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August 28, 2008

**ROBERT GREY  
PROVOST**

**Re: Report on the English as a Second Language (ESL) Needs of Transfer Students**

Dear Bob,

At its July 23<sup>rd</sup>, 2008 meeting, Academic Council endorsed the enclosed report and recommendations on the ESL needs of transfer students, authored by the University Committee on Preparatory Education's (UCOPE) ESL Advisory Group. UCOPE endorsed this report at its April 2008 meeting. The study indicates that many students who transfer to UC are not adequately prepared for the academic demands of upper division work, despite having fulfilled the Intersegmental General Education Transfer Curriculum (IGETC) English course requirements.

On most UC campuses, resources for ESL instruction are allocated only for entering freshmen and international graduate students; little has been done to identify, assess and serve the ESL transfer population. However, an analysis of UCLA English placement exam scores of ESL transfer students over a period of ten years (1995-2005) revealed that over 75% of these transfer students were held for ESL courses. Indeed, 25% of California Community College students do not speak English as their first language, and one in five transfer students to UC have lived in the U.S. for less than five years. Since, under the Master Plan for Higher Education, UC must admit and serve all eligible students transferring from California Community Colleges, this growing issue must be addressed. Currently, only UCLA has a program that tests all ESL transfer students and provides specially designed courses, if needed.

Council requests that the following recommendations be implemented:

- 1. Each campus should research the extent to which admitted ESL transfer students from the community colleges require academic English language support. Such research, as described in the fiscal impact statement, could involve faculty surveys, student surveys and/or direct assessment of student writing.**
- 2. Once each campus has determined the extent to which additional support is needed, campus committees on preparatory education, in conjunction with committees on**

**education policy, planning and budget, and campus administrators, should devise action plans to meet the identified needs and begin taking steps to implement them by 2010.**

In addition, UCOPE recommends re-examining the IGETC transfer agreements relating to ESL transfer students and closer collaboration between UC and community colleges to prepare ESL students for UC education. UCOPE plans to address these issues in the future.

UCOPE has included a fiscal impact statement in its report. It has estimated the cost of the proposed study at less than \$10,000. Should campuses decide to offer new courses based on the result of the study, additional funds would be needed.

Please do not hesitate to contact me if you have any questions regarding these recommendations.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael".

Michael T. Brown, Chair  
Academic Council

Copy: Academic Council  
Martha Winnacker, Executive Director

Encl. 2



UNIVERSITY COMMITTEE ON PREPARATORY EDUCATION (UCOPE)  
Jan Frodesen, Chair  
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July 9, 2008

**MICHAEL T. BROWN, CHAIR  
ACADEMIC COUNCIL**

**RE: Addressing the ESL Needs of Transfer Students**

Dear Michael,

For some time, the University Committee on Preparatory Education (UCOPE)'s English as a Second Language (ESL) Advisory Group has been concerned with the academic English needs of ESL students who transfer into UC from other institutions. Based on a review of UC data related to this issue as well as the collective expertise of its members, the ESL Advisory Group produced the enclosed report, which UCOPE subsequently endorsed at its April 18, 2008, meeting. In turn, UCOPE now asks that the Academic Council endorse the report, and we respectfully request that you ask the president to implement its modest, but critical, recommendations.

The ESL Advisory Group's investigation began in 2005. Their study indicates that many students who transfer to UC, particularly from the California Community Colleges, are not in fact adequately prepared for the academic English demands of upper division work, despite having fulfilled IGETC requirements. An analysis of UCLA English placement exam scores of ESL transfer students over a period of ten years (1995-2005) revealed that over 75% of these transfer students were held for ESL courses. On most UC campuses, resources for ESL instruction are allocated only for entering freshmen and international graduate students; little has been done to identify, assess and serve the ESL transfer population.

The ESL Advisory Group report identifies several reasons why many ESL students transferring from California Community Colleges do not enter UC with adequate English proficiency. These include a lack of appropriate ESL instruction in community colleges, lack of monitoring of student progress through ESL courses, and little or no guidance from counselors or other staff either in course selection or information about the level of academic literacy needed for successful upper division work.

The ESL Advisory Group has requested that UCOPE re-examine IGETC transfer agreements as they relate to UC ESL transfer students. This request will be taken up by UCOPE in the future. The report also recommends that UCs and community colleges collaborate more closely in the problem areas of academic advising, course selection and informing students of academic expectations. UCOPE hopes that the ESL Advisory Committee will work further on ways to achieve this goal.

Both UCOPE and our ESL Advisory Group believe that UC itself is in the best position to provide the language support needed for academic success at the University. Thus, we submit the following recommendations for implementation.

- Each campus should research the extent to which admitted ESL transfer students from the community colleges require academic English language support. Such research, as described in the fiscal impact statement could involve faculty surveys, student surveys and/or direct assessment of student writing.
- Once each campus has determined the extent to which additional support is needed, campus committees on preparatory education, in conjunction with committees on education policy, planning and budget, and campus administrators, should devise action plans to meet the identified needs and begin taking steps to implement them by 2010.

While acknowledging the current budget difficulties, UCOPE feels that the cost of implementing the first of these recommendations is quite modest. The issue of academic preparation of transfer students is an important one, with increasing numbers of ESL transfer students entering many of our UC campuses. The enclosed report details the data analysis related to UC ESL transfer students and expands on its findings. We look forward to seeing its recommendations enacted.

Sincerely,

Jan Frodesen, Chair  
UCOPE

cc: UCOPE  
Martha Winnacker, Executive Director, Systemwide Academic Senate

**ESL Transfer Student Issues**  
UCOPE ESL Advisory Committee  
April 10, 2007

(Revised July, 2007; February, 2008; March 2008, June 2008)

**Introduction**

English as a Second Language (ESL) programs in the UC system have traditionally served freshman and graduate student populations. As the ESL junior-level transfer student population has grown, some campuses, notably UCLA and UCI, have made efforts to expand their English language course offerings to serve the needs of transfer students who speak English as a second language and who struggle with academic literacy demands. UCLA, however, is the only campus that at present has a process in place for testing the academic language skills of incoming ESL transfer students.<sup>1</sup> In general little is done to identify, assess, and serve these students across the UC system and UC ESL services for transfer students are, for the most part, inadequately funded.

In the meantime, the number of ESL junior-level transfer students admitted to the campuses continues to increase. Currently, over 25% of all community college students are from immigrant backgrounds and speak a first language other than English (Woodlief, Thomas, & Orozco, 2003). In the next decade, immigrants and other minority students will constitute 85% of the increase in 18-24 year olds. Many of these students will attend community colleges (Bueschel, 2003) and many will require ESL support services.<sup>2</sup> A large number of ESL transfer students are already attending UCs. In fact, in the present academic year, one out of every five transfer students at UC Berkeley has lived in the United States less than five years (M. Wald, personal communication, March 10, 2006; see also Douglass, Roebken, & Thomson, 2007).

The majority of transfer students enter UC from California community colleges, where they have been successful in lower-division courses and have completed their IGETC English courses.<sup>3</sup> Nevertheless, upon entering the UC system, these students are often under prepared for the rigorous reading, writing, and oral communication demands of upper-division courses.<sup>4</sup>

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<sup>1</sup> On this campus, ESL transfer students who have not completed both Intersegmental General Education Transfer Curriculum (IGETC) English courses with a grade of B or better are held for the UCLA English as a Second Language Placement Examination (ESLPE). Those students who do not exempt from the ESL requirement on this examination are held for further ESL coursework.

<sup>2</sup> As explained in the California Tomorrow (2006) *Access and Equity* policy brief: "In the past year, 1,206,418 young women and men (ages 16–24) enrolled in California's community colleges. About 150,000 of them are recent high school graduates who began pursuing higher education directly after high school. Most were in the "general track" curriculum in high school, without the courses to satisfy the A-G requirements for entrance into a four year university. "For immigrants, this figure is higher — one out of eight immigrant community college students don't have diplomas" (pg. 13).

<sup>3</sup> Courses carrying IGETC transfer English credit vary from campus to campus. The following website provides information concerning the community college courses that carry transfer credit for the UC: [http://www.ucop.edu/pathways/infoctr/igetc\\_index.html](http://www.ucop.edu/pathways/infoctr/igetc_index.html).

<sup>4</sup> In fact, faculty from UC academic departments and counseling staff often contact their campus ESL directors about transfer students whose English language skills need further development (D. Brinton, personal communication, November 11, 2006).

A preliminary study of ESL transfer students undertaken by Lane, Brinton, and Erickson (1996) provides evidence for the claim that ESL transfer students may still require English language support services once admitted to a UC campus. These researchers found that on the UCLA campus, where the skills of incoming ESL transfer students are assessed via the UCLA English as a Second Language Placement Examination (ESLPE), many ESL transfer students require ESL instruction, and that completion of the IGETC transfer English requirements is a poor predictor of English language proficiency. At the time of their study, 61% (463/754) of the UCLA transfer students who took the ESLPE were required to take one or more ESL courses. Further, twelve transfer students placed into a pre-university level of ESL, demonstrating “a critical need for additional ESL and developmental composition courses” (pg. 104). Overall, this study clearly documented that the incoming ESL transfer student population received lower scores on the ESLPE than entering ESL freshman population.

Under the Master Plan for Higher Education in California adopted by the state in 1960, the UC system has the responsibility to admit and serve all eligible transfer students. Accordingly, UC sets aside “upper division places for and gives priority in the admissions process to eligible California Community College transfer students” (University of California, 2006a). One of the key features of this plan is “to ensure universal access and route to four-year institutes” (University of California, 2006a; see also Cohen & Brawler, 2003).<sup>5</sup> Beginning in fall 1998, the Board of Admissions and Relations with Schools (BOARS), which establishes articulation policies among the three postsecondary segments – California Community Colleges, California State University, and the University of California – stipulated that to be admitted to UC, students were required to complete two transferable courses in English composition (Board of Admission and Relations to Schools, 2000).<sup>6</sup>

The intent of the BOARS decision to include English composition courses as part of the IGETC transfer curriculum was to better prepare transfer students for the writing and critical thinking demands of the UC. However, the reality is that despite completing these two courses, the academic writing skills of transfer students often fall short of UC’s expectations. UC faculty members who instruct these transfer students once they enter the system know that many of them are not just “rusty” in English. Instead they recognize that increasingly, students appear to be graduating from community colleges without having acquired academic English skills and that to succeed in the UC, these students will need considerably more than a single course to brush up on their English. In extreme cases, they may require a series of intensive English courses to prepare them for UC coursework.

One reason that community college transfer students may lack English proficiency when they are enrolled at UC campuses is because they did not receive appropriate ESL instruction in their community colleges. A recent ESL Task Force report (Intersegmental Committee of the Academic Senates, 2006) indicates that in the majority of community colleges, student self-identification is the main means of identifying ESL learners, assessing them, and placing them into ESL courses. Once students are enrolled

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<sup>5</sup> Typically, students who have received a grade point average of 2.4 from a California community college and who have successfully completed the IGETC transfer curriculum are UC eligible.

<sup>6</sup> The effect of requiring community college students to take two courses of composition on improving English writing proficiency has not been investigated.

in community college ESL courses, their progress is rarely monitored, with students often receiving little or no guidance from counselors or other community college staff.

According to the report:

Given their existing problems with English, many ESL learners mistakenly take the "English" assessment as opposed to the "ESL" assessment. In addition, the stigma attached to "ESL" prompts some students to take the "English" assessment in order to avoid placement into ESL courses. (pg. 15)

In fact, since ESL coursework is not mandated at the community college, many students never enroll in the ESL courses that are specifically designed to meet their needs; instead, they circumvent recommended ESL courses and enroll instead directly in the mainstream composition courses required by the IGETC transfer agreement.

Another reason that community college ESL transfer students may lack English proficiency when admitted to UC concerns the quality of the community college composition courses. Despite IGETC agreements, grading policies and curricula in community college courses may be misaligned with those of UC composition courses (See, e.g., Kirst & Bracco, 2002). As Bunch and Panoyotova (2006) point out, there is great variation in the types of composition courses offered in the community colleges. These courses vary in terms of the types of writing assignments required (e.g., narrative or argumentative) and in the reading assignments (e.g., autobiographical or expository). The majority of instructors still select their own course books and no common composition course standards are used across the 109 community colleges. In addition, many community college composition instructors are not prepared to give ESL students the type of instruction that is required to develop their academic literacy skills (ICAS ESL Task Force Report, 2006). Compounding the problem is the fact that at the community college, composition is typically taught by part-time instructors who are rehired on the basis of their student evaluations.<sup>7</sup> To attain positive student evaluations of their instruction, and thereby maintain their teaching positions, instructors may inflate student grades. In so doing, they may inadvertently misguide or mislead students, sending them incorrect "signals" concerning their ability to write and their readiness to succeed in the UC system. Despite the clear description of academic literacy based on faculty expectations of student reading, writing, and thinking skills described in the ICAS (2000) document, *Academic Literacy: A Statement of Competencies Expected of Students Entering California's Public Colleges and Universities*, there is still considerable confusion concerning what constitutes academic literacy (Bunch & Panoyotova, 2006).

Finally, ESL transfer students may lack enough English proficiency to succeed in the UC system because community college guidance counselors fail to inform ESL students of the level of academic literacy needed to succeed at UC campuses (ICAS ESL Task Report, 2006). Hence, students may be "lulled into a complacency that leaves them unprepared" (Rosenbaum, 2001, pg. 80).

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<sup>7</sup> It should be noted that community colleges have a different faculty profile from that of the UCs. Doctorates are not required for faculty at most community colleges, where there is a higher percentage of part-time faculty. Approximately two-thirds of community college faculty members are on part-time appointments (American Association of Community Colleges Website: <http://www.aacc.nche.edu/>).

This report considers the extent to which ESL transfer students are prepared to succeed in the UC system. It reviews ten years of data from UCLA (1995-2005) revealing that significant numbers of ESL transfer students lack proficiency in English and can benefit from rigorous coursework designed to develop their English proficiency. It further makes recommendations concerning how UC should address the needs of this growing population. The report draws on the UCLA data along with the collective institutional expertise of the UCOPE ESL Advisory Committee concerning ESL transfer students. In addition, for its final recommendations, it considers recent findings from a survey of ESL practices and programs across the UC, California State University (CSU), and California community colleges (CCC) (ICAS ESL Task Force Report, 2006) and discussions from UC, CSU, and CCC ESL faculty participating in the statewide Intersegmental Major Preparation Articulated Curriculum Project (IMPAC) 2003-2006.

### **A Study of UCLA Transfer Students and Their Scores on UCLA's English as a Second Language Placement Examination, 1995-2005**

To substantiate a possible problem in the preparation of junior-level ESL transfer students, we analyzed the ESLPE scores of UCLA ESL transfer students and freshmen from 1995-2005. Following Lane et al. (1996), we compared the scores of the freshmen with those of the transfer students. During this period, the ESLPE was given to 857 freshmen ESL students, the majority of whom entered UCLA from a secondary school in the United States, and also to 1,372 ESL transfer students, the majority of whom entered UCLA from a community college.<sup>8</sup> All ESL students in the test cohort took the ESLPE under equivalent testing conditions.

The students were required to take the ESLPE in order to satisfy UCLA's ESL requirement.<sup>9</sup> Based on ESLPE results, they may either exempt from the ESL requirement or be required to complete one or more of the following ESL courses:<sup>10</sup>

- *Pre-University ESL* (noncredit courses for students at a beginning level of English proficiency offered through UCLA Extension)
- *ESL 33A Low Intermediate ESL* (8-unit, credit-bearing course emphasizing basic speaking, listening, reading and writing skills that prepare students to participate in academic discussions, develop note-taking skills, summarize and outline)
- *ESL 33B High Intermediate ESL* (8-unit, credit-bearing course emphasizing the development of academic literacy)
- *ESL 33C Advanced ESL* (4-unit course, emphasizing the development of academic literacy and including attention to the development of research skills)
- *ESL 35 Developmental Composition for ESL* (4-unit course designed to prepare students to take freshman composition courses; emphasis is on critical reading, the synthesis of information, and analytical writing)

The ESLPE lasts approximately three-hours and consists of the following three

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<sup>8</sup> Due to the urban nature of UCLA, the vast majority of ESL transfer students who enter UCLA are graduates of one of the "feeder" community colleges in the Los Angeles area.

<sup>9</sup> Details on this requirement are found in the UCLA catalog, available online at <http://www.registrar.ucla.edu/catalog/catalog05-07under-5.htm>.

<sup>10</sup> UCLA's ESL courses are offered through the Center for World Languages. See <http://www.international.ucla.edu/languages/esl/> for details on course offerings.



subcomponents:<sup>11</sup>

- **Written Expression:** Students choose to write on one of two essay topics. Students have 50 minutes to write a formal, academic essay. The composition is evaluated on linguistic control (grammar, expression, word choice).
- **Listening:** Students listen to and take notes on a passage, which simulates an academic lecture. The passage is approximately 15 minutes in length. After the passage students use their notes to answer multiple-choice and true/false questions based on the passage.
- **Reading and Vocabulary:** Students read a passage from an academic textbook. After reading the passage the students answer multiple-choice and true/false questions concerning main ideas, specific details, and inferences from the passage in addition to multiple-choice vocabulary questions drawn from the reading.

Reports on the reliability and validity of the examination have been published in over 20 peer-reviewed journal articles (see, e.g., Weigle, 1998.)

Identification of students held for the ESLPE is based on the following factors. The entering first year undergraduate students are identified by their performance on the UC Analytical Writing Placement Examination (University of California Office of the President, n.d.). Transfer students, on the other hand, are identified by their performance on the IGETC transfer English courses taken at community college (i.e., by having received a grade lower than a B in at least one of these courses).

Table 1 reports the UCLA ESLPE data collected over the ten-year period:

Table 1: UCLA ESLPE Results, Freshman and Transfer Students (1995 – 2005)

|                    | Pre-university | ESL 33A<br>Low Intermediate | ESL 33B<br>High Intermediate | ESL 33C<br>Advanced | ESL 35<br>Developmental<br>Composition | EXEMPT | TOTAL |
|--------------------|----------------|-----------------------------|------------------------------|---------------------|--|--------|-------|
| Freshmen (n=857)   | 0              | 9                           | 30                           | 230                 | 548                                    | 40     | 857   |
| Transfers (n=1371) | 3              | 76                          | 201                          | 434                 | 344                                    | 314    | 1371  |
| <b>TOTAL</b>       | 3              | 85                          | 231                          | 664                 | 927                                    | 354    | 2264  |

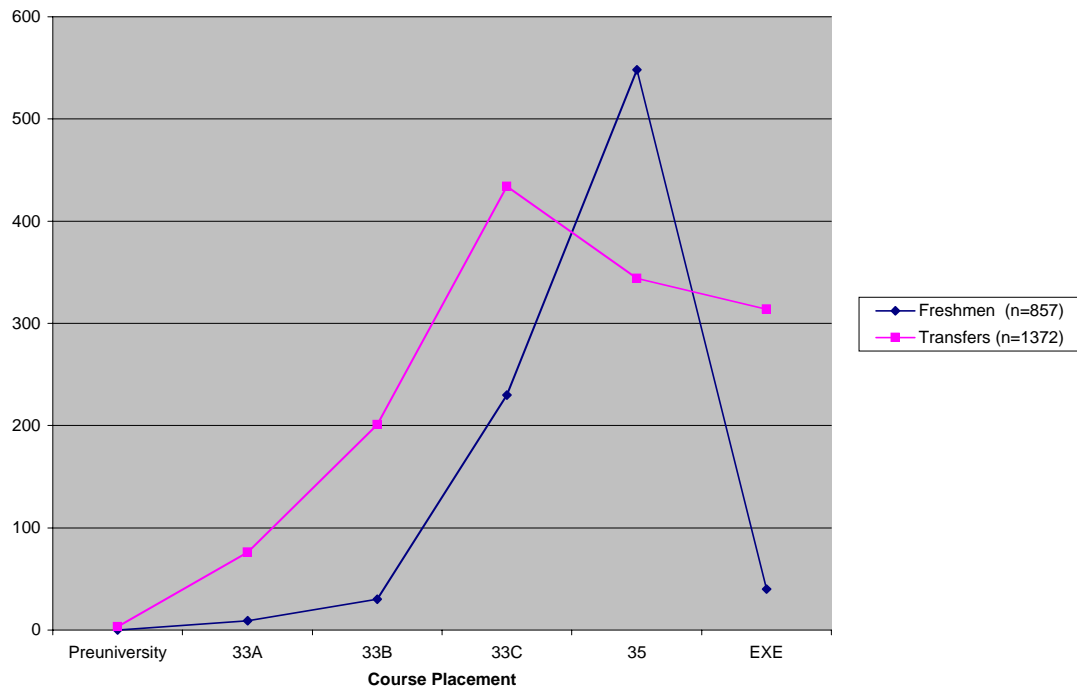
As shown in the table, of the 857 freshman examinees, 40 (4.6%) exempted by examination while of the 1371 transfer examinees, 314 (22.9%) exempted. On first glance, these statistics may appear encouraging—especially since a larger percentage of the transfers received scores of exempt. However, what must be borne in mind is that UCLA transfer students, by virtue of the IGETC transfer curriculum, enter UCLA already having satisfied their freshman and junior-level composition requirements. Thus a logical expectation on the part of the UC is that *no* transfer students at all should place into ESL—especially since ESL 35, the highest-level ESL class, is one level *below* freshman composition.

<sup>11</sup> More information on the ESLPE may be found at <http://www.international.ucla.edu/languages/esl/article.asp?parentid=29246>.

In other words, only 22% of the incoming ESL transfer students at UCLA exempt from ESL (as the system might expect) while an alarming 77% (1058 students) are held for one or more ESL courses. Breaking the transfer placements down by course level, we note the following: The largest number of transfers (434 or 31.7 %) place into ESL 33C, an advanced ESL course that is two courses below freshman composition; the next largest number (344, or 25%) place into ESL 35, Developmental Composition that is one level below the required freshman composition course; still significant numbers (201 or approximately 15%) place into ESL 33B, High Intermediate ESL—a course that is three levels below freshman composition; and 76 (or almost 6%) place into 33A, Low Intermediate—a course that is four levels below freshman composition. An additional three transfer students required intensive pre-university ESL coursework prior to taking ESL 33A (Low Intermediate).<sup>12</sup>

As illustrated in Figure 1 below, the data also indicate that the freshman students are placed at higher levels, and thus enter the UC linguistically better prepared than their transfer counterparts:

Figure 1: Freshman vs. Transfer Student Placements



In sum, the data from the 1995-2005 study show that a significant number of ESL transfer students at UCLA continue to require ESL instruction—a clear indication that completion of the IGETC transfer English requirements remains an unreliable indicator of ESL students’ academic English language skills.

The UCLA data are consistent with findings from the ICAS ESL Task Force Report (2006) and with critical issues identified in the IMPAC ESL meetings (2003-

<sup>12</sup> These students receive deferred admission and are not allowed to begin their UCLA studies until they are able to retest at the ESL 33A level. Typically, these students are referred to UCLA Extension for intensive English study for one or more terms.

2006), both regional and statewide. Clearly, those transfer students who place at the lowest ESL levels will be hard pressed to cope academically at the UC given their very limited command of academic English. (See the appendix for writing samples of UCLA transfer students who placed at the ESL 33A level.) ESL directors also report that it is not just the case that transfer students arrive at UCLA poorly prepared in English, but they are also poorly prepared at other UC campuses. At UCI, for example, one ESL transfer student wrote an 8-page paper on the greenhouse effect for her UC upper-division writing course. When asked what the greenhouse effect was, she replied, “a house for flowers.” When invited to explain how the greenhouse effect pertained to pollution, she went on to describe orchids. She had difficulty understanding the topic and related questions because of her poor reading ability. At UCB, a Lecturer for an upper division technical communications course observes that many ESL transfer students lack the study skills to successfully read, interpret and complete assignments.

Is it appropriate to conclude that ESL transfer students in general lack the academic English abilities required for the university level and beyond or that community colleges generally fail to provide effective composition instruction? No. Many students from the community colleges are undoubtedly highly qualified in English when they enter the UC system. The quality of composition instruction is excellent in many community colleges (Bunch & Panoyotova, 2006). Nonetheless, the data presented here establish the problem of the under-preparation of community college ESL students in English and point to the urgent need for the UC system to address this issue.

## Concerns

The UCOPE ESL Advisory Committee believes that the University of California has an institutional responsibility to meet the academic language needs of under-prepared ESL transfer students admitted to its upper division programs. To address the problem of serving this ESL student population, the UCOPE ESL Advisory Committee calls particular attention to the need to establish the following specific mechanisms:

1. Campus identification of students requiring English language support
2. Placement of students into appropriate language support courses
3. Appropriate, adequately-funded courses for ESL transfer students taught by qualified ESL instructors
4. Support services for ESL transfer students (e.g., counseling, tutorial support; see, e.g., the ICAS 2006 ESL Task Force report, *ESL Students in California Public Higher Education* on tutoring support/needs for ESL students)
5. Faculty development across disciplines to raise awareness of ESL/multilingual student needs

Some campuses have already developed some of these mechanisms. UCLA's program is a working model that could be adapted to meet the specific needs of other campuses. There is still much to be done at the various UC campuses. For example, UC Davis previously had a limited number of ESL courses for ESL transfer students but has since eliminated them due to lack of funds. UC Irvine has required courses for ESL transfer students; however, it does not have a systematic assessment and lacks a means of

identifying those students who would best benefit from these courses. UC Santa Cruz has in the past had an excellent tutorial system that serves ESL transfer students but has over time lost some of its funding and is now in the process of rebuilding its tutorial system. UC Riverside and UC Santa Barbara do not address the needs of ESL transfer students. Finally, UCLA, which has long had a tradition of serving ESL transfer students—identifying the students who need support, assessing them through the UCLA ESLPE, and placing them into appropriate courses taught by ESL specialists—has recently transitioned its ESL unit to a self support enterprise, thus severely impacting course offerings for its ESL program. Clearly, much work is required to support ESL transfer students who have been unconditionally accepted to UC and deserve access to the English instruction that enables them to succeed in the university and beyond.

### **Recommendations to UCOPE**

In the UC system, the linguistic readiness of entering freshman students is assessed by multiple means such as SAT I verbal scores, SAT II writing scores, AP English and Composition Exams, UC Analytical Writing Placement Exam results, etc. However, unlike the linguistic readiness of this group, that of entering transfer students is assessed solely on the basis of the GPA they received in transfer writing courses taken at the community college.<sup>13</sup> Thus, in essence the students' community college GPA has become a proxy for English language proficiency in the UC system. The transfer process we currently have in place, based on the IGETC transfer agreement and California's Master Plan of Higher Education, has allowed California's community college system by default to set the UC standards for literacy by solely using students' community college GPA to determine their English language proficiency.

1. Because of the size, importance and urgency of the problem, the ESL Advisory Committee urges each campus to research the extent to which ESL transfer students from the community colleges require English language support. This information may be required for cost analysis purposes and/or implementation policy issues regarding offering specially designed ESL courses for upper-division students.<sup>14</sup> Campuses should

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<sup>13</sup> It is well known that within the 109-campus system of California Community Colleges, class size for ESL writing courses average around 30 students with the majority of faculty teaching these courses being part-time instructors. There is little if no articulation among CCC faculty and UC faculty in terms of academic literacy standards required of students in writing courses. Within this system, ESL students may not be receiving any specialized instruction since they are allowed to self-identify themselves as ESL and are not required to take any pre-requisite ESL courses before enrolling in the CCC writing courses that receive UC credit.

<sup>14</sup> This recommendation is consistent with that made by Coley (2000), in his review of data from the American Association of Community Colleges and the National Center for Education Statistics of the U.S. Department of Education that examined the efficacy of community colleges. A representative sample of transfer students at specific campuses where further information is needed could be given a timed, sit-down writing assessment, such as the UC Analytical Writing Placement Exam, which is required of all incoming freshmen. This is a test of academic literacy, tapping both reading and writing skills. We do not recommend that a study be undertaken on the GPAs of UC transfer students. GPAs in and of themselves do not provide evidence of oral and written communication skills. As is widely known, many UC courses do not have extensive written or oral requirements, such that ESL transfer students can navigate through the system taking only a limited number of courses that require strong academic literacy skills. It is also possible that faculty members may make concessions to ESL students (i.e. rewarding diligence, allowing

then develop individual plans to address English language needs of these students. We request that UCOPE monitor information collected by the ESL Advisory Group on campus actions related to the ESL transfer issue annually.

2. The UCOPE ESL Advisory Committee recommends that UCOPE re-examine aspects of the IGETC transfer agreement pertinent to UC ESL transfer students. Campuses can exceed IGETC minimums for acceptable ESL course grades for admission, as some units do already (for instance, many UC chemistry departments require additional chemistry coursework).

3. The UCOPE ESL Advisory Committee recommends amending IGETC. (This would require ICAS approval, as well as approval by each segment independently.)

4. The UCOPE ESL Advisory Committee recommends closer collaboration with community colleges in the areas of advising, student self-selection for ESL courses, communicating academic expectations to students and developing ways the UC and California community colleges can collaborate to help the community colleges meet those expectations.

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students to do alternative assignments that are less academically rigorous, overlooking serious language issues) when assigning grades. Given these mitigating factors, a study of UC GPAs will not reveal the extent to which ESL transfer students generally have the ability to write academic text competently.

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## Appendix: Transfer Student Compositions

The following transfer student compositions were used as low-level “anchor” papers in UCLA’s 2005-2006 ESLPE composition norming sessions. Based on the students’ composition profiles alone, these students would be placed into either UCLA’s pre-university level or its low-elementary level ESL course and would, at UCLA, be required to complete four ESL courses prior to graduating. Note that all three students whose writing is included in this appendix have satisfied freshman composition and one course beyond by virtue of passing the two IGETC-required English composition courses at the community college.

### Composition #1

Educators believed that everyone should learned at least two languages. As one of the many people who learn English as the second languages. I have experienced through many problems that brought to me when I learned English as my second language. Although it might be useful in the future (some company required their employees should at least know two languages), but sometimes it made things more complicated. In the other hand, if I was born in the U.S. second language will not be necessary, unless you need to do business with some people who did not understand English.

Second language usually made things to be more complicated. For example, some words in mandarin were good words but it sounds like bad words in English. If two people who both know England and Mandarin were in conversation, they might get confused about some words whether it mean Mandarin or English.

In many countries, second language was not necessary. I know in European contries, people in there need understand two or more languages Because there were many languages being used in there. But in china, the only language spoke in public was Mandarin. Some people lived with a life without knowing other languages Because China was too big, their people only needed to do business with their own people to have all the goods.

### Composition #2

In this today's world, a lot of business is done internationally, and there are great increase of chances that people interact with foreign media, product and people. Therefore, I agree that all students should be required to study a foreign language in school.

It is very interesting to know that how close we live with foreign products and media and how much influence we get from them. For example, at supermarket, we couldn't count how many products are from outside of country. Since we are so sued to seeing and using those foreign products. We don't even notice how close we are becoming with foreign countries. Other example is media. Because of the development of technology, we can easily access and get information about other countries, now. Even regular news on TV tells about issues of other countries. I think there are no lonter boundary between countries and student shouldn't just stick with own country's language, and explore with foreign language.

Secound reason would be how much business is done internationally in the world, now. A lot of successful business have some sort of interaction with other countries that the company's profit is not only made within the country. A lot of people travel around the world for businesses and interact with foreigners. I think



people who can speak more than own country's language have greater chance to be successful in business from now on. therefore, learning foreign language in school is very important.

### Composition #3

Nowadays, foreign language becomes more and more important because the globalization of our world is the future tends of all citizen of this world. Children studied foreign language didn't necessary in the old days because they can still survive although they only understanding their own language. They can never leave their own country and they didn't need to contact any other countries' people. However, children in nowadays cannot prevent to contact other countries' people in many parts of their daily life. So understanding foreign language becomes more and more important to the children in their school time. There are two points to prove that how foreign language is benefit to our children: acadmic and economic.

People will care the acadmic on the children will mainly distinnate on two areas: the future of the children and the benefit of the children. We can predict if a child doesn't know any other foreign language. It is a disease of this child. First, we know that when a child complete their acadmic life. They need to work. However, can we ensure that they must work for the company from their own countries? For example, if a Chinese child doesn't know any other foreign language. When he needs to find a job where most of the companies in China is invested by overseas businessman, he might be able to find a job but I can sure that it is not easy and he will face lack of choice. In fact, this is happening in many developed countries because of globalization. The second point is the benefit of the children. When the children is studying, we usually want them to learn as much as possible. Foreign language can let them learn more other countries' culture. They can also understand more international news from other countries' media while they understand the foreign language. It is benefit for them even when they are doing their research because they can gain more information from other countries' similar research expaesocially from internet. So I think foreign language is really important to the children acadmic.

The economic reason is a strong reason too because the economic is going to globalization too. Many countries businessman have invested in different part of the world, when the children need to work, they need to face other business partners. The partners might not come from the same countries. If they need translate all the time, it is wasting of money and time. The children may able to.

**Fiscal Impact Statement**

Date: March 15, 2008

Proposer: Robin Scarcella, Chair – UCOPE ESL Advisory Committee, Professor and Director -- Program in Academic English and English as a Second Language, University of California at Irvine

Contact: Robin Scarcella, Chair – UCOPE ESL Advisory Committee

Tracking Number: ESL-UCOPE 03-13-08

Summary of the Proposal: Each campus should research the extent to which ESL transfer students from the community colleges require English language support. UCOPE should re-evaluate aspects of the IGETC transfer agreement pertinent to UC ESL transfer students. (There is no fiscal impact concerning the review of the IGETC transfer agreement. Hence, the fiscal information below pertains only to the proposal to investigate the English language needs of ESL transfer students.)

Check appropriate box if the impact meets these criteria.

No Fiscal Impact

Fiscal Impact less than \$100,000 annually or \$500,000 over 5 years.

Comment: The fiscal impact of the study is a one-time expense less than \$10,000. Should campuses decide, based on the results of the study, to offer courses to meet the documented English language writing needs of ESL transfer students, additional funds (described on pages 16-17) will be needed.

Fiscal Impact cannot be determined.

Brief Explanation:

Cost to Study Possible Language Needs of ESL Transfer Students

Possible ways to investigate the extent to which ESL transfer students from the community colleges require English language support are listed below:

1. Faculty Survey

| Staffing         | Rate   | Comments  |
|------------------|--|---|
| Project Director | Summer stipend \$75/hour<br>X 32 hours = \$2,400 | The Project Director would coordinate the project with input from faculty and administrators, develop the survey, disseminate it, work with the statistician, |

|              |                             |   |
|--------------|-----------------------------|---|
| Statistician | \$75/hour X 8 hours = \$600 | and report the results of the survey<br>The statistician would advise in the development of the survey<br>and would provide statistical support |
| Total:       | \$3,000                     |   |

| Operating Funds       | Amount  |                   |
|-----------------------|---------|-------------------|
| Supplies and expenses | \$250   | Duplication costs |
| TOTAL:                | \$3,250 |                   |

2. Student Survey

| Staffing         | Rate   | Comments  |
|------------------|--|---|
| Project Director | Summer stipend \$75/her X 32 hours = \$2,400 | The Project Director would coordinate the project with input from others, develop the survey, disseminate it, work with the statistician,<br>and report the results of the survey |
| Statistician     | \$75/hour X 8 hours = \$600                  | The statistician would advise in the development of the survey<br>and would provide statistical support   |
| Total:           | \$3,000                                      |   |

| Operating Funds      | Amount  | Comments          |
|----------------------|---------|-------------------|
| Supplies and expense | \$500   | Duplication costs |
| TOTAL:               | \$3,500 |                   |

3. Direct Assessment of Student Writing (200 transfer students assessed)

| Staffing         | Rate   | Comments   |
|------------------|--|--|
| Project Director | Summer stipend \$75/her X 40 hours = \$3,000 | The Project Director would coordinate the project with input from others, identify the writing assessment instrument and be responsible for the implementation of the assessment and the rating of the writing assessment (including training the raters). The director would also be responsible for analyzing the results with the statistician, and |

|              |                             |   |
|--------------|-----------------------------|---|
| Statistician | \$75/hour X 8 hours = \$600 | reporting the results of the assessment<br>The statistician would provide statistical support   |
| Essay Raters | \$3,000                     | Three raters each read four essays each hour, for four days; Three raters @ \$200/day each rater for five days total – one day participating in a training session and four additional days rating essays |
| Total:       | \$6,600                     |   |

| Operating Funds      | Amount  | Comments   |
|----------------------|---------|--|
| Supplies and expense | \$500   | Duplication costs (copying assessments, essays, and reports) |
| TOTAL:               | \$7,100 |  |

Assumptions: The budget suggestions are approximate. Individual campuses would adapt their investigations to particular needs and circumstances.

Describe how estimates were derived: Estimates for the faculty and student survey and for the direct assessment of student writing were derived from consultations with ESL writing experts (members of the UCOPE ESL Advisory Committee) and from direct experience with other writing assessments (UCI Academic English Writing Placement Exam, a writing proficiency exam produced for UC’s Linguistic Minority Research Institute and UC’s university-wide Analytical Writing Placement Examination).

Estimated Impact to the UC by Fiscal Year

- Year 1 \$3,230 (the cost of using a faculty survey only) to \$13,850 (the cost of using a faculty survey, student survey, and direct assessment of student writing)
- Year 2 Indeterminate\*
- Year 3 Indeterminate\*
- Year 4 Indeterminate\*

\*Year 2+ funding is indeterminate until phase 1 (determining the English language needs of ESL transfer students) is completed.

Estimated Cost of Funding Courses and Tutorial Services to Serve Transfer Student Language Needs (Years 2 – 4)

The cost of paying a lecturer to teach one four-unit upper-division writing course (lasting one quarter) that meets two times each week and is 10 weeks in length is approximately \$5,419.

The cost of paying a lecturer to teach one four-unit upper-division writing course (lasting one semester) that meets two times each week is approximately \$7,000.

The cost of paying a lecturer to tutor ESL transfer students nine months during the

academic year is approximately \$48,771.

The cost of establishing a tutorial program for the 2007-2008 academic year (quarter system) that is staffed by 16 undergraduate work-study students and managed by a lecturer (an ESL expert) is approximately \$18,869.25.

| <b>TUTORING PROGRAM</b>   |                          |
|---|--------------------------|
| <i>Quarter</i>  | <i>x \$3.37 per hour</i> |
| Fall  | 2047.28                  |
| Winter  | 2047.28                  |
| Spring  | 1683.32                  |
|   | Total 5777.88            |
| Work Study Surcharge and Employee Practice Liability<br>Approx. 39% = 2253.38           |                          |
| Total for work study tutorials  | 8,031.25                 |
| 2 course releases @ 5419 each (cost as of 07-08) for a lecturer to coordinate tutorials | 10,838.00                |
| <b>TOTAL</b>  | <b>\$18,869.25</b>       |

NET IMPACT (duration and total sum): One year study, total sum \$3,230 - \$13,850

This rule is required by state law or federal mandate.

Please identify the state or federal law:

Federal laws stating that educational institutes must provide equal educational opportunities regardless of a student's linguistic background:

1. *Lau et al. v. Nichols et al.* 1974, No. 72-6520  
Supreme Court, 414 U.S. 563  
December 10, 1973, Argued  
January 21, 1974, Decided
2. *Casteñeda v. Pickard*, 1981, No. 79-2253  
U.S. Court of Appeals,  
648 F.2d 989; 1981 U.S. App. LEXIS 12063

Funding has been provided for the impact of proposal.

Please identify the amount provided and the funding source:

Funding has not been provided for the impact of proposal.

Please explain how the affected entities will pay for the impact: The entities will need to pay for the impact with the existing budget.

Impact on individual divisions: If the need for transfer student ESL support services is documented, campuses will need to develop a plan to serve student needs. This plan could include offering tutorial support and/or providing sufficient support courses. If the need for transfer student ESL support services is not documented, the campuses will not need to provide additional support services.

Impact on individual faculty or academic units: Individuals within ESL programs and composition programs will undertake the study, most likely with the support of undergraduate offices. (See also the attached memo from the UCOPE ESL Advisory Committee, dated March 15, 2008.)

Consultations with: Kenneth Feer (Analyst, UCOP) and María Bertero-Barceló, Executive Director, Chief of Staff--Assembly of the Academic Senate, UCOP, the ESL Advisory Committee to UCOP, Upper-Division Writing Committee, UCI--2007

Supporting documents: Report on ESL transfer students to UCOPE from UCOPE ESL Advisory Committee, dated March 15, 2008

Analyst preparing estimate: Robin Scarcella

Date: March 15, 3008

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