdf)

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2460 **APPENDIX A: PREVIOUS COMMITTEE MEMBERS**

2461

2462

2463 (ii) Designating/appointing entity: The Office of the Chancellor of the California State
2464 University

2465

2466 Sylvia Alva

2467 Executive Vice Chancellor, Academic and Student Affairs

2468 Office of the CSU Chancellor

2469

2470 (vi) Designating/appointing entity: The Student Senate for the California Community
2471 Colleges

2472

2473 Paul Medina

2474 Student

2475 Los Angeles Community College District

2476

2477 (vi) Designating/appointing entity: The Student Senate for the California Community
2478 Colleges

2479

2480 Trajan Robinson

2481 Student

2482 Folsom Lake College

2483

2484 (vii) Designating/appointing entity: California State University Student Association

2485

2486 Michael Schouten

2487 Student

2488 California State University, Northridge

2489

2490 (viii) Designating/appointing entity: The University of California Student Association

2491

2492 Tariq Azim

2493 Transfer Student Affairs Officer

2494 University of California Student Association

2495

2496 (viii) Designating/appointing entity: The University of California Student Association

2497

2498 Abeeha Hussain

2499 Student

2500 University of California, Los Angeles

2501

DRAFT