The Campaign for
College
Opportunity

August 2020

HIGHER EDUCATION IN CALIFORNIA

An introduction to the state's public colleges & universities

Since the Spring of 2020, the COVID-19 pandemic has upended the lives of billions of people worldwide. Seemingly overnight, our colleges and universities transitioned their entire operations online.

There is no playbook for how to best respond to this global pandemic. While it is virtually impossible to predict the lasting impact that COVID-19 will have on our students and our state, we must collectively ensure vulnerable students do not fall off their college pathways and that state leaders understand that investing in higher education is critical, especially in times of crisis. This publication provides a summary of higher education in California with specific information on enrollment, tuition/fees and financial aid, governance, and state funding in our public community colleges and universities. We also offer recommendations for how to strengthen college opportunity and student success.

California's college graduates provide the healthcare, science innovation, and safety net needed to get through this COVID-19 pandemic. They will be the ones who help the state recover from the economic downturn. Severe cuts to California's colleges and universities will threaten access, financial aid, and college completion, ultimately hurting the state's long-term economic future.

The Legislature and Governor Newsom must work together to prevent the disproportionate impact higher education cuts will have by race/ethnicity and income on our most vulnerable students, including undocumented students. Leaders should not balance the budget on the college dreams of our students.

CALIFORNIA PUBLIC HIGHER EDUCATION AT A GLANCE

Enrollment

3,029,856 college students, making our public higher education 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 our higher education systems work together or with K-12.

Governance

Accomplished through separate boards with various levels of autonomy.

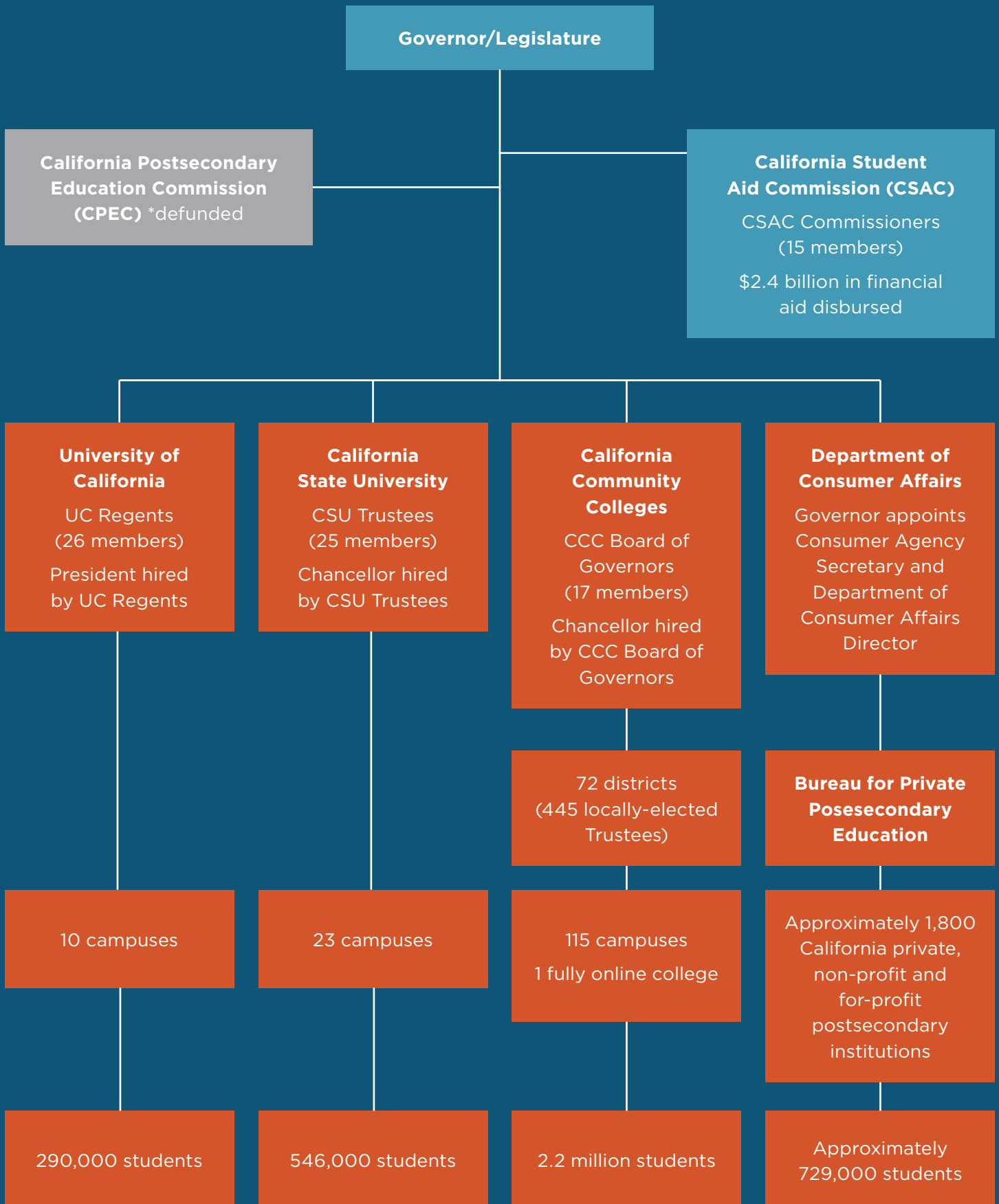| California Community Colleges (CCC)	California State University (CSU)	University of California (UC)
116 Colleges (including one fully online college*)	23 Universities	10 Universities
Open access enrollment	Admits the top 1/3 of high school graduates[3]	Admits the top 1/8 of high school graduates[4]
Governed by governor-appointed Board of Governors; Board-selected Chancellor; locally elected Board of Trustees; subject to legislative control	Governed by governor-appointed Board of Trustees; Board-selected Chancellor; subject to legislative control	Governed by governor-appointed Board of Regents; Board-appointed President; **not** subject to legislative control

*Calbright, California's fully online community college, offers certificate programs in Medical Coding, Information Technology Support, and Cybersecurity to students who have a high school diploma, but no post-secondary degree.

CALIFORNIA HIGHER EDUCATION

Governor/Legislature

California Postsecondary Education Commission (CPEC) *defunded

California Student Aid Commission (CSAC)

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 and Department of Consumer Affairs Director

72 districts (445 locally-elected Trustees)

Bureau for Private Posesecondary Education

10 campuses

23 campuses

115 campuses
1 fully online college

Approximately 1,800 California private, non-profit and for-profit postsecondary institutions

290,000 students

546,000 students

2.2 million students

Approximately 729,000 students

Moorpark College

CALIFORNIA COMMUNITY COLLEGES
The Largest System of Higher Education in the Nation

The **California Community Colleges (CCC)** serve approximately 2.2 million[5] students at 116 colleges organized into 73 districts.[6] The 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, adult education, and community service coursework. The California Community Colleges accept all applicants who are high school graduates, as well as any other adults who can benefit from attendance. 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.[7] In 2018, the State Budget established a fully online community college—Calbright College—to serve working adults between the ages of 25 to 34 who have a high school diploma, but no post-secondary degree, and is focused on short-term certificates not offered online by existing community colleges.[8] Calbright currently offers programs in Medical Coding, Informational Technology Support, and Cybersecurity.[9]

Governance

Responsibility for the California Community Colleges system is vested in a 17-member Board of Governors (BOG). To learn more about this body and its diversity by race/ethnicity and gender, read the report *Left Out: California's Higher Education Governing Boards Do Not Reflect the Racial and Gender Diversity of California and its Student Body*. All members of the board are appointed by the governor, subject to Senate confirmation, and serve six-year terms. The BOG includes two local community college district trustees, two tenured faculty members appointed by the governor from nominees proposed by the CCC Statewide Academic Senate, two student trustees appointed by the governor from nominees proposed by the Student Senate for California Community Colleges, and one classified employee member from nominees proposed by exclusive representatives of classified employees of the CCC. The faculty, student, and classified employee members serve two-year terms.[10] 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 serves as the Trustees for Calbright Colleges until 2025, when a district-specific Board of Trustees will be established for the college.[11]

Unlike the UC and CSU, the statewide community college Chancellor lacks the authority necessary to enforce common policies or practices to unify the 73 districts and 116 colleges in pursuing statewide goals.

Success Initiatives

Over the last five 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, certificate or skill sets that prepare them for an in-demand job; 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.[12] In order to achieve the goals, the CCC system is also underway on the systemwide implementation of **Guided Pathways**—a highly structured framework for student success that provides all students with a set of clear course-taking patterns that promotes better enrollment decisions, 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 policies passed by the California Legislature in 2017 critical to meeting the Vision's goals. As of fall 2019, colleges are required to use students' high school grades as the primary means of student placement and are restricted from denying students access to college-level courses where they have the best chance of completing the English and math requirements for their educational goals **(AB 705, Irwin)**.[13] Fifty to sixty percent 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. **The California College Promise (AB 19, Santiago)** provides a framework for colleges to improve student outcomes by incentivizing best practices in support of student enrollment, persistence, and completion.[14]

Supporting the system's ambitious success agenda is a **new student centered funding formula for California Community Colleges** established in 2018 that moves beyond providing funding to colleges only at the beginning of a student's educational journey but also for improved student outcomes and closing equity gaps. Under full implementation of the new formula, the majority of funding is still based on enrollment (70 percent), but also includes funding based on the number of low-income students a college serves (20 percent), and whether students meet key momentum points and successful student outcomes aligned with the Vision for Success goals (10 percent).[15] As colleges transition to the new funding formula, a hold harmless provision remains in place to ensure that college funding does not decrease from 2017-18 funding levels.[16] The sunset date for this hold harmless provision is currently under review, with proposals to extend until Fiscal Year 2024-25 written in the 2020-21 State Budget.[17]

The system continues to improve transfer for its students through the **Associate Degree for Transfer**—a streamlined pathway that makes it easier for CCC students to transfer to the CSU and provides an admission guarantee with junior standing. Initially established in 2010, it now provides pathways to institutions outside of the CSU. A 2015 agreement between the CCC and 37 Historically Black Colleges and Universities (HBCUs) across the country provides guaranteed admission to students who successfully complete specified ADT requirements.[18] 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.[19] While UC does not guarantee admission or junior standing to ADT earners, UC's Transfer Pathways provide lists of courses that prepare students for a major at UC and inform students where the ADT aligns with the UC Transfer Pathway.

California State University, Fullerton

CALIFORNIA STATE UNIVERSITY
The Country's Largest Four-Year University System

Serving approximately 546,000 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 percent) of public high school graduates and all qualified California Community College transfer students.[20] 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. In response to the COVID-19 pandemic, the **CSU temporarily suspended the use of SAT/ACT examination** in determining admission eligibility for all CSU campuses for the 2021-2022 academic year. Many campuses, however, have other supplemental or heightened admission criteria due to *impaction*. A campus or major is considered to be impacted when there are more eligible applicants than there are available seats. As of 2020, seven CSU campuses have full impaction designation for all undergraduate programs. Of the remaining sixteen campuses, CSU Dominguez Hills is the only campus without at least one impacted major or program.[21]

Governance

A 25-member Board of Trustees adopts the rules, regulations, and policies governing the CSU. To learn more about this body and its diversity by race/ethnicity and gender, read the report *Left Out: California's Higher Education Governing Boards Do Not Reflect the Racial and Gender Diversity of California and its Student Body.* 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, and the Trustees also appoint the 23 campus presidents.[22] In 2019, **CSU Chancellor Timothy White announced he would retire** in 2020. A new chancellor will be named in fall 2020.

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 percent to 40 percent and the two-year graduation rate for transfer students from 31 percent to 45 percent.[23] 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.[24]

UNIVERSITY OF CALIFORNIA
The State's Premier Research University

The **University of California (UC)** provides undergraduate, graduate, and professional education to over 290,000 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 authority to issue doctoral degrees. Admission to the UC is guaranteed to the top 12.5 percent 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. The UC admissions process has become increasingly competitive and restrictive as evidenced by the rising GPA and SAT scores of admitted freshman. At six of the nine UC undergraduate campuses, the average high school GPA of admitted students was at least a 4.0 in 2018.[25]

In response to the COVID-19 pandemic, the UC temporarily suspended the standardized test requirement for students applying for fall 2021 freshman admission. In May 2020, the UC Regents voted to improve equity in college admissions by suspending the reliance on the SAT and ACT in the UC admissions process.[26] The Regents **endorsed a five-year plan** that would make the SAT/ACT test optional for two years (2021 and 2022) and eliminate testing requirements the following two years. In the fifth year, the UC could move to a new test, if it is determined by the end of 2020 that a new test that better aligns with high school learning outcomes and does not produce disparate impact could be developed.

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. To learn more about the UC Regents and its diversity by race/ethnicity and gender, read the report *Left Out: California's Higher Education Governing Boards Do Not Reflect the Racial and Gender Diversity of California and its Student Body*. 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.[27] 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. In 2019, UC President Janet Napolitano announced her plans to retire in 2020. In July of 2020, **the UC Regents announced Michael V. Drake as the system's 21st president.** Drake is the UC's first Black president since the university was founded in 1868.[28]

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. Targeted investments by the state to the UC provided support services for students who are in most need of support to be college-ready and get through the admissions process (students enrolled in high schools designated as **LCFF+ schools**—K-12 schools eligible for supplemental funding under the Local Control Funding Formula because of their populations of low-income or high-needs students). However, these funds were one-time and have been exhausted. In 2018, the UC and the California Community Colleges entered into a Memorandum of Understanding to guarantee admission to the UC to all qualifying CCC students in an effort to strengthen the transfer pipeline and streamline access to the UC.[29] The MOU aims to ensure the UC is providing a clear transfer pathway for community college students and to ensure that the CCC provide their students with the courses and relevant preparation to enter the UC system. The MOU is predicated on the UC Transfer Pathways, a set of 21 pathways into the most popular majors and campus-level Transfer Admission Guarantee (TAG) programs. While this MOU recognizes the academic rigor of the ADT and uses the ADT as the framework for their 21 guaranteed transfer pathways, ADT recipients still do not have an admission guarantee to the UC system.
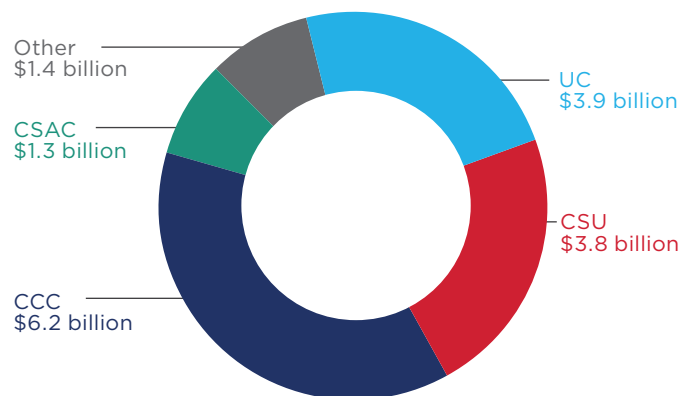
STATE FUNDING

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.[30]

Figure 1: California 2018-19 State Budget

8.2%
$16.6 billion
Higher Education

91.8%
$201 billion
Other Expenditures
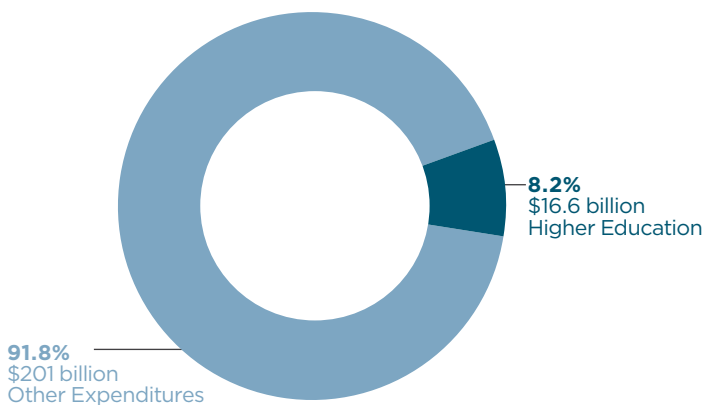
Source: *2018-19 State Budget.* (2018). 2018-19 State Budget. Retrieved from: http://www.ebudget.ca.gov/budget/2018-19EN/#/Home

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

Other
$1.4 billion

CSAC
$1.3 billion

CCC
$6.2 billion

UC
$3.9 billion

CSU
$3.8 billion

Source: *Higher Education.* (2020) 2018-19 State Budget. Retrieved from: http://www.ebudget.ca.gov/budget/2018-19EN/#/Agency/6013

The state is the largest source of higher education funding.[31] State funding and policy priorities are one of the most significant determinants in shaping the number of Californians who attend the UC and CSU yet, as the Legislative Analyst's Office notes, "the state has no consistent approach to budgeting for the universities."[32] State General Fund investments for each system have increased substantially since the Great Recession with a focus on increasing enrollment to meet demand at the UC and CSU and improving student outcomes. In January 2020, California was projecting billion-dollar surpluses and boasting the highest reserves in the state's history, but the state has been hit hard by the COVID-19 pandemic and is now dealing with unprecedented revenue loss and a deficit that is projected to be one of the most devastating. Without additional support from the federal government, California higher education is threatened with devastating cuts—particularly because they do not have a dedicated funding stream or constitutional protections. The 2020-21 State Budget approved cuts to the UC and CSU totaling $970 million and deferred over $700 million to community colleges, each of which could be restored later in the year if federal funding is received by the state.

Figure 3: State Increases in Undergraduate Enrollment Seats

Year	CSU	UC
2015	10,400	5,000
2016	5,194	2,500
2017	2,487	0
2018	3,641	500
2019*	10,000	2,430
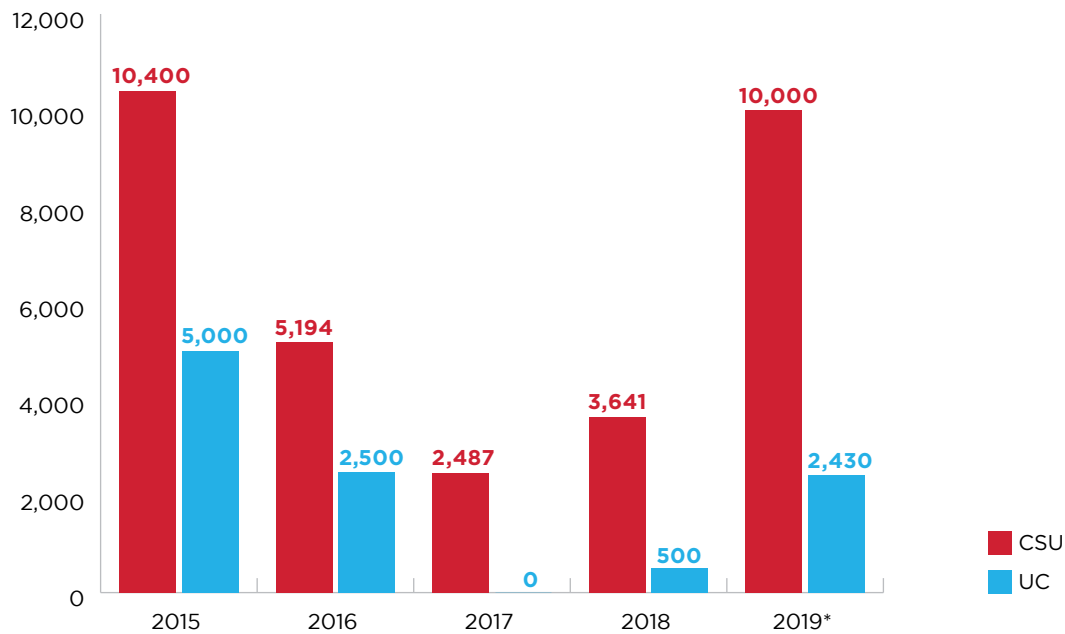
*2019 increase was 4,860, split over two years.
Source: California Department of Finance, Higher Education Budget Documents 2015-2020 Retrieved from: http://www.ebudget.ca.gov/

TUITION, FEES & FINANCIAL AID

Annual tuition and fees for California residents are currently estimated at $12,570[33] at the University of California and $5,742[34] at the California State University. At the California Community Colleges, enrollment fees are $46[35] a unit for California residents (among the lowest in the nation with full-time enrollment considered 12 or more units during a regular semester). For a student enrolling full time with 30 units per year, this amounts to $1,380. 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 the California Community Colleges. The Cal Grant and Middle Class Scholarship programs are administered by 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 $2.4 billion in financial aid annually to California students.

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 alleviate 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).[36]

Cal Grant A	Cal Grant B	Cal Grant C
Helps pay for tuition and fees at public and independent four-year colleges in California.	Provides a living allowance to help cover living expenses, books, supplies, and transportation.	Assists with costs of a technical or career education.
Award amounts vary by type of college.	Assists with tuition and fees after the first year, at a two- or four-year college.	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.
Minimum 3.0 high school GPA or minimum 2.4 college GPA.	Living allowance up to $1,672; tuition award amount varies by college.	
Course of study must lead to an associate's or bachelor's degree.	Minimum 2.0 GPA.	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.

In his first State Budget signed in June 2019, Governor Newsom approved several major investments and policy provisions impacting college affordability and financial aid. The state legislature has recognized the burden that non-tuition costs present to students and the lack of financial aid to address those barriers.

Figure 4: Student Enrollment, Cal Grant Awards, and Cal Grant Dollars by California Public Higher Education Segment. Despite the California Community Colleges Enrolling Twice the Number of Students, UC and CSU Students Account for Almost 80% of Cal Grant Dollar Recipients.
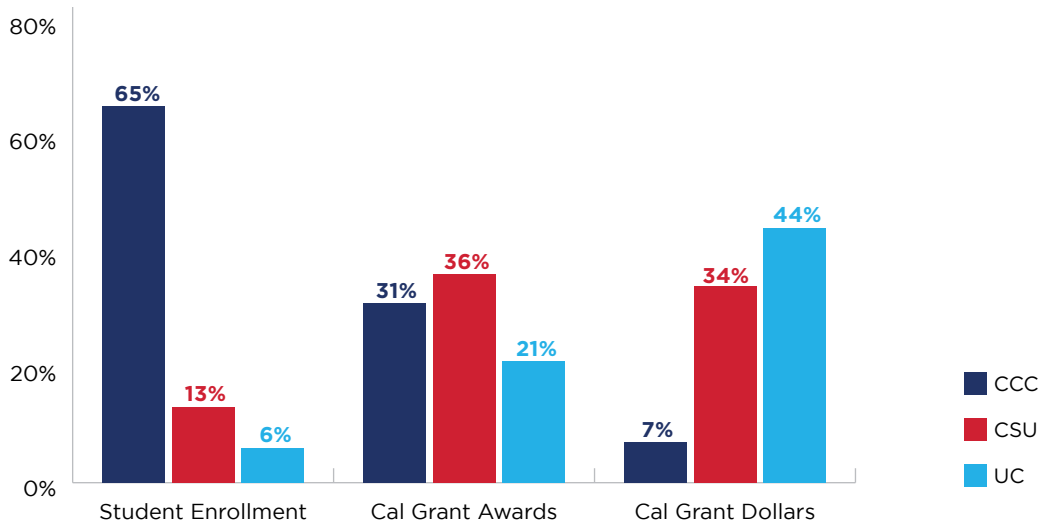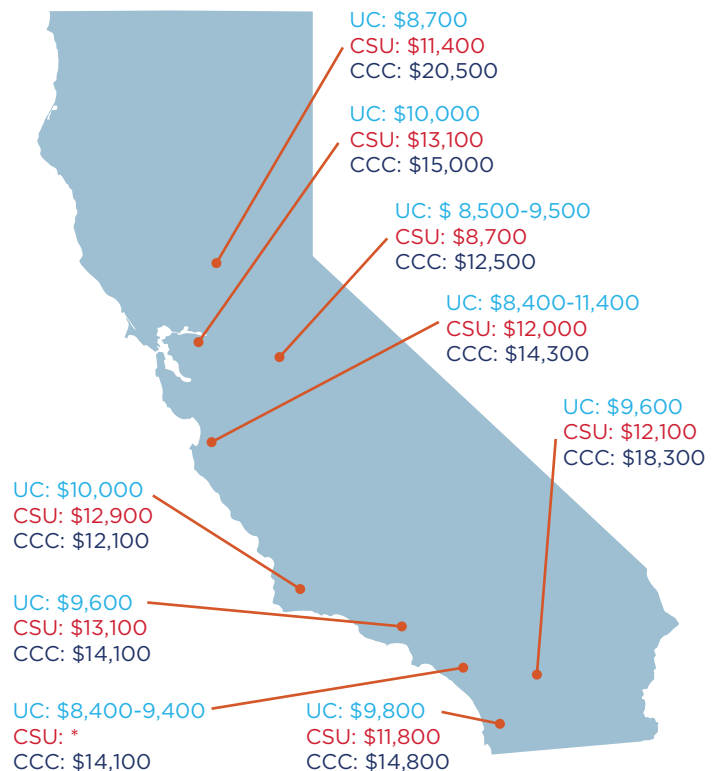

Source: The Institute for College Access & Success. (2016). *How and why to improve Cal Grants*. Oakland, CA. Retrieved from https://ticas.org/wp-content/uploads/legacy-files/pub_files/how_and_why_to_improve_cal_grants.pdf

In response to a legislative request, CSAC convened a working group composed of students, higher education system representatives, education equity advocates, and legislative staff from 2019-2020. Following a series of meetings and deliberation of various options for restructuring the Cal Grant program, the work group arrived at a proposal to establish a new approach to aid based on whether a student began their post-secondary education at a community college or four-year university, which the Commission outlined in a report issued in March 2020. To learn more about this proposal and the various grant aid programs in the state in greater detail, read *Financial Aid in California—Ensuring Funding for College Opportunity*.

The **Middle Class Scholarship** provides undergraduate students at CSU and UC with family incomes up to $184,000, a scholarship to help lower tuition and fees by up to 40 percent.[37] 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 to successfully completing and in a timelier manner. For students enrolling in 12 units per term, the maximum award is $1,298 annually. For students enrolling in 15 units per term, the maximum award is $4,000 annually.[38]

Figure 5: Net Prices for the Undergraduate-Serving UC Campuses and Nearby CSU and Community College Campuses After Subtracting Available Grant Aid

UC: $8,700
CSU: $11,400
CCC: $20,500

UC: $10,000
CSU: $13,100
CCC: $15,000

UC: $ 8,500-9,500
CSU: $8,700
CCC: $12,500

UC: $8,400-11,400
CSU: $12,000
CCC: $14,300

UC: $9,600
CSU: $12,100
CCC: $18,300

UC: $10,000
CSU: $12,900
CCC: $12,100

UC: $9,600
CSU: $13,100
CCC: $14,100

UC: $8,400-9,400
CSU: *
CCC: $14,100

UC: $9,800
CSU: $11,800
CCC: $14,800

* We excluded the net prices produced by CSU Fullerton's net price calculator because it yielded negative net prices, indicating errors. Source: TICAS. (2020). What College Costs for Low-Income Calirfornians: 2020. Retrieved from: https://ticas.org/wp-content/uploads/2020/08/what-college-costs-for-low-income-californians-2020.pdf

STATEWIDE ACCOUNTABILITY, COORDINATION & DATA

The **California Postsecondary Education Commission (CPEC)** was established in 1974 as the state planning and coordinating body for higher education and as the 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 post-secondary 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 post-secondary education opportunities. **The Commission's funding was eliminated in 2011** by former 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 higher education and has no way to establish and monitor 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 key elements of statewide planning are undertaken routinely."[40]

There have been numerous legislative attempts to re-establish a statewide post-secondary coordinating body. The most recent attempt to establish such an entity (AB 130, Low) resulted in a veto by Governor Newsom, stating "I have long been concerned that our state's higher education systems operate in silos to the detriment of our state's long-term educational and economic health" and announcing a new **Governor's Council for Post-Secondary Education** to "encourage collaboration between systems and to make recommendations to the administration in an advisory capacity."[41] The Council is charged with examining issues relating to future capacity, enrollment, planning, community college transfers, and general education and coordination at the state and regional levels. However, the Council does not have statutory authority, state funding, and serves at the pleasure of the governor.

Further compounding the state's ability to provide accountability for student success is that **California is one of eight states that does not have a statewide longitudinal data system** that follows students from early education through to the workforce.[42] In response, in 2019, Governor Newsom proposed and the Legislature approved, the development of the California Cradle-to-Career Data System to ensure that educational, workforce, financial aid, and social service information is fully leveraged to address disparities in opportunities and improve outcomes for all students from cradle to career. Over the course of 2020, the Governor's Office is leading a process to design the first phase of the Data System, with a report of recommendations due to state policymakers by the end of the year and a second report providing additional implementation specifications due in July 2021.[43]

Undocumented Students in California

The state of California is home to three million undocumented immigrants.[44] Approximately 253,000 of these individuals are under the age of 18 and attend California public schools.[45] An additional 126,000 students aged 18 to 24 are enrolled in California postsecondary institutions. This includes students at California Community Colleges, California State University, the University of California, private colleges, and other programs for adults. Although no official enrollment numbers exist, it is estimated that approximately 86,000 UC, CSU, and CCC students are undocumented.[46] Accurate counts of undocumented students in the state are difficult to produce due to protections on student privacy and the hesitance to disclose an individual's status.

Since 2001, California has led the nation in supporting college opportunity for undocumented immigrants. Below are key state policies enacted that facilitate college-going and affordability for undocumented students.

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.

Deferred Action for Childhood Arrivals (DACA)

Established by President Obama in 2012, DACA 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.

California DREAM Loan Program (Lara, 2014)

Provides AB 540 students with access to DREAM Loans, which offer interest rates that are consistent with those for the William D. Ford Federal Direct Loan Program.

To learn more about undocumented students in California and the key policies listed here, read the report ***In Their Voices: Undocumented in California Public Colleges and Universities.***[47]
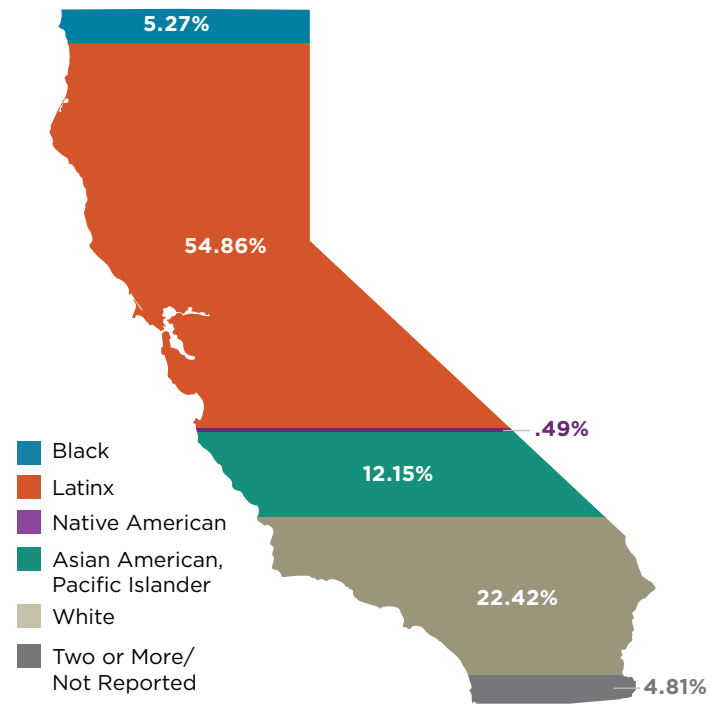
STATE OF HIGHER EDUCATION IN CALIFORNIA

California is not on track to produce the educated workforce the economy demands. **By 2030, California needs 60 percent of adults to have a college credential to meet workforce demand** and maintain its economic standing as the 5th largest economy in the world. Today, only 48 percent of adults have a college credential.[48] To reach a 60 percent college attainment goal, California needs to produce 1.65 million additional degrees than the state is on track to produce.[49]

Driving the shortage of college credentials and degrees 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 fewer than one in five Latinx adults has a college degree (Figures 6 & 7) .

Combining Latinx, Black, and Native Hawaiian, Pacific Islander communities aged 25 or older, more than 68 percent of California adults do not have a college degree.

Figure 6: California K-12 Student Population by Race/Ethnicity, 2019-20

Legend:
- Black — 5.27%
- Latinx — 54.86%
- Native American — .49%
- Asian American, Pacific Islander — 12.15%
- White — 22.42%
- Two or More/Not Reported — 4.81%

Source: California Department of Education. (2020). DataQuest [Data Portal]. Retrieved from: https://dq.cde.ca.gov/dataquest/

Figure 7: Educational Attainment of Adults Over Age 25, 2016

	Black	Latinx	AIAN	AANHPI	White
BA/BS or higher	25%	13%	16%	51%	43%
Associates	10%	6%	10%	8%	9%
Some College, No Degree	31%	19%	28%	14%	24%
High School or Equivalent	24%	26%	30%	14%	19%
No High School Diploma	10%	37%	16%	12%	5%
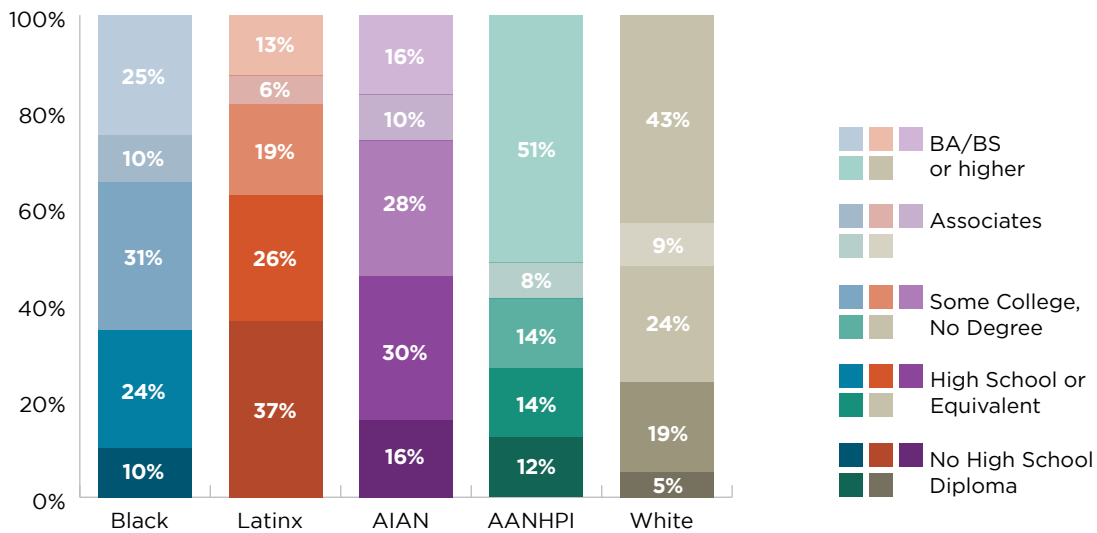
Source: U.S. Census Bureau, American Community Survey 5 Year Estimates, 2018 Public Use Microdata Sample

ACTIONS TO INCREASE GRADUATES AND KEEP CALIFORNIA'S ECONOMY STRONG

California must lead on racial equity in education. There is simply no way for the state to meet industry demand for educated workers without increasing college enrollment and completion amongst Latinx; Black; key Asian American, Native Hawaiian, and Pacific Islander subgroups; and low-income students. Closing racial equity gaps requires a focus on statewide and campus-level policies and practices. The state must prioritize racial equity by establishing statewide goals for degree attainment and closing racial/ethnic gaps in college opportunity that guide higher education policy, resource allocation and policy implementation.

Establish statewide leadership and tools necessary to fulfill a shared vision and accountability for improved higher education outcomes. Statewide leadership for higher education requires more than campus or system-specific efforts or adoption of individual pieces of legislation. It requires a shared statewide vision for higher education and a means to elevate and align the systemic barriers that hinder the educational opportunities for Latinx, Black, Asian American, Native Hawaiian, and Pacific Islander students. State leaders must establish the basic statewide leadership tools that nearly every other state has: a statewide goal, a statewide coordinating board to develop a plan and manage progress towards this goal, and a student-level data system to inform these efforts. Without these basic tools, California's leaders cannot know which students are benefiting from policy implementation, where gaps exist and how to target new and existing resources to promote racial/ethnic equity.

Protect and improve college access and affordability. Nearly 60 years ago, the historic Master Plan for California Higher Education enshrined college access in state policy. Today, the state is long overdue for a revitalization of this commitment to address historic and growing inequities. Admission guarantees of the top 12.5 percent the UC and top 33 percent in the CSU system are, in fact, artificial caps that narrow access for Californians to our public universities and to a bachelor's degree. In addition, state financing is no longer aligned with these admittedly outdated admissions guarantees and without increased support, California's college students are struggling to cover basic living expenses, as well as the cost of tuition and fees. Admission caps at the UC and CSU must be revised so more eligible students are admitted and enroll immediately in a four-year public college or university and investments in and changes to the state's need-based financial aid programs are made to meet the true cost of college.

Provide oversight and accountability of critical state policies to improve student success. California has led on critical statewide policies to improve transfer, student completion, and improve student outcomes. State leaders must continue to play an active role in monitoring and ensuring strong implementation of these policies and funding priorities for student success is realized.

Ensure representation among our governing bodies, faculty, and college leaders that reflects the diversity of California's population and students by race/ethnicity and gender. As highlighted in our series of _Left Out_ reports, California students deserve leadership that represent their interests and experiences, particularly on the governing bodies that make key decisions about academic and financial policies that directly affect student success. Our continued commitment to these ideals will ensure that California remains a leader and national model for an inclusive and engaged population amongst all our diverse residents.

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