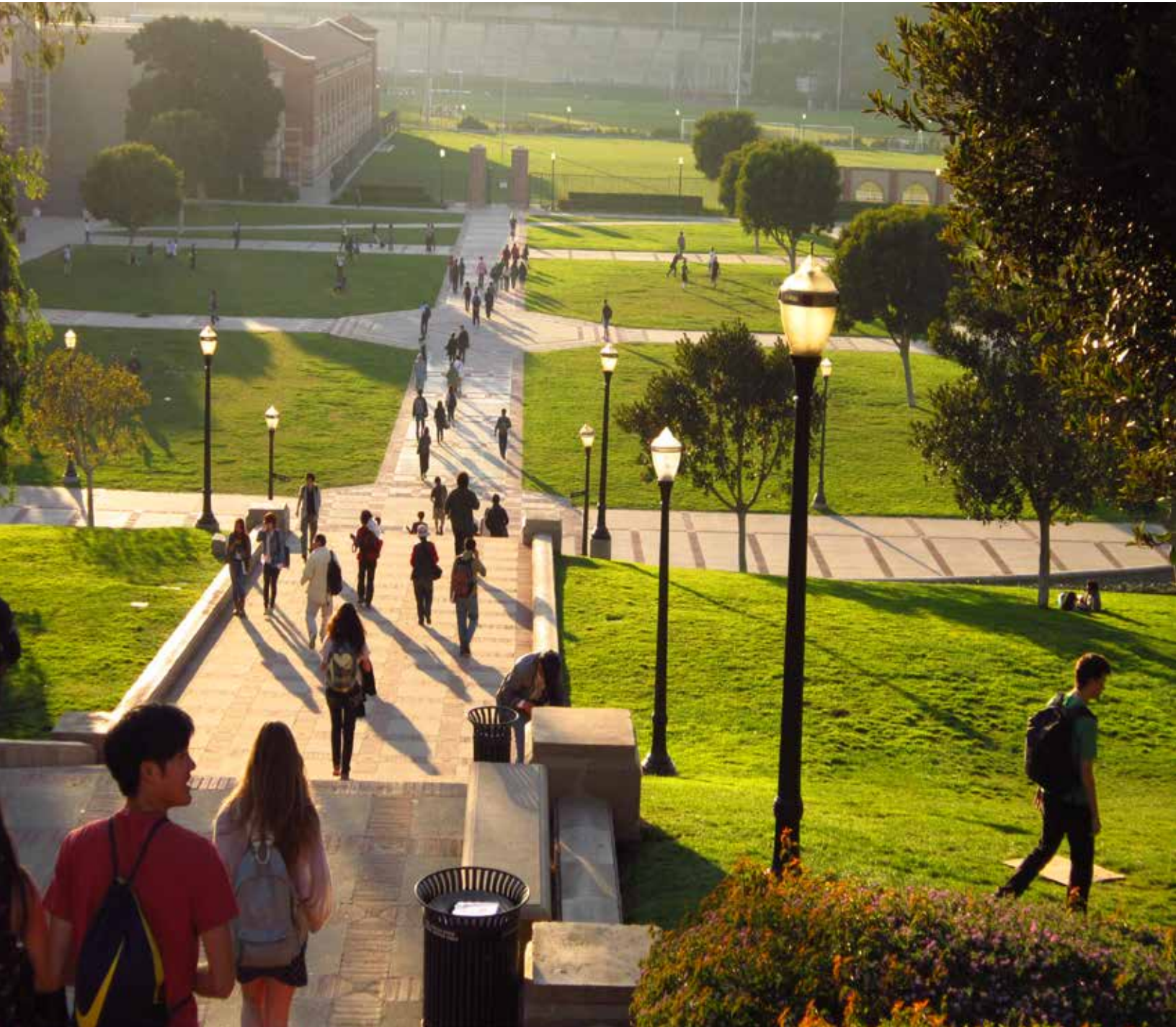


The Campaign for
**College
Opportunity**



HIGHER EDUCATION
— IN —
CALIFORNIA

An introduction to the state's public colleges & universities

California Higher Education at a Glance



Enrollment
2,985,528 students, making the system one of the largest in the world.



Coordination
The 1960 Master Plan for Higher Education defines each segment by its mission and admission criteria, BUT there is currently no oversight body that ensures the systems work together.



Governance
Accomplished through separate boards with various levels of autonomy.

California Community Colleges (CCC)

114 Colleges
(1 fully online college*)

Open access enrollment

Governed by Governor-appointed Board of Governors; Board-selected Chancellor; locally-elected Board of Trustees; subject to legislative control

California State University (CSU)

23 Universities

Admits the top 1/3 of high school graduates

Governed by Governor-appointed Board of Trustees; Board-selected Chancellor; subject to legislative control

University of California (UC)

10 Universities

Admits the top 1/8 of high school graduates

Governed by Governor-appointed Board of Regents; Board-appointed President; **not** subject to legislative control

*Adopted in 2018 State Budget, established but not yet enrolling students.



California Higher Education

Governor/Legislature

California Postsecondary Education Commission (CPEC) *defunded

California Student Aid Commission

CSAC Commissioners (15 members)

\$2.4 billion in financial aid disbursed

University of California

UC Regents (26 members)

President hired by UC Regents

California State University

CSU Trustees (25 members)

Chancellor hired by CSU Trustees

California Community Colleges

CCC Board of Governors (17 members)

Chancellor hired by CCC Board of Governors

Department of Consumer Affairs
Governor appoints Consumer Agency Secretary & Dept. of Consumer Affairs Director

Bureau for Private Postsecondary Education

72 districts (445 locally-elected Trustees)

Approximately 1,800 California private, non-profit and for-profit postsecondary institutions (approximately 715,786 students)

10 campuses (281,000 students)

23 campuses (514,000 students)

114 campuses
1 fully online college (2.2 million students)

California Community Colleges

the largest system of higher education in the nation

The **California Community Colleges** serve more than 2.2 million students at 114 colleges organized into 72 districts. California Community Colleges provide a variety of educational and career opportunities, including earning an associate degree, completing a training/certificate program, transfer preparation for a four-year university, as well as adult education and community service coursework. In 2014, a pilot program was established to authorize up to 15 California Community Colleges to establish a baccalaureate degree program in a field of study not offered by the California State University or University of California. In 2018, the State Budget established a 115th fully online community college to serve working adults between the ages of 25 to 34 who have a high school diploma, but no postsecondary degree and who cannot physically attend a campus. The online college will focus on short-term certificates not offered online by existing community colleges. The California Community Colleges accept all applicants who are high school graduates, as well as any other adults who can benefit from attendance.

Governance

Responsibility for the California Community Colleges system is vested in a 17-member Board of Governors (BOG), whose members are appointed by the state Governor. The BOG is responsible for setting statewide policy, providing guidance

for districts, and selecting a Chancellor to serve as CEO of the system. The Chancellor's duties include leadership, policy development, fiscal and administrative oversight, statewide community relations, and legislative advocacy. The Chancellor brings policy recommendations to the BOG through a formal process of consultation made with the Consultation Council, which is composed of 18 representatives of institutional groups such as trustees, executive officers, students, administrators, student services officers and representative organizations, such as faculty and staff unions and associations.

In a governance structure modeled after K-12 school districts, each of the California Community College districts is governed by a locally-elected Board of Trustees, which oversees the operations and budgets of the college(s) within the district and is responsible for the hiring/firing of campus presidents/chancellors. The BOG of the California Community Colleges will initially serve as the governing board for the online college. No later than 2025, a district-specific Board of Trustees will be established for the online college.

Unlike the UC and CSU, reports have documented that the statewide community college Chancellor lacks the authority necessary to enforce common policies or practices to unify the 72 districts and 114 colleges in pursuing statewide goals.



Mt. San Antonio College campus

Success Initiatives

Over the last two years, the California Community College system has taken on significant and ambitious transformation in support of improving student outcomes. In 2017, the BOG adopted a systemwide strategic vision known as the **Vision for Success** which articulates ambitious goals for improving student success and a set of commitments to achieve those goals by 2022. The goals include growing the number of students who successfully complete college with an associate degree, credential or certificate; increasing the number of students transferring annually; reducing equity and regional achievement gaps; decreasing units accumulated and increasing the employability of existing Career Technical Education students. The CCC system is also underway on the systemwide implementation of **Guided Pathways** which is an organizing framework to align and guide all initiatives aimed at achieving the *Vision for Success* goals. The Guided Pathways framework creates a highly structured approach to student success that provides all students with a set of clear course-taking patterns that promotes better enrollment decisions and prepares students for future success and integrates support services in ways that make it easier for students to get the help they need during every step of their community college experience.

Colleges are also implementing two new policies passed by the California Legislature in 2017 – Assembly Bill 705 (Irwin) and Assembly Bill 19 (Santiago). **AB 705** calls on colleges to fundamentally change their assessment of students' college readiness (and subsequent placement policies) by ensuring the majority of students can access college-level courses immediately upon entering college. 50-60% of racial gaps in college completion are driven by initial placement into English and math, and of students who enroll in remedial courses, most never advance to or successfully complete college-level coursework. Building on national and regional momentum to establish a statewide, free community college program, the Legislature adopted **AB 19** to create the **California College Promise**, which provides a framework for colleges to adopt best practices in support of student enrollment and completion by providing an avenue for the college to receive additional funding.

The 2018 State Budget established a **new funding formula for California Community Colleges** that funds colleges on more than just enrollment, but also for improved student outcomes. Under full implementation of the new formula, the majority of funding is still based on enrollment (60%) but also includes funding based on the number of low-income students a college serves (20%), and whether students meet key momentum points and successful student outcomes aligned with the Vision for Success goals (20%). Colleges will have a three-year transition period and will be provided funding increases during the transition years.

The system continues to improve transfer for its students by strengthening the **Associate Degree for Transfer** pathway which makes it easier for CCC students to transfer to the CSU and guarantees them junior standing. In 2018, the CCC entered into an agreement with the Association of Independent California Colleges and Universities to extend the pathway with over 30 private, non-profit colleges and universities.



California State University

the country's largest four-year university system

Serving approximately 514,000 students at 23 campuses, the **California State University (CSU)** offers undergraduate and graduate education primarily through master's degree programs, with a limited number of doctoral degree programs in educational leadership, physical therapy, and nursing practice. As outlined in the Master Plan, admission to the CSU is available to the top one-third (33.3%) of public high school graduates and all qualified California Community College transfer students. Among the requirements for eligibility to the CSU is completion of the A-G curriculum with a C or better – a set of courses California high school students must complete to apply to four-year public universities – and meeting minimum SAT/ACT scores. However, many campuses have supplemental admission criteria due to impaction.

Governance

A 25-member Board of Trustees adopts the rules, regulations, and policies governing the CSU. The Board consists of 16 members appointed by the Governor, subject to Senate confirmation, who serve for eight-year terms; one faculty trustee appointed by the Governor from nominees proposed by the CSU Statewide Academic Senate; two student trustees appointed by the governor from nominees proposed by the California State Student Association; and one trustee selected

by the CSU Statewide Alumni Council. The faculty, student, and alumni trustees serve two-year terms. In addition, five members serve ex officio: the Governor, Lieutenant Governor, Speaker of the Assembly, State Superintendent of Public Instruction, and the CSU Chancellor. The Chancellor is appointed by the Trustees and serves as the system's CEO. The Trustees also appoint the 23 campus presidents.

Success Initiatives

Launched in 2016, **Graduation Initiative 2025** is the CSU's systemwide initiative to increase graduation rates for all CSU students while eliminating opportunity and achievement gaps. This initiative sets specific goals for each campus, but also includes systemwide goals of raising the freshman four-year graduation rate from 19% to 40% and the two-year graduation rate for transfer students from 31% to 45%. Additionally, in 2017, the CSU introduced policy changes intended to significantly improve how the CSU serves students by **streamlining general education requirements and eliminating remedial education** at CSU campuses. Under the new system, students' college readiness will be determined by high school performance instead of a standardized placement test and students will be allowed to take courses that count toward their degree immediately upon entry, while receiving needed academic support.



University of California

the state's premier research university

The **University of California (UC)** provides undergraduate, graduate, and professional education to over 281,000 students at 10 campuses (including UC San Francisco which offers only graduate/professional degrees). An 11th campus, UC Hastings College of the Law, is affiliated with the UC but is overseen by a separate board of directors. The UC is the only public segment with the sole authority to issue doctoral degrees. Admission to the UC is guaranteed to the top 12.5% of public high school graduates and all qualified California Community College transfer students. Similar to the CSU, minimum eligibility requirements to the UC include completion of the A-G curriculum with a C or better and meeting minimum SAT/ACT scores. However, the UC admissions process has become increasingly competitive and restrictive as evidenced by the rising GPA and SAT scores of admitted freshman.

Governance

Unlike the California Community Colleges and CSU, the 26-member Board of Regents is established under the California Constitution and therefore, is not subject to legislative control. The Board is composed of 18 members appointed by the Governor, subject to Senate confirmation, who serve for 12-year terms; one UC student appointed by the Regents who serves a one-year term; and, seven ex officio members including the Governor, Lieutenant Governor, Speaker of the Assembly, Superintendent of Public Instruction, President and Vice President of the Alumni Associations of the UC, and the UC President. Additionally, two faculty members, the Chair and Vice Chair of the UC Academic Council - the administrative arm of the Academic Senate which represents faculty - sit on the board as non-voting members. The Regents have the authority to appoint the UC President, the head of the UC system, as well as the chancellors of the ten universities upon the recommendation of the President.

Success Initiatives

In recent years, the UC has focused on improving the college readiness pipeline from high school and the number of students transferring from community colleges to their system. In 2016, the state provided UC with \$20 million in one-time funds for support services for those students who are in most need of support to be college-ready and get through the admission process, including students who were enrolled in high schools designated as **LCFF+ schools** (i.e. K-12 schools eligible for supplemental funding under the Local Control Funding Formula because of their populations of low-income or high-needs students). Under Governor Brown's directive, the UC has been called on to **articulate systemwide pathways for transfer** to their system and increase transfer enrollment to achieve a two to one ratio of new freshmen to transfer students. More recently, the UC is planning to establish an **agreement with the California Community Colleges to identify transfer-ready students**, increase outreach to counselors and students, and explore whether the UC could better align its existing transfer pathways with the Associate Degree for Transfer (ADT).

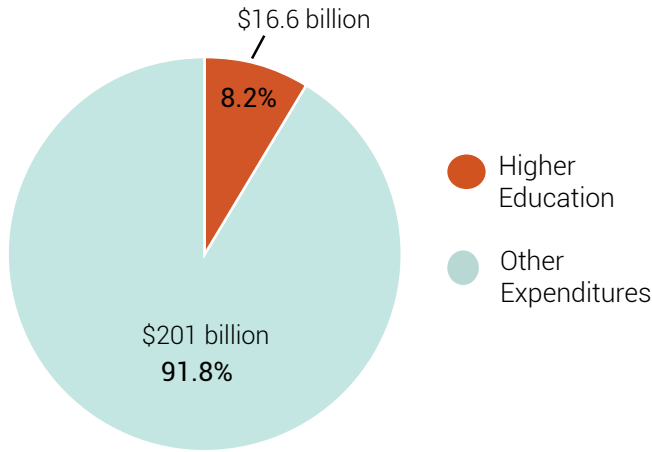


University of California, Merced campus

State Funding

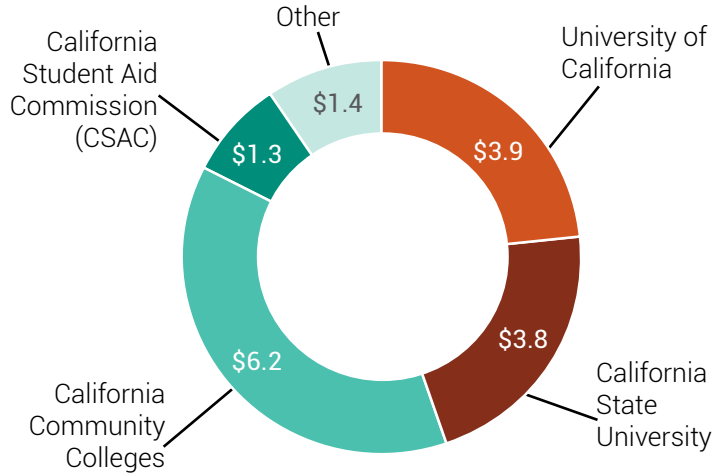
Procedurally, the Governor outlines funding for the California Community Colleges, CSU and UC as part of the annual state budget proposal to the Legislature. The General Fund and student tuition are the primary sources of financing undergraduate instructional costs at the UC, CSU, and California Community Colleges. California Community Colleges rely heavily on the state General Fund and local property tax revenue whereas UC and CSU rely heavily on state General Fund and student tuition. California Community Colleges are included in a K-14 formula established by Proposition 98 which guarantees a minimum level of funding for K-12 schools and California Community Colleges.

Figure 1: Higher Education Represented 8.2% of the 2018-19 State Budget (State Funds)



Source: California Department of Finance

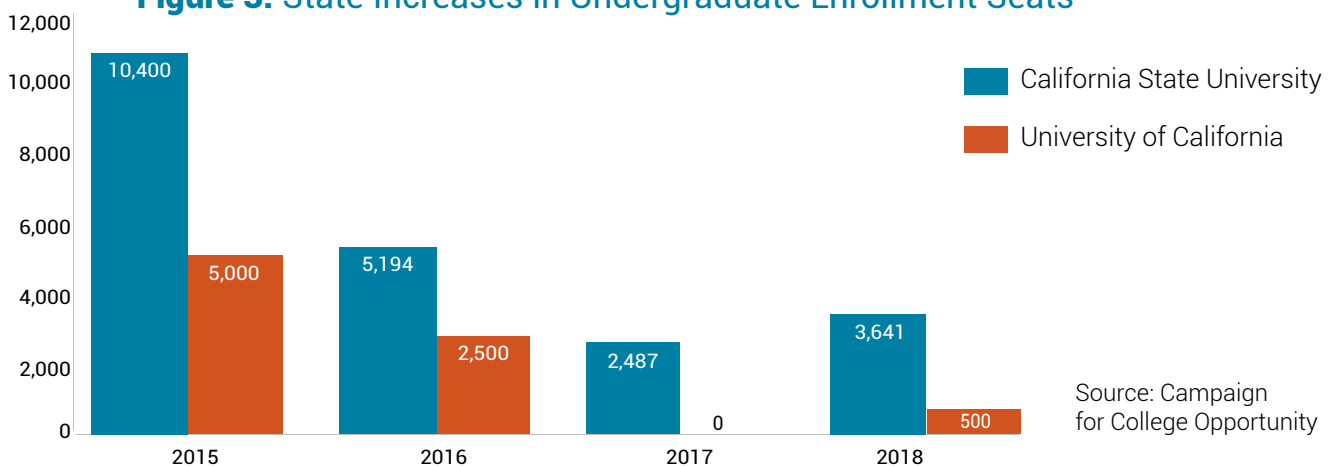
Figure 2: 2018-19 State Higher Education Expenditures (in billions)



Source: California Department of Finance

State funding and policy priorities are one of the most significant determinants in shaping the number of Californians who attend the UC and CSU. Although demand for California's public four-year institutions has steadily increased over time, state spending per student has followed the opposite trajectory and remains near its lowest point in more than 30 years. This is in spite of annual increases in General Fund allocations for higher education since 2012 brought about by both the general recovery of the state economy and the passage of **Proposition 30** in 2012 – which temporarily raised tax rates to help prevent more than \$5 billion in education cuts. Subsequently, in 2013 Governor Brown committed to a multi-year stable funding plan for the UC and CSU which assumed increased General Fund support over a four-year period with an expectation that they maintain tuition at 2011-12 levels through 2016-17. The personal income tax rate increases under Proposition 30 is set to expire at the end of 2018. Additionally, recent state budgets have allocated one-time funding to enroll more California students at the CSU and UC (Figure 3). Despite declines in per-student funding, the state is still shouldering a large share of education costs, after state aid to students has been distributed.

Figure 3: State Increases in Undergraduate Enrollment Seats



Source: Campaign for College Opportunity

Tuition, Fees & Financial Aid

Annual tuition and fees for California residents are currently estimated at \$13,900 at the University of California and \$5,742 at the California State University. At the California Community Colleges, enrollment fees per semester are \$46 a unit for California residents (among the lowest in the nation with full-time enrollment considered 12 or more units during a regular semester). Prior to 1984, California Community Colleges charged no fee. **Tuition and fees represent only one element of the total cost of college.** Other costs include books and supplies, transportation, food and housing.

State-funded financial aid exists in the form of grants, scholarships, and fee waivers. **Cal Grants** are a need-based program available for enrollees at all three systems, as well as for students attending independent colleges and for-profit universities in California. The **Student Success Completion Grant** provides additional grants to qualifying community college students. The **Middle Class Scholarship** is available for undergraduates at the UC and CSU. The **California College Promise Grant**, formerly known as the Board of Governors Fee Waiver, and the Student Success Completion Grant are available specifically for students at California Community Colleges. The Cal Grant and Middle Class Scholarship programs are administered by the California Student Aid Commission (CSAC) while the California College Promise Grant and Student Success Completion Grant are administered by the California Community Colleges Chancellor's Office. CSAC is responsible for dispersing over \$2 billion in financial aid annually.

The **Cal Grant program** is an entitlement program that requires students to meet specified age, GPA, and income criteria to qualify. All Cal Grants are disbursed to colleges and universities directly. Eligibility for Cal Grant awards is primarily geared towards traditional, younger students attending a four-year university. Additionally, the assistance provided by the Cal Grant is focused on tuition and fee assistance, as opposed to the total cost of college attendance. As such, Cal Grants in the form of tuition and fee assistance alleviates a higher percentage of the total cost of attendance for students attending the CSU or UC, where tuition and fees are significantly higher than at California Community Colleges (Figure 4).

Cal Grant A

- helps pay for tuition and fees at public and independent four-year colleges in California
- award amounts vary by type of college
- minimum 3.0 high school GPA or minimum 2.4 college GPA
- course of study must lead to an associate degree or bachelor's degree

Cal Grant B

- provides a living allowance to help cover living expenses, books, supplies and transportation; and assistance with tuition and fees after the first year, at a two- or four-year college
- living allowance up to \$1,656; tuition award amount varies by college
- minimum 2.0 GPA

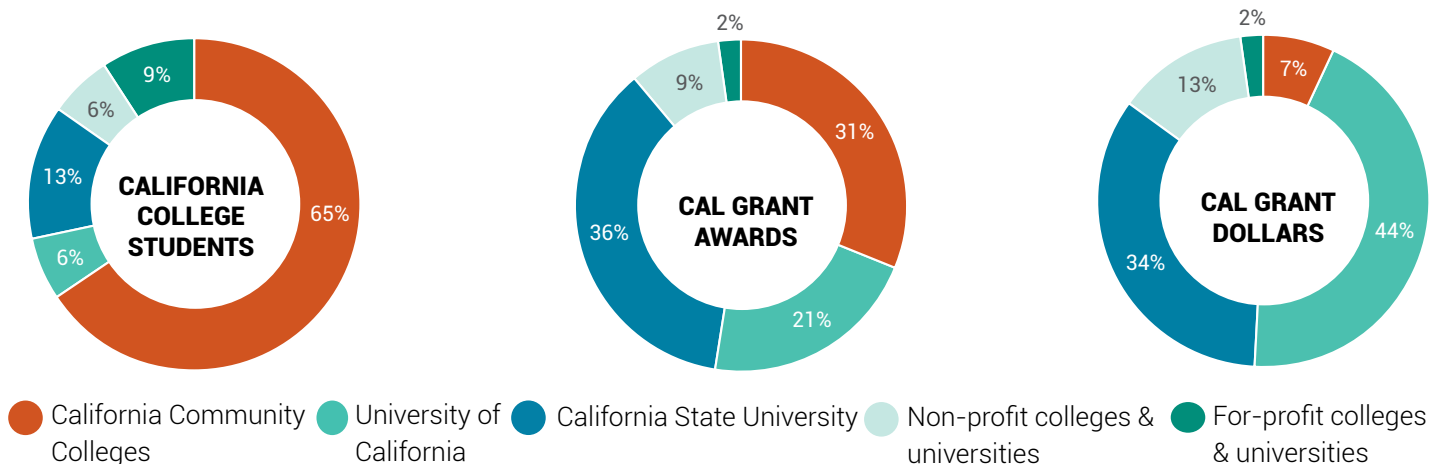
Cal Grant C

- assists with costs of a technical or career education
- up to \$547 for books, tools and equipment; and up to \$2,462 more for tuition and fees at a school other than a California Community College
- funding available for up to two-years

**In addition to the entitlement awards, a limited number of competitive Cal Grants exist for students who do not meet the entitlement criteria.*

Source: California Student Aid Commission

Figure 4: Despite the California Community Colleges Enrolling Twice the Number of Students, UC and CSU Students Account for Almost 80% of Cal Grant Dollar Recipients



Source: The Institute for College Access & Success (TICAS)



The **Middle Class Scholarship** provides undergraduate students at CSU and UC with family incomes up to \$150,000, a scholarship to help lower tuition and fees by up to 40%. The **Student Success Completion Grant** is a new state grant meant to support community college students' full-time enrollment in order to increase their ability of successfully completing and in a timelier manner.

Nearly half of all California community college students pay no fees through the California College Promise Grant. However, building on national and regional momentum to establish a statewide, free community college program, in 2017 the Legislature adopted **Assembly Bill 19 to create the California College Promise**. The goals of this program are to go beyond providing free tuition and improve college preparation, access and completion by providing a framework that incentivizes colleges to adopt best practices in support of student enrollment and completion in order to receive additional funding. Colleges are not required to use California College Promise funds to waive some or all of the \$46 per unit fee for all first-time resident students and can use the funding for other innovative purposes to advance student success goals.

Significant affordability gaps remain when measuring the financial aid gap borne by students in each segment (Figure 5). The financial aid gap is the cost borne by students after earnings from a reasonable amount of student work (10 hours per week), contributions from parents that reflect family disposable income, and grant aid from the state and federal governments and institutions are deducted from the cost of attendance. In order to meet future workforce demand, California needs to reduce this gap to \$0 for students attending college.

Figure 5: Significant Affordability Gaps Remain for Low-Income Families, but are Improving for Median-Income Families

LOW-INCOME FAMILIES		
	Actual Gap in Financial Aid 2015-16	Change in Financial Aid Gap Between 2013-14 and 2015-16
CCC	\$6,946.33	↑ Increased by 4.4%
CSU	\$5,733.19	↑ Increased by 8.1%
UC	\$5,004.29	↓ Decreased by 0.1%
Progress toward affordability Grade: F		

MEDIAN-INCOME FAMILIES		
	Actual Gap in Financial Aid 2015-16	Change in Financial Aid Gap Between 2013-14 and 2015-16
CCC	\$2,893.01	↓ Decreased by 6.8%
CSU	\$3,824.23	↓ Decreased by 4.0%
UC	\$2,017.39	↓ Decreased by 17.6%
Progress toward affordability Grade: A		

Statewide Coordination & Data to Support Student Success

The **California Postsecondary Education Commission (CPEC)** was established in 1974 as the state planning and coordinating body for higher education and as successor to the Coordinating Council for Higher Education, part of the state's 1960 Master Plan for Higher Education. The primary statutory purposes of the CPEC were to develop an ongoing statewide plan for a coordinated system of postsecondary education; identify and recommend policies to meet the educational, research and public service needs of the state; and advise the Governor and Legislature on policy and budget priorities that best preserve access to high quality postsecondary education opportunities.

The **Commission's funding was eliminated in 2011** by Governor Brown in an effort to reduce the cost of state operations and requesting that the three public higher education segments explore ways to "more effectively improve coordination and development of higher education policy." This leaves **California as one of two states nationwide without statewide oversight or coordination of its higher education system.**

In the absence of a central coordinating body, the state has taken a piecemeal approach toward establishing and monitoring progress toward higher education goals. The Legislative Analyst's Office has noted that in recent years, their office, the Department of Finance, and the Office of Planning and Research have each been directed to undertake some state planning work "but without any overarching vision for ensuring all elements of statewide planning are undertaken routinely."

Further compounding the state's ability to provide accountability for student success is that **California is one of 11 states that does not have a statewide longitudinal data system** that follows students from early education through to the workforce. While each of the major public education system offices—the California Department of Education, the California Community Colleges Chancellor's Office, the California State University Chancellor's Office, and the University of California Office of the President—houses its own robust data systems, the data systems do not interact, making it hard for the state to answer key questions about the performance of its students, colleges, and universities.



Undocumented Students in California

Overview

The state of California is home to 2.3 million undocumented immigrants. Approximately 720,000 of these individuals are under the age of 18 and attend California public schools. There are an additional 74,000 to 87,000 students enrolled in California public post-secondary schools, including California Community Colleges, California State University, and University of California. An estimated 60,000 students attend CCC's, 11,000 are enrolled in the CSU system, and 4,000 are enrolled in the UC system. Accurate counts of undocumented students in the state are difficult to produce due to protections on student privacy and a hesitancy in disclosing an individual's status.

Key Policies

- **Deferred Action for Childhood Arrivals (DACA)** – Established by President Obama in 2012, made it possible for undocumented young adults to receive deferred deportation status, allowing these individuals to live, work, and attend school in the U.S. without fear of deportation.
- **Assembly Bill 540** (Firebaugh, 2001)
 - Allows qualified undocumented students to be exempt from paying significantly higher out-of-state tuition at public colleges and universities in California.
- **California Dream Act** (Cedillo, 2011)
 - Allows students who meet AB 540 criteria to apply for and receive state and institutional financial aid programs.

State of Higher Education in California

California is at a crossroads. The state is not on track for producing the educated workforce the economy demands. **By 2030, California needs 60% of adults to have a college credential in order to meet workforce demand** and maintain its economic standing as the 5th largest economy in the world. Today, only 48% of adults have a college credential. To reach a 60% college attainment goal, California needs to produce 1.65 million additional degrees than the state is on track to produce and close persistent racial equity gaps.

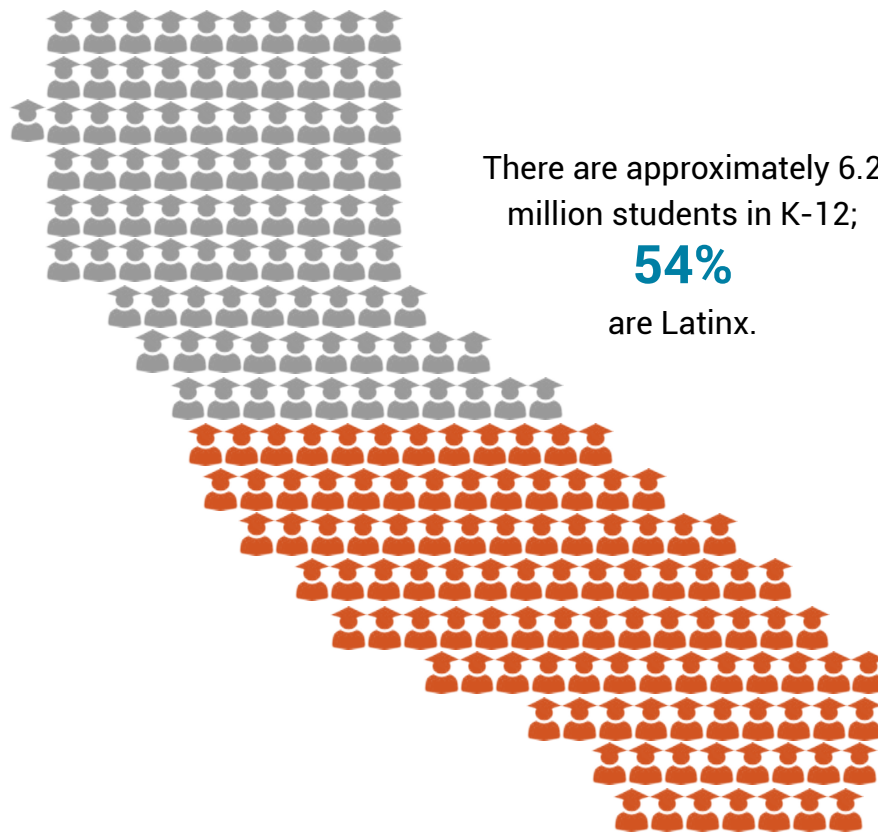
A higher education performance report card released in 2018 by the Campaign for College Opportunity shows that California earns merely average grades in college preparation, access, completion and affordability.

SUMMARY OF GRADES	
California	
SUBJECT	GRADE
COLLEGE PREPARATION	<i>B+</i>
COLLEGE ACCESS	<i>D</i>
COLLEGE COMPLETION	<i>C</i>
COLLEGE AFFORDABILITY	<i>C</i>
GRADE POINT AVERAGE	<i>2.07</i>
A = EXCELLENT B = GOOD C = AVERAGE D = POOR F = FAIL	

Overall, the state receives a C (2.07) on the progress it is making towards reaching a 60 percent attainment goal by 2030.

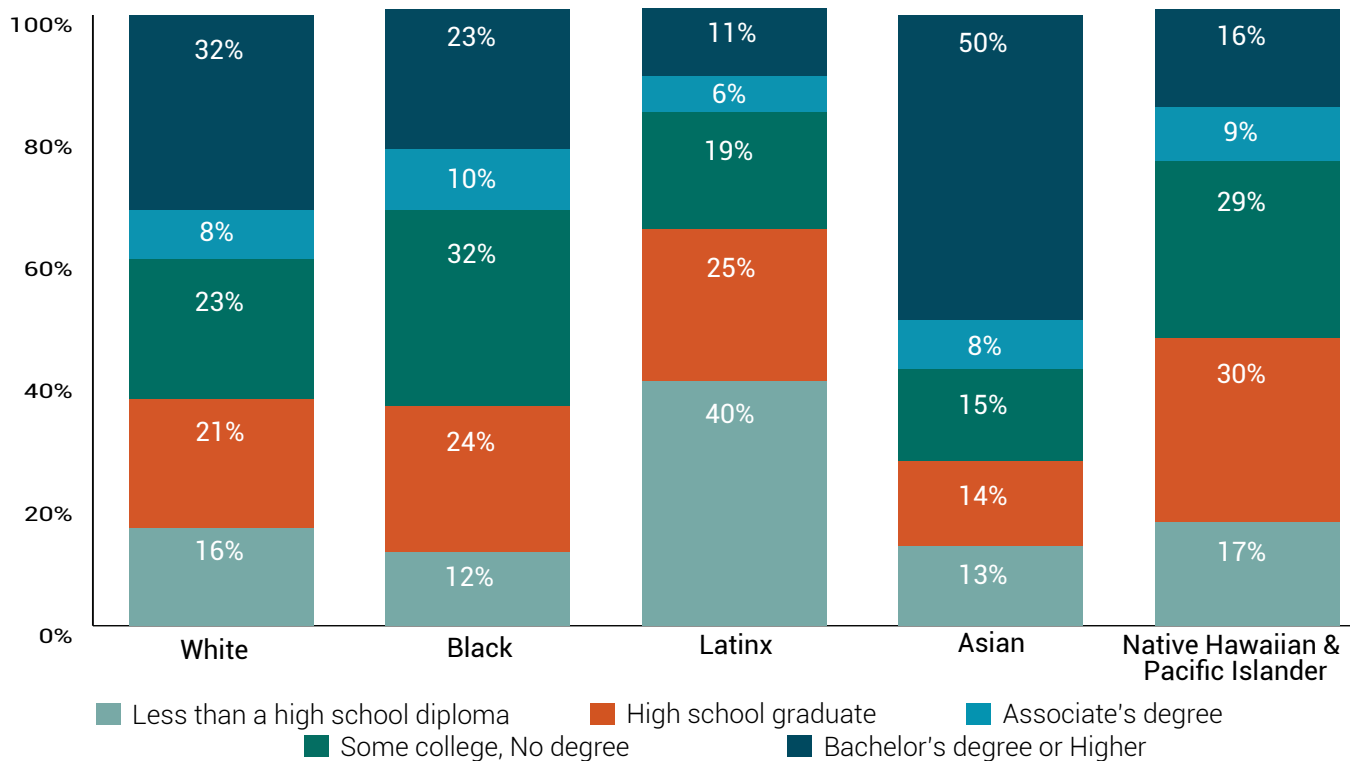
One reason for the less than mediocre grades are the persistent gaps in college access and completion by race and ethnicity. Today, more than half of the state's K-12 population is Latinx but only 17% of Latinx adults have a college degree.

Figure 6: Percentage of Latinx Students Enrolled in K-12 in California, 2016



When you combine Latinx, Black, and Native Hawaiian, Pacific Islander communities, more than 68% lack a college degree.

Figure 7: Educational Attainment of Adults Over 25, 2016



Actions to Increase College Graduates and Keep California's Economy Strong



Establish a Statewide Attainment Goal and Eliminate Racial Equity Gaps

Adopt a Degree Attainment Goal of 60 Percent by 2030:

Today, fewer than half of all adults in California have a college degree. Setting a goal that 60 percent of adults will hold a college degree or credential by 2030 will ensure the state can meet student and workforce demands.

Close Racial/Ethnic Gaps in College Opportunity: California cannot reach a 60 percent college attainment goal unless gaps in college access and success by race/ethnicity are closed. California's strength is its racial diversity and we need to ensure racial equity in higher education.



Implement a Set of Policies to Achieve the Goal

Expand Access: Increase enrollment targets for The University of California (UC) and California State University (CSU).

Fix Transfer: Redouble efforts to increase Associate Degree of Transfer earners across the state.

Re-engage Adults: Make it easy and straightforward for adults who have earned some college credit but never completed a certificate or degree to complete.

Improve Remedial Education: Invest in and scale proven practices that improve the likelihood that students will enroll in college-level courses within their first year.

Ensure Strong Implementation of the Community College Student Success Funding Formula: The funding formula, if implemented well, has the power to be one of the most transformative policies in the history of community colleges by incentivizing not just enrollment but student success.

Expand Access to Financial Aid and Prioritize Aid for Low-Income Families: Promote the Free Application for Federal Student Aid (FAFSA) statewide so more federal and state financial aid dollars are accessed. Consolidate and simplify aid programs to better serve students, including adults.



Create a Strong Data System

A strong data system in California would capture where roadblocks to student success exist, where intervention is necessary, and where investment will pay off.



Establish a Central Coordinating Body in Higher Education

California currently has no coordinating body between the California Community Colleges, CSU, and UC systems. California needs a coordinating body that would set goals, provide oversight, and collect data to improve transparency and advance us toward the 60 percent attainment goal and the elimination of racial equity gaps.



ABOUT THE CAMPAIGN

The Campaign for College Opportunity is a broad-based, bipartisan coalition, including business, education and civil rights leaders that is dedicated to ensuring that all Californians have an equal opportunity to attend and succeed in college in order to build a vibrant workforce, economy and democracy. The Campaign works to create an environment of change and lead the state toward effective policy solutions. It is focused upon substantially increasing the number of students attending two- and four-year colleges in California so that we can have 60% of adults with a college credential by 2030 to meet the state's economic needs.

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