

DRAFT Recommendation on Annual Reporting Requirements for

Transfer Measures of Success

Prepared for the Measures of Success OAR Subcommittee of the Transfer Council

by HECC staff

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Background and Legislative Context

The Transfer Council, established under [ORS 350.429](#), works to advise the Higher Education Coordinating Commission on establishing and maintaining a common course numbering system, foundational curricula, and unified statewide transfer agreements, now referred to as Core Transfer Maps and Major Transfer Maps respectively, while fostering collaboration among community colleges and public universities. Its primary focus is to recommend best practices for improving program planning, credit transfer, and student acceleration, as well as monitoring progress and reporting on the impact of these initiatives.

The Transfer Council recommends policies to ensure that each Oregon community college and public university listed in ORS 352.002 submits an annual report to the Higher Education Coordinating Commission (HECC) reporting their progress on improving transfer in Oregon. These reports must include data necessary for HECC to evaluate the impact of initiatives such as common course numbering (CCN), foundational curricula, and unified statewide transfer agreements on a demographically and institutionally disaggregated basis. This approach aims to provide a clear picture of how these strategies influence student transfer and success across Oregon's diverse colleges and universities.

To support this mandate, the Measures of Success Subcommittee was formed by the Transfer Council to develop measurable and observable indicators that evaluate the effectiveness of Oregon's transfer initiatives. Their goal is to identify metrics that assess whether these efforts are improving student outcomes, simplifying transfer pathways, and advancing equity across different student populations. The subcommittee's work began by exploring key questions to determine whether current transfer practices are achieving their intended goals.

Defining Successful Transfer Pathways

A successful transfer pathway allows students to smoothly transition from a community college to a public university, receive applicable credits, and progress efficiently toward earning a bachelor's degree with minimal barriers. Currently, three key statewide tools—Common Course Numbering (CCN) defined in Oregon Revised Statute [350.423](#) and [715-025-005](#), Core Transfer Maps (CTMs) defined in OAR [350.400](#), and Major Transfer Maps (MTMs)—are mandated to support this goal. MTMs are currently associate degrees in specific majors that, if completed, guarantee junior standing in that major for students admitted to a public university. They are identified in approved majors as the Associate of Arts, Transfer (AAT), the Associate of Science, Transfer (AST), and the Associate of Arts, Oregon Transfer in Elementary Education. Future MTMs may include certificates that represent fewer than 90 credits and are not associate degrees but that are the

optimal transfer point for that major. [reference statute] CTMs represent 30 credits of general education courses and if completed, apply to general education requirements at all public institutions.

These tools create structured pathways designed to reduce credit loss, boost degree completion rates, and enhance student success through streamlined academic planning. The metrics used to evaluate the effectiveness of these tools should align with the overarching goals of successful transfer pathways, specifically measuring seamless transitions, the awarding of applicable credits, and timely completion of a bachelor's degree.

The subcommittee considered metrics that would shed light on critical questions such as whether transfer processes in Oregon have improved overall, and whether disparities in graduation rates and total credits earned are narrowing. They wanted the metrics to be comparable across majors, helping to identify targeted areas for further attention. Additionally, the metrics should measure how progress is distributed across different demographic groups and the impact of specific transfer pathways—such as CTM (Core Transfer Maps), MTM (Major Transfer Maps), and common course numbering (CCN)—on transfer outcomes. These questions are appropriate because they focus on measurable indicators directly linked to student outcomes and to the effectiveness and equity of transfer policies, providing a clear foundation for assessing progress and informing future strategies.

Additionally, statewide transfer tools must adhere to statutory requirements and key attributes recommended by the Transfer Council, which are adopted in rule by the Commission. The subcommittee wanted the measures of success to be practical, consider data availability, ability to disaggregate, and easy to understand. The measures below in Table 1 address these objectives including student-centered outcomes, statutory mandates such as transfer student completion, reduction of excess credits, decreased student debt, and evaluations of CTMs, MTMs, and CCN. These measures align with statewide goals, promote equity, and are both actionable and transparent.

The subcommittee recommends the following measures be put in rule to track transfer progress and evaluate the effectiveness of statewide transfer tools outlined in table 1.

Table 1: Transfer Success Measures by statutory requirement, key attributes, applicability to transfer tools, and practicality.

Measure	Relevant statutory requirements	Key attributes met	Statewide tool reflected	Pragmatic concerns met
<p>Graduation rate: Percentage of students who transfer and complete a bachelor's degree, compared to the percentage of first-time freshmen who complete a bachelor's degree</p>	<ul style="list-style-type: none"> ◻ Transfer student bachelor's degree completion ◻ Elimination of excess credits ◻ Reduction in student debt ◻ Evaluation of CTM and MTMs ◻ Evaluation of CCN 	<ul style="list-style-type: none"> ◻ Student-centered ◻ Aligned with statewide goals ◻ Equity-focused (if disaggregated) ◻ Actionable and transparent 	<ul style="list-style-type: none"> ◻ CTM ◻ MTM ◻ CCN - 	<ul style="list-style-type: none"> ◻ Data available ◻ Disaggregation straightforward ◻ Understandable
<p>Number of credits at graduation:</p> <p>The number of earned credits at bachelor's degree completion for first-time freshmen and transfer students, disaggregated by major and other characteristics</p>	<ul style="list-style-type: none"> ◻ Elimination of excess credits ◻ Reduction in student debt ◻ Evaluation of CTM and MTMs ◻ Evaluation of CCN 	<ul style="list-style-type: none"> ◻ Student-centered ◻ Aligned with statewide goals ◻ Equity-focused (if disaggregated) ◻ Actionable and transparent 	<ul style="list-style-type: none"> ◻ CTM ◻ MTM ◻ CCN 	<ul style="list-style-type: none"> ◻ Data available ◻ Disaggregation straightforward ◻ Understandable

<p>Transfer rate:</p> <p>The percentage of degree-seeking community college students who transfer to a public university within four years.- Rate is limited to students that are identified as lower division students.</p>	<ul style="list-style-type: none"> ☐ Transfer student bachelor's degree completion ☐ Evaluation of CTM and MTMs ☐ Evaluation of CCN 	<ul style="list-style-type: none"> ☐ Student-centered ☐ Aligned with statewide goals ☐ Equity-focused (if disaggregated) ☐ Actionable and transparent 	<ul style="list-style-type: none"> ☐ CTM ☐ MTM ☐ CCN 	<ul style="list-style-type: none"> ☐ Data available ☐ Disaggregation straightforward ☐ Understandable
<p>MTM, CTM, and CCN utilization rate:</p> <p>Percentage of students earning MTM degree, among all students earning associate degrees,</p> <p>Percentage of students who transfer with a CTM, among all students who transfer with 30 to 89 credits,</p> <p>Percentage of lower-division collegiate students who complete at least one CCN</p>	<ul style="list-style-type: none"> ☐ Evaluation of CTM and MTMs ☐ Evaluation of CCN 	<ul style="list-style-type: none"> ☐ Student-centered ☐ Aligned with statewide goals ☐ Equity-focused (if disaggregated) ☐ Actionable and transparent 	<ul style="list-style-type: none"> ☐ CTM ☐ MTM ☐ CCN 	<ul style="list-style-type: none"> ☐ Data available ☐ Disaggregation straightforward ☐ Understandable
<p>Percentage of undergraduates with federal loans:</p> <p>Percentage of all current undergraduates with federal debt</p>	<ul style="list-style-type: none"> ☐ Reduction in student debt ☐ Evaluation of CTM and MTMs ☐ Evaluation of CCN 	<ul style="list-style-type: none"> ☐ Student-centered ☐ Aligned with statewide goals 	<ul style="list-style-type: none"> ☐ CTM ☐ MTM ☐ CCN 	<ul style="list-style-type: none"> ☐ Data on community college students is only available at the institution level for all students at that institution (transfer and non-transfer students combined), from federal reporting. No disaggregation is possible. ☐ Data on university students can be disaggregated but is incomplete because excludes debt incurred during community college (i.e., pre-transfer) years ☐ Understandable

<p>Average debt among bachelor's degree graduates:</p> <p>Average dollars of debt among students who complete the bachelor's degree</p>	<p>◻ Elimination of excess credits</p> <p>◻ Reduction in student debt</p> <p>◻ Evaluation of CTM and MTMs</p> <p>◻ Evaluation of CCN</p>	<p>◻ Student-centered</p> <p>◻ Aligned with statewide goals</p>	<p>◻ CTM</p> <p>◻ MTM</p> <p>◻ CCN</p>	<p>◻ Data on community college students is only available at the institution level for all students at that institution (transfer and non-transfer students combined), from federal reporting. No disaggregation is possible.</p> <p>◻ Data on university students can be disaggregated but is incomplete because excludes debt incurred during community college (i.e., pre-transfer) years</p> <p>◻ Understandable</p>
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For all measures except those for student debt, reports will include disaggregation by at least the following:

- Institution;
- Whether or not students completed transfer tools (CCN, CTM, MTM), as data become available; and
- Student characteristics related to equity in education.

The measures in Table 1 are intended to evaluate whether students experience the benefits of streamlined transfer agreements and tools. Overall, the metrics meet some of the statutory requirements and key attributes, reflecting the intended impact and goals of the CTMs, MTMs, and CCN. For instance, the primary measure of success—the bachelor's degree graduation rate—is currently lower for transfer students compared to first-time freshmen. An increase in transfer student graduation rates would indicate that the statewide tools are functioning as intended and removing existing barriers to completion. Similarly, reductions in excess credits at graduation and an increase in the percentage of community college students who transfer are important indicators of progress. Disaggregated, they create confirmation about whether such progress is occurring evenly across the state.

In addition to the MTMs, CTMs, and CCN, there are other kinds of credentials that create important and useful comparison groups for evaluating transfer progress. Associate degrees awarded at community colleges include the MTMs; the Associate of Arts, Oregon Transfer (AAOT); the Associate of Science, Oregon Transfer (ASOT), and other associate degrees. The AAOT and ASOT (excluding the AAOT for Elementary Education as noted above) reflect earlier work to smooth the transfer pathway. Therefore, while the primary comparison for students transferring with 90 or more credits is a comparison between students who complete an MTM and those who do not, supplemental comparisons should include groups who completed an

AAOT/ASOT, those who completed other kinds of associate degrees, and those who did not complete an associate degree.

We note that some results will take time before data are fully available. In particular, not all community colleges have begun to report CTM and MTM completion to the HECC as of 2023-24. In addition, we anticipate CCN course data to be widely reported in the 2024-25 academic year, and outcomes for students taking these courses will begin to be available a few years after this (e.g., one to two years for CTMs, two to four years for MTMs, one to four years for transfer rates, and six or more years for bachelor's degree completion rates).

Existing HECC Data Collection

HECC currently receives a range of data related to transfer student success from multiple sources, including community college and public university datasets, institutional reports, and national datasets. These data can be used to help evaluate the effectiveness of transfer pathways and ensures compliance with statewide policies. Below is a summary of what HECC already collects.

- **Student-Level Data from Institutions:** Public universities and community colleges submit student-level data on enrollment, credit accumulation, and certificate and degree completion.
- **Credential Completion Data:** HECC tracks community college and public university certificate and degree completions and calculates graduation rates for transfer students and first-time freshmen.
- **Student Debt Information:** Financial aid offices report on loan usage and debt burdens for transfer students.
- **National Student Clearinghouse (NSC) Data:** Used to track student transfers across institutions, including out-of-state transfers.

The subcommittee also discussed the need to continue to examine the use of other measures currently not possible with existing data and processes. These include a better understanding of community college students' intent to transfer, possible at multiple points in their academic careers; qualitative data about the students' transfer experiences; credit transferability; and student loan debt that can be disaggregated.

Future Measures

Qualitative data regarding the student experience should be gathered and analyzed to identify experiences along the transfer pathway as well as outcomes. The Transfer Council should work in conjunction with the Commission to identify the assessment tools and frequency of gathering data.

Institutional Implementation Measures

Since 2020, Chief Academic Officers (CAOs) and Provosts have received an annual implementation survey assessing the status of statewide transfer initiatives mandated by law. This survey remains a critical component of institutional reporting, providing the Commission with essential data on policy implementation and compliance. The results are compiled and reported annually to the Legislature.

The Commission currently collects institutional implementation data on the following measures:

- Adoption of legislatively mandated Transfer Policies – Institutions report on their compliance with statewide transfer agreements, including Major Transfer Maps (MTMs), Common Course Numbering (CCN), and the Core Transfer Map (CTM).
- Institutional Support and Resources – Data on faculty and staff training, advising tools, and institutional efforts to support seamless transfer pathways.
- Challenges and Barriers – Institutions provide qualitative and quantitative data on implementation challenges, including resource constraints and policy misalignment.

The subcommittee recommends that these implementation surveys be put in rule.

The Commission has received requests to make institutional implementation measures publicly accessible through a dashboard, which the subcommittee supports. As part of ongoing transparency efforts, the Commission will explore the feasibility of creating a public-facing dashboard to visualize institutional progress and adherence to statewide transfer policies.

Implementation Timeline and Next Steps

The Transfer Council recommends the following timeline for implementation:

1. June 2025 – Finalize the subcommittee recommendation.
2. June or July 2025 -Transfer Council Recommends Measure of Success Rule to the Commission.
3. Fall 2025- Commission Adopts Rule
4. Fall 2025 – Institutions receive guidance and training on data submission.
5. June 2026 – First reports submitted to HECC.
6. Fall 2026 – HECC compiles and publishes the first statewide transfer report using new annual reporting requirements.

Conclusion

In conclusion, the Transfer Council's work is essential for strengthening Oregon's transfer system and ensuring students benefit from organized pathways to degree completion. These recommendations align with ORS 350.429 and aim to make the transfer process data-driven, student-centered, and equity-focused. By standardizing reporting, Oregon can more effectively track transfer success, identify barriers, and inform policy improvements that better support transfer students across the state. Continued collaboration among institutions and the development of comprehensive data collection practices will be key to advancing these goals and promoting equity student outcomes.