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Documenting Their Decisions: How Undocumented Students Enroll and Persist in College

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The absence of federal support leaves undocumented students reliant on state policies to financially support their postsecondary education. We descriptively examine the postsecondary trajectories of tens of thousands of undocumented students newly eligible for California's state aid program, using detailed application data to compare them to similar peers. In this context, undocumented students who apply and are eligible for the program use grant aid to attend college at rates similar to their peers. Undocumented students remain more likely to enroll in a community college at the expense of attending a broad access four-year college and have higher exit rates from two-year colleges. Yet undocumented students are equally likely to attend the more selective University of California system, and across four-year public colleges have persistence rates similar to their peers, showing that those who do attend four-year colleges perform well.

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Documenting Their Decisions:

How Undocumented Students Enroll and Persist in College

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Conditionally Accepted, Educational Researcher

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Abstract: The absence of federal support leaves undocumented students reliant on state policies to financially support their postsecondary education. We descriptively examine the postsecondary trajectories of tens of thousands of undocumented students newly eligible for California's state aid program, using detailed application data to compare them to similar peers. In this context, undocumented students who apply and are eligible for the program use grant aid to attend college at rates similar to their peers. Undocumented students remain more likely to enroll in a community college at the expense of attending a broad access four-year college and have higher exit rates from two-year colleges. Yet undocumented students are equally likely to attend the more selective University of California system, and across four-year public colleges have persistence rates similar to their peers, showing that those who do attend four-year colleges perform well.

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I. INTRODUCTION

Undocumented students have a legal right to a K-12 education but have not been afforded equal access to pursue a postsecondary degree (Plyler v. Doe, 1982). Roughly 100,000 undocumented-immigrants graduate from high school each year, yet only 5 to 10% enroll in college (Richards & Bohorquez, 2016; Zong & Batalova, 2019). Although many factors can inhibit college attendance, one barrier is clear: an inability to access financial aid (Abrego, 2006; Contreras, 2009; Gonzales, 2010). For example, providing undocumented students In-State Resident Tuition (ISRT) increases enrollment, persistence, and degree completion (Conger & Turner, 2017; Darolia & Potochnick, 2015; Flores, 2010; Kaushal, 2008).

This project quantitatively studies the postsecondary enrollment patterns of California's undocumented students that became eligible for its state aid program. In 2013-14, California became one of the first states to offer state aid to undocumented students via the Cal Grant, a generous program that fully subsidizes four-year college tuition and provides cash subsidies for community college attendance. Undocumented students apply by completing the California Dream Act Application (CDAA), which is substantively similar to the FAFSA and we use rich individual-level data on all aid applicants to track students' postsecondary pathways.

This paper observes undocumented students in a period when the social environment was becoming relatively more supportive, as observed by increased access to financial aid, reductions in some legal barriers (e.g., increased ability to work through DACA), and more sympathetic presidential rhetoric. We are then asking: "In the context of a relatively more welcoming environment, how different are the postsecondary pathways of undocumented students relative to their peers?", keeping in mind that these students still face financial and

other barriers to enrollment (e.g., prohibited from the federal Pell Grant; a social climate that varies geographically in its support for undocumented students). We see our results – which control for many key background characteristics – as an accounting of the remaining differences between undocumented students and other residents in a setting where significant financial barriers – though clearly not all – have been removed. We believe these results provide important insights into where additional policy initiatives may need to occur to support undocumented students.[1]

We investigate two questions:

1. How do the college-going preferences, attendance, persistence, and completion patterns of state-aid eligible undocumented high school students differ from their peers?
2. Do we observe evidence of "mismatch", wherein state-aid eligible undocumented students who attend more selective institutions have worse academic outcomes than their peers?

We find that undocumented students who are eligible for the Cal Grant award are more likely to enroll than their peers. Even though all Cal Grant students have their tuition fully covered, undocumented students are more likely to enroll in community colleges over four-year colleges, and those that attend community college are also more likely to drop out. Increased community college enrollment comes at the expense of enrolling in a less "selective" four-

[1] We do not identify causal impacts for two reasons. One, we cannot observe undocumented students prior to the program's initiation and ineligible students near the eligibility thresholds rarely apply, precluding difference-in-difference or regression discontinuity analysis. Two, state aid was part of California's multi-year process that provided undocumented students access to community college tuition waivers (Ngo & Astudillo, 2019), a state-run loan program, driver's licenses, and other policies that would confound estimates.

year California State University (CSU), as undocumented students enroll in the more "selective" University of California (UC) system at similar rates. Differences in enrollment patterns are likely driven by application choices rather than differences in acceptance rates, as undocumented students are more likely to list fewer colleges on their aid applications and predominately focus on community colleges. Yet we find little evidence of "mismatch" in four-year colleges, as undocumented students who attend the CSU or UC systems persist at similar or better rates than their peers and – though this next point is subject to a number of caveats – are equally likely to earn a degree.

These new data improve on previous work in a number of ways. It is the first quantitative study that uses state-level data on undocumented students who apply for state aid, rather than previous studies that observe earlier resident tuition policies, smaller samples from a few colleges, or use nationally representative data that can only proxy for undocumented status (Bozick, Miller, & Kaneshiro, 2016; Darolia & Potochnick, 2015). We track undocumented students beginning in high school, whereas previous studies often observe students who have enrolled in college (Conger & Chellman, 2013; Ngo & Astudillo, 2019). Understanding differences in how undocumented students make the high school to college transition is important for understanding potential "mismatch" within this community, which is known to impact degree attainment (Belasco & Trivette, 2015; Black, Cortes, & Lincove, 2015).

More work is needed to understand the enrollment decisions of undocumented students, as those who attend four-year colleges in our study persist similar to their peers, in contrast to the challenges observed in the two-year environment. Although prior studies have shown lower levels of four-year enrollment for undocumented students, we show significant variation in the types of four-year colleges attended, which has not been previously observed

and has implications for postsecondary and labor market success (Bleemer, 2021). These findings suggest that the educational context plays a huge role in undocumented student success. In the high school context, more efforts can be made to support undocumented students to consider a wider set of potential colleges, as some who attend community college may benefit from choosing a four-year college instead. Yet these results reinforce the importance of the college context as well, as the persistence of undocumented students is strongly determined by the sector of attendance. These results raise questions about how best to ensure that the broader social conditions are in place to maximize the postsecondary success of undocumented students.

II. LITERATURE REVIEW

Among the barriers to college enrollment and success of undocumented students, cost is consistently rated as a key concern (Abrego, 2006; Contreras, 2009; Gonzales, 2010, 2015; Pérez, 2010). At the core of Perna's model of college choice is the human capital theory that students will be motivated to invest in their own education if the perceived benefit outweigh the cost (Becker, 2009; Contreras, 2009; Hossler et al., 1989, 1999; Perna, 2006). Financial aid can promote educational attainment by relieving short-term credit constraints, alleviating behavioral barriers, or reducing other costs that often prevent students from earning a degree (Nguyen, Kramer, & Evans, 2019). In addition, aid may alter the type of college a student selects, with prior research showing that enrolling in more "selective" colleges, that are nominally more expensive and have higher per pupil resources, increases graduation rates (Deming & Walters, 2017; Zimmerman, 2014).

Undocumented students have fewer financial aid options than their peers, and these short-term costs could negatively impact long-run educational attainment (Abrego, 2006, 2008;

Conger & Turner, 2017; Contreras, 2009; Gonzales, 2010). States have been at the forefront of alleviating these financial challenges, given mostly unsuccessful legislation for federal immigration reform, with about twenty states currently offering in-state resident tuition (ISRT) and at least eleven states offering state financial aid to undocumented students (Morse & Mendoza, 2015). ISRT and other financial aid policies have positive effects on enrollment, primarily by increasing community college participation rates (Amuedo-Dorantes & Sparber, 2014; Kaushal, 2008; Ngo & Astudillo, 2019). Yet even with this support undocumented students often have to work more hours and reduce their course loads, and cite being dissatisfied with their potential post-graduation employment options as a key reason for leaving (Terriquez, 2015). Although Deferred Action for Childhood Arrival (DACA) is one federal initiative that could theoretically open doors to higher education by securing the possibility of future employment, preliminary evidence is that it may have decreased higher education participation as individuals were more likely to pursue newly available legal employment (Amuedo-Dorantes & Antman, 2017; Hsin & Ortega, 2018).

However, financial aid might not be sufficient to equalize postsecondary outcomes between undocumented students and their peers if non-financial barriers to post-secondary education are higher for undocumented students. Perna's (2006) model of college access and choice notes layers that must be considered in students' post-secondary decisions: individual habitus; school and community context; the higher education context, and; the broader, social, economic, and policy context. The first layer of individual habitus reflects the influence of students' background characteristics on their post-secondary decisions. One key finding is that undocumented students who attend college are, on average, more academically prepared than their peers (Hsin & Reed, 2020). This is due in part to differences in the college

choice process, as undocumented students may "undermatch" (i.e., their academic credentials would allow them to attend a college that is more selective than the one in which they enroll), as they rely on social and family networks with less access to information, time, and money that can propel students into more selective colleges (Abrego, 2006, 2011). Postsecondary decisions are also influenced by the choices of older siblings and peer networks, which can reinforce enrollment in more geographically proximate colleges (Altmejd et al., 2021; Perez & McDonough, 2008).

Perna also identifies the community, high school, and postsecondary context as a key vehicle to support undocumented students' needs (Perna, 2006). School personnel can influence post-secondary choices via personal connections, mentorship, or providing technical knowledge of postsecondary processes needed to successfully apply and enroll (Gonzales, 2010; Nienhusser, 2013; Pérez, 2010; P. A. Perez & McDonough, 2008; Suárez-Orozco et al., 2015; Sulkowski, 2017). School counselors can provide counseling tailored to undocumented students and their parents, which can create a supportive setting by helping students identify colleges that have embraced undocumented students, and instilling advocacy skills to boost parents' confidence in taking a proactive role in their child's postsecondary education (Chen, Budianto, & Wong, 2010; Groce & Johnson, 2021; Morrison & Bryan, 2014; W. Perez, 2010; Roth, 2017). At the same time, the higher education context can influence undocumented students' college choices and persistence through the institutions' climate, which can affect student perceptions of institutional prejudice or social belonginess within the institution (Cabrera et al., 1999; Locks et al., 2008). College campuses are not always perceived as welcoming places for undocumented students, and undocumented students frequently also encounter faculty, administration and

staff who are misinformed about state and national policies that might impact their immigration status (Bjorklund, 2018; Gonzales, 2008; Muñoz, 2016; Muñoz & Maldonado, 2012; Terriquez, 2015). Even though many undocumented students are more likely to consider two year colleges, which have flexible admission and enrollment policies that better fit undocumented students need to work and support their family, they still find difficulties within this system as there are differences in the level of conformity, ease, and understanding with respect to serving the undocumented population (Benitez & DeAro, 2004; Nienhusser & Espino, 2017; Terriquez, 2015)

The social, economic, and policy context in which undocumented students experienced college choice and enrollment also plays a role in their college decisions (Perna, 2006). Putting undocumented students on more equal footing, by offering state aid that fully covers four-year college tuition, provides an important context for examining undocumented student enrollment. Although our data do not allow us to explicitly test the causal role of policy climates, undocumented students at the time of this study were considering college in a period when the social environment was becoming relatively more supportive, including a slightly more welcoming state environment (e.g., new policies made undocumented individuals eligible to access driver's license or practice law, for example), along with reductions in some federal legal barriers (e.g., DACA) and more sympathetic presidential rhetoric.

III. California Policy Background and the Dream Act

California has roughly one-quarter of undocumented high school graduates, at about 27,000 undocumented seniors annually (Zong & Batalova, 2019). At any one point, the UC, CSU, and community college systems enroll approximately 4,000, 9,500, and between 50,000 and

70,000 students, respectively (Zaidee, 2019). California began providing in-state resident tuition to in 2002 but, following DACA in 2012, passed its own Dream Act to allow undocumented students to apply for the Cal Grant in 2013-14. (Undocumented Cal Grant applicants are likely DACA-eligible given similar age and residency requirements). The Dream Act also allows undocumented students to use the California College Promise Grant (formerly "BOGS fee waiver"), which waives community college tuition for low-income students. Simultaneously, California passed other initiatives, such as access to driver's licenses, which lower barriers undocumented students face in the transition to work and college.

The Cal Grant is a need- and merit-based program administered by the California Student Aid Commission (CSAC). Low- and middle-income students must have a high school GPA of at least 2.0 or 3.0, respectively. Income status varies by year, family size, and dependency status. As illustration, a dependent student in a family of four in 2013-14 was low- or middle-income if their application reported average gross income below $43,700 and $83,100, respectively. In practice, essentially all undocumented applicants fall into the low-income designation.

The Cal Grant offers two financial benefits. One is full tuition and fees at in-state public four-year colleges (CSU or UC). Annual tuition rose during the Great Recession to $5,472 and $11,160, respectively, in 2013-14, but did not rise over the time period studied in this paper. Students can receive an annual tuition subsidy of $9,084 to attend private, non-profit colleges. The Cal Grant does not cover community college tuition, as this is available via the California College Promise Grant that became available to undocumented students at the same time; we cannot observe Promise Grant receipt. The second benefit is an alternative

"subsistence award" of approximately $1,500 cash award per year, which students are encouraged to use for books or other expenses. This award is enough to roughly cover full-time community college enrollment.

Cal Grant applicants must complete the FAFSA and a one-page GPA verification form (Appendix Figure A1) by March 2. Undocumented students complete the CDAA rather than the FAFSA, though it asks similar questions (Appendix Figure A2).

IV. DATA

Cal Grant applicants

Our data include all FAFSA and CDAA applications for 2013-14 through 2015-16 (i.e., 2013 through 2015 cohorts) that were Cal Grant eligible (i.e., met GPA and income requirements). We consider any student who completes the state CDAA application to be undocumented, whereas students who submit the FAFSA are considered to be legal residents; although it is possible that this proxy for undocumented status may contain some error, it is likely to be quite low, particularly as we focus on students who have been income- and GPA-verified as Cal Grant eligible. This annually identifies over 6,000 undocumented and 125,000 legal residents. We identify high school characteristics by matching the school listed on the GPA verification form to records from the Common Core of Data.

To measure postsecondary preferences and intentions, we rely on two sources of data provided by students on their financial aid form. The first is a list of up to ten colleges to which students are sending their financial information, which we aggregate into four sectors: in-state community college (CC, or "two-year college" enrollment), California State University (CSU), University of California (UC), and private, non-profit colleges (e.g., a

student might list 3 CCs, 2 CSUs, and no other colleges).[2] The second measure is the type of degree they intend to earn ("What college degree or certificate will you be working on when you begin the school year?"). Although there are a number of options on this question, we aggregate values into bachelor's, associate's, or other, with the first two values constituting most of the responses.

We measure postsecondary attendance based on CSAC's financial payment data made on behalf of students to these institutions. We classify enrollment into the same four sectors (CC, CSU, UC, in-state private). A student is considered to have enrolled if they receive any state aid payment made to that postsecondary sector during the academic year.[3] These data are highly accurate as they are tracked through SSN or a unique CDAA ID, but there are limitations: (1) students may enroll in college but have no payment if they attend out of state, a for-profit college, less than half-time, or if they enroll but drop out quickly before the payment transfers; (2) students may enroll in college but place the award on hold (usually to support later transfer from a two-year to a four-year college), and; (3) the award expires after four years and cannot identify whether a student earned a degree.

In additional analysis, we matched applicants to the National Student Clearinghouse (NSC), which identifies enrollment and degree completion from most colleges. Ultimately, we had concerns regarding the accuracy of the NSC match, though the results are broadly similar to data from Cal Grant payments; we discuss these results briefly in the text and in Appendix B.

[2] Students can also list out of state colleges but no undocumented students do so.
[3] In the limited number of cases where a student receives payments in multiple sectors in the same year, we consider enrollment to be in sector receiving the most state aid.

Table 1 provides descriptive statistics for the full sample, disaggregated by FAFSA and CDAA (undocumented) students. Average income for CDAA students ($21,400) is lower than that of FAFSA students ($36,200). Only 10% of undocumented students identify having a parent with a college degree, compared to 36% of their peers, though the GPA and gender composition are similar for both groups. Undocumented applicants are more likely to live in cities (52% vs 42%) and attend schools with higher proportion of free and reduced lunch students (66% versus 56%) and Hispanic students (69% versus 54%). Appendix Table 1 provides the same descriptive characteristics but disaggregated by cohort years, to examine trends over time.

V. METHODOLOGY

We compare differences in postsecondary patterns between CDAA and FAFSA students using multivariate regression analysis based on rich application data. Our model is:

$$Y_{ist} = \beta_0 + \beta_1 Undocumented_{ist} + X_{it} + \pi_s + \theta_t + \varepsilon_{ist} \quad (1)$$

Y_{ist} are the outcomes of interest (e.g., sector of initial enrollment) for student *i* in high school *s* in year *t*. Our focus is a dummy variable for undocumented students that identifies differences in postsecondary outcomes after controlling for individual-level covariates (X_{it}; GPA, income, age, family size, and dummies for gender, college-educated parents, dependency status) and including high school (π_s) and cohort fixed effects (θ_t). The inclusion of school fixed effects eliminates many potential confounders, such as the stable elements of the composition of the neighborhood, teacher quality, peers and their college-

going preferences, teacher quality, school-level supports, and geographic distance to college.[4]

We also examine heterogeneous effects by running regressions similar to equation (1) but for subsets of students (e.g., high versus low GPA; urban versus rural; early versus later cohorts). We also examine how the pool of undocumented applicants change as the program rolled out, by estimating the following equation over the first three years, using the first cohort as the baseline value:

$$X_{ist} = \beta_0 + \beta_1 Undocumented * (year = 2014)_{ist} + \beta_2 Undocumented * (year = 2015)_{ist} + \theta_t + Undocumented_{ist} + \varepsilon_{ist} \quad (2)$$

Equation (2) tests for differences in applicant characteristics across cohorts, without additional controls.

VI. RESULTS

VI.A. Postsecondary Intentions

Undocumented students who apply for aid have a more constrained postsecondary focus than their peers, as they consider fewer institutions, are more likely to focus on community colleges over four-year colleges, and report stronger interest in pursuing an associate degree than FAFSA-submitting students (Table 2). Raw differences show that undocumented students list 3.9 colleges on average, relative to 4.2 colleges for FAFSA students, but after adjusting for background differences this gap expands slightly such that undocumented

[4] We find no meaningful differences in regression results when we omit high school fixed effects and substitute school-level covariates (school size, urbanicity dummies, percent free and reduced-price lunch, percent ethnic composition).

students list 0.5 fewer colleges than similar peers. These differences are driven by the fact that undocumented students are 11 percentage points (pp) more likely to list only one college on their financial aid form; they are 8pp less likely to list between 4 to 10 colleges, even though 41% of their peers do so (Appendix Table 2).

Regression models show that the types of colleges listed are also substantially different, as undocumented students are 10pp more likely to list only two-year colleges, 5pp less likely to list only 4-year colleges, and 2pp less likely to list a mix of two-year and four-year colleges. Distance plays a role but does not appear to be the primary determinant. Undocumented students are actually more likely to send their information to both the closest community colleges and other community colleges that are farther away; they are slightly less likely to list the closest CSU or UC (2 to 3pp) or farther CSU or UC colleges (3 to 4pp) (Appendix Table 2).

Although undocumented students are equally likely to aspire to a bachelor's degree, they are 8pp more likely to report that they will be pursuing an associate's degree, and less likely to be undecided about the degree program they intend to pursue. Although we cannot be certain why this is the case, it may be that undecided students prefer to keep their options open and so are more likely to attend a four-year college; alternately, it may be that undocumented students intending to enroll in college are more certain about their choices, or less comfortable stating uncertainty on key government forms.

VI.B. College Enrollment

Shifting to actual enrollment, as proxied by state aid payments, undocumented students are 10pp more likely to attend two-year colleges (baseline for FAFSA students is 17%) (Table

3). This difference comes mostly from a 5pp lower likelihood of enrolling in the CSU system (baseline of 21%), along with a 2pp lower likelihood of non-profit college enrollment (baseline of 5%). Yet undocumented students are almost equally likely to attend the University of California (UC) system, even though these colleges have higher admission standards and financial costs and are (potentially) farther from home.[5]

Summing their postsecondary choices, undocumented students are two percentage points more likely to use the Cal Grant (last row of Table 3). Thus the overall enrollment decisions of undocumented students are not much different than their peers in the context of generous state support, in sharp contrast to enrollment gaps typically observed in prior studies (Darolia & Potochnick, 2015). State payment data cannot observe out-of-state enrollment, but NSC data on FAFSA students show that only 2% enroll out of state (FAFSA-submitting Cal Grant applicants are generally lower-income and less likely to choose this option). Removing students who list an out-of-state school leaves results unchanged (Appendix Table 3).

VI.C. College Persistence

Postsecondary research has been concerned with academic "mismatch" – generally, when students with weak academic credentials attends an academically rigorous college outside their capabilities – though most studies find that attending a more selective institution increases graduation rates (e.g., Bleemer (2020)). We do not find that potential "mismatch" appears to drive persistence rates in college. First, and in line with prior research, we find that undocumented students who attend community colleges are actually more academically prepared than their peers (Hsin & Reed, 2020). Appendix Figure 1 presents box plots

[5] Results are not driven by UC "selectivity", as undocumented students are equally likely to attend UC Berkeley and UCLA, as just one example.

showing median, 25th, and 75th percentile high school GPAs for students attending each of the four postsecondary sectors. Median GPA of community college students is 2.81 and 2.71 for undocumented students and their peers, respectively; in contrast, undocumented students in four-year colleges have marginally lower GPAs than their peers, though these differences are even smaller in magnitude (e.g., median GPA at the UC is 3.64 for undocumented students and 3.69 for their peers).

Even though the differences in GPA would favor relatively higher undocumented student success in two-year colleges and lower success in four-year colleges, we find that the opposite pattern holds (Table 3). Undocumented students in four-year colleges have persistence rates in the four-year sector that are similar or even stronger than their peers; this may be surprising in light of the additional financial and social challenges undocumented students may face in these environments. Undocumented students are similarly likely to attend a UC the first year and to be enrolled in year four, thus showing equal persistence rates to their peers. Although undocumented students are almost 5pp less likely to attend a CSU, they are only 3pp less likely to be in a CSU after four years, so actually less likely to drop out over time. Figure 1 illustrate these persistence patterns by plotting the raw attendance values for CSU enrollment (there are minimal differences between raw values and covariate-adjusted results for these estimates; Appendix Figure 2 shows similar results for UC enrollment).

Although community colleges exit rates are high for all students, they are worse for undocumented students. In the year after applying for the award, just over 17% and 30% of FAFSA and CDAA students use a Cal Grant at a community college, respectively, but after four years their enrollment rates are equal at roughly 3-4% (Figure 2). Table 3 confirms these

high exit rates, with undocumented students 10pp more likely to attend a community college in year one but equally likely to be enrolled in year four. These gaps are not explained by differential movement patterns, as undocumented students exhibit relatively similar patterns of delayed enrollment and transfer, which have little explanatory power due to low baseline rates (Appendix Table 4).

Although 85% of California's public high school students who attend college do so in the public sector (Kurlaender et al., 2018), observing just Cal Grant receipt cannot capture all enrollment, or any degree attainment. In supplementary analysis, we estimate enrollment and degree completion effects using NSC data but encounter a problem as undocumented students were less likely to match even when controlling for accurate enrollment observed through Cal Grant receipt. Appendix B provides an in-depth discussion of these details. Nonetheless, NSC data show a generally similar pattern of attendance results reported above. Undocumented students appear less likely to earn a bachelor's degree and equally likely to earn an associate degree as their peers, but these differences are simply reflections of initial enrollment and persistence differences. For example, fewer undocumented students enroll in the CSU so fewer earn a bachelor's degree from that sector, whereas equal numbers enroll in the UC and so are equally likely to earn a degree from that sector.

VI.D. Heterogeneity by student characteristics

To better understand program rollout, we first examine difference in student characteristics and outcomes across the first three cohorts of the program, before turning to other types of potentially heterogeneous effects. Appendix Table 5 shows that across many characteristics, such as sex, family size, or high school urbanicity, undocumented applicants did not significantly differ between earlier and later cohorts (these results rely on equation (2)

described above). We do see some meaningful differences over time, particularly between the first and the later two cohorts, as undocumented applicants have lower GPA and income and are less likely to have college-educated parents. This provides some evidence of "positive selection" into the Cal Grant program in the first year, as in the later cohorts the program began to draw in students who are typically less advantaged in the college selection and enrollment process. These new applicants also listed more community colleges and CSUs, though there was no change in listing a UC. Given limitations in our data we cannot differentiate whether these new applicants arose due to the Cal Grant becoming more known or trusted, whether state aid increased motivation to graduate as with DACA (e.g., Kuka, Shenhav, and Shih (2020)), or some other factor.

Table 4 provides heterogenous differences in enrollment outcomes by student characteristics, first focusing on differences by initial cohort. We find that later cohorts were even more likely to attend community college, though in all cases the fourth-year enrollment is equal to their peers. In all three cohorts, we find evidence that CSU or UC enrollees had stronger or similar persistence to their peers, though the table provides some evidence that later cohorts were slightly more successful in the UC system. Altogether, these cross-cohort results suggest that later cohorts were not swayed to enroll in four-year colleges, even as knowledge of the Cal Grant program became more widely spread.

Table 4 then examines whether postsecondary trajectories vary by background characteristics such as GPA, sex, high school urbanicity, or high school rates of free- and reduced-price lunch. We find the largest shifts into community colleges and away from CSUs in the middle of the GPA distribution (a GPA between 2.5 and 3.5). We find relatively small differences across other background characteristics, with all results pointing to a persistent

difference in postsecondary enrollment patterns that favors community colleges over the CSU system, along with correspondingly high exit rates from the community college.

VI.E. Representativeness of Cal Grant applicants

As we lack precise information on the size of the undocumented population, we are unable to answer key questions, such as what percent of eligible students applies for the program. One concern could be that our comparisons are drawing from different parts of the population distributions of CDAA and FAFSA students if, for example, the majority of FAFSA-submitting students apply for aid but only higher-performing undocumented students take this step.

We examine this issue using public data on Cal Grant application patterns, with Appendix Figure 3 showing annual eligible Cal Grant applications from 2013 through 2019.[6] CDAA applications grow over time, rising 22% from roughly 6,200 in 2013 to 7,600 in 2019, but this increase is mirrored among FAFSA-submitting students, where applications rose 27% over the same period. Growth comes almost entirely from students interested in community college, for both CDAA and FAFSA students; these public data, over a longer time frame than our microdata, mirrors the increasing community college focus seen in our regression results in Appendix Table 5. This pushes against the hypothesis of significant information frictions when the program started that might depress applications, especially as we observe no change in CSU or UC applications in the first few years. Migration patterns show that the undocumented population has declined over the last decade – both nationally and in

[6] Data from https://www.csac.ca.gov/reports. CSAC assigns each student a postsecondary "segment" based on the first college listed on the CDAA/FAFSA.

California – so population changes are unlikely to be driving increases in applications.[7] This suggests that the program is reaching most students who are independently interested in four-year colleges, though efforts to increase interest in four-year colleges could potentially change future application rates.

Although this paper relies on comparisons based only on students who applied for the program, we think these results are likely to be fairly representative. From above, we see relatively little change in applications over the first seven years of the program, a substantial period of time for information to spread to the wider community. Given an estimate of 27,000 annual high school graduates in California (Zong & Batalova, 2019), approximately one-quarter of undocumented graduates are offered a Cal Grant, compared to one-third of the full California population.[8] Clearly these are very rough estimates as to the true size of California's undocumented population, and the true application rate could easily span from 20% to 40%.

At a minimum, these numbers suggest that application rates are not wildly divergent between groups, though there are reasons for thinking that undocumented applicant rates should be higher than their peers. First, given the almost 7,000 undocumented applicants per year, we cannot plausibly be drawing only from the very top of the undocumented student distribution; unfortunately, we are unlikely to improve this comparison given the inherent imprecision in

[7] Although it is challenging to construct precise statistics on undocumented immigrants, undocumented students are estimated to have declined from 12.3 million to 11.0 million nationally from 2007 to 2018, mostly due to a decline in undocumented Mexican immigrants, and that California's undocumented population shrunk by over 20% from 2010 to 2019, with even larger drops among school age children (Capps, Gelatt, Soto, & Hook, 2020; Warren, 2021). In addition, AB540 requires that undocumented students have three years of California residence prior for eligibility, so the award would not have endogenously shifted cross-state enrollment over the time period studied.

[8] About 429,000 students graduated high school in 2015-16 and 148,000 new Entitlement grants were offered for 2016-17 (see https://dq.cde.ca.gov/dataquest/ and https://www.csac.ca.gov/reports).

estimating undocumented graduates. But one concern is that lower-income families should be more heavily represented in the Cal Grant data, and so we might expect significantly higher numbers for undocumented students, were all eligible students to apply. Nonetheless, our results do not appear driven by a very select subset of the population and may understate student preferences for community college enrollment over the four-year sector.

VII. DISCUSSION

We study the educational trajectories of California's undocumented state aid applicants as they leave high school, in the period from the mid to late 2010s when they were financially supported by both state aid and in-state resident tuition. We find little difference in overall take-up rate of the grant program between undocumented students and residents who applied and were deemed eligible for the award. Although a descriptive finding, prior research finds large gaps in enrollment rates between undocumented students and their peers and offering substantial state aid appears to minimize these gaps. One reason may be the "free college" structure of the Cal Grant program, as this messaging has been successful in many contexts (Dynarski, Libassi, Michelmore, & Owen, 2021; Rosinger, Meyer, & Wang, 2021). This new program was folded into the already well-known Cal Grant, in a state with a relatively more supportive environment for undocumented students. States adopting similar programs may be less successful if the program is entirely new or if students have justified hesitancy to sharing confidential data with state agencies. Programs with eligibility requirements often require administrative hurdles that can dissuade families from applying, but in our data, we find that undocumented graduates have similar GPAs to their peers and almost all come from families whose income is substantially below the eligibility thresholds, suggesting most applicants easily meet requirements. We do find some evidence that the program expanded

over time to draw in more students with lower average GPAs and from lower-income neighborhoods, though whether this is due to administrative burdens or better diffusion of information is not known. Taking this into account, states might try offering aid with minimal application burdens to increase take-up, at least in the first years of the program, to help families develop trust in the process.

Undocumented students enroll in two-year colleges over the broad access four-year CSU system, though are equally likely to attend the more selective UC system. Differences in the colleges listed on the FAFSA suggest that enrollment gaps may arise from application patterns rather than acceptance rates. As just one example, undocumented students are less likely to list a UC on their FAFSA application but equally likely to attend, suggesting differences are arising from student choices rather than college decisions. Although lower CSU enrollment may arise if undocumented students lack access to the types of coursework or admissions tests needed for four-year access (e.g., Umansky (2016)), equal rates of UC enrollment complicates this theory and requires more attention.

If driven by student choices, what aspects of the CSU are less appealing to undocumented students: distance from home, the social climate, more flexible work opportunities offered by community college degree programs, or counseling the students receive from their high school or other undocumented students who may have attended CSU? Clearly, some of these questions would be better resolved through qualitative research. Prior qualitative research has already highlighted some key issues that affect college choice and persistence, such as unremedied financial responsibilities beyond just tuition, as well as the role of high school counseling (Murillo, 2021; Raza et al., 2019). Another possibility is that undocumented students may be uncertain about the returns to four-year college degrees, particularly for

students at the margin of community college and CSU attendance. For example, the types of degree programs offered by community colleges may offer more appealing employment opportunities, relative to a degree from a broad access college that lacks the prestige of a UC. One clear finding is that four-year enrollment rates do not substantially increase over time. This pushes against a theory common to administrative programs, that eligible students might be initially unaware of program benefits but become more knowledgeable or trusting over time. Starting in a four-year college rather than a community college leads to better long-term outcomes, all things equal, and supports the idea of encouraging undocumented students to enroll in the CSU (Goodman, Hurwitz, & Smith, 2017; Long & Kurlaender, 2009). Yet without knowing why undocumented students are hesitant to attend, efforts to advocate for CSU enrollment might backfire.

Nonetheless, our results push against a "mismatch" story, as undocumented students' persistence rates are much stronger in the four-year system. Overall, this paper gives further confirmation of the importance of the high school, college, and policy contexts in promoting student success. State policy choices appear to minimize often large gaps in college enrollment for undocumented students, but college completion rates are strongly driven by the college environment where they choose to study. Ultimately, high schools are a key place to help resolve these differences, as efforts to reach undocumented students must begin earlier in the application process to help them choose the postsecondary environment that will maximize their chances of success. Alternately, colleges or states can step in and engage in more targeted policies that simplify and provide clarity to admissions processes, which have been shown to increase enrollment (Dynarski et al., 2021; Odle & Delaney, 2022). A smaller point, but these results also highlight the importance of better microdata, as we

provide a more complicated narrative of differences in CSU and UC college enrollment, rather than one that simply examines the choice between two-year versus four-year colleges.

As the Cal Grant essentially provides free college tuition across sectors, an additional question is what other social and psychological barriers affect undocumented students' college success, particularly in community colleges (Suárez-Orozco, Yoshikawa, Teranishi, & Suárez-Orozco, 2011). We observe very large exit rates for undocumented students in the first year of college, as is true of their peers, which is obviously a key moment for intervention. Any hands-off process that assumes new college students need time to figure out their "fit" is clearly going to be unsuccessful. Colleges have engaged in many types of interventions to help incoming students succeed, such as summer bridge programs, but their effectiveness is up for debate, and it is not clear how well the structures would also help undocumented students. Clearly, much more work here is needed.

Our most promising result is that undocumented students attending four-year colleges perform well, but we need to continue exploring additional channels that are holding these students back from reaching their potential. This is even more relevant now, as hard-fought gains in rights may be eroded by changes in federal policies or public sentiment that often refuses to acknowledge the positive impacts of immigrants on society.

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Table 1. Summary Statistics, FAFSA and CDAA applicants

	FAFSA Students		CDAA / Undocumented Students	
	Mean	Standard Deviation	Mean	Standard Deviation
Demographics				
High School GPA	3.11	(0.54)	3.00	(0.53)
Family Income (in 10,000s)	3.62	(3.45)	2.14	(1.65)
Family Size	4.09	(1.55)	4.75	(1.77)
Female	0.60	(0.49)	0.60	(0.49)
Age	18.59	(0.78)	18.79	(0.87)
Parent Education (College Degree)	0.36	(0.48)	0.10	(0.30)
Dependent	0.96	(0.19)	0.98	(0.14)
High School Characteristics				
School Size	1992.20	(896.92)	1835.41	(916.52)
Located in City	0.42	(0.49)	0.52	(0.50)
Located in Town	0.05	(0.22)	0.05	(0.22)
Located in Suburb	0.42	(0.49)	0.36	(0.48)
Located in Rural	0.05	(0.22)	0.04	(0.20)
Free Reduced Lunch Students	0.56	(0.25)	0.66	(0.22)
% of school population that is Black	0.07	(0.09)	0.06	(0.08)
% of school population that Asian	0.13	(0.16)	0.08	(0.11)
% of school population that is Hispanic	0.54	(0.27)	0.69	(0.24)
% of Whites in school	0.23	(0.22)	0.13	(0.17)
N	**379,501**		**19,078**	

Notes: The sample includes students who submitted either the FAFSA or California Dream Act Application (i.e., undocumented) that were Cal Grant eligible (i.e., met GPA and income requirements) entering college in 2013-14 through 2015-16. High school identifiers and GPA come from Cal Grant GPA Verification forms and are matched to National Center of Education Statistics' Common Core of Data (CCD).

Table 2. Differences Between FAFSA and CDAA (Undocumented) Students in College Listings and Degree Aspirations on Financial Aid Applications

	Baseline rate for FAFSA students	Unadjusted model	High school fixed effect model
College Listings			
Average Number of Colleges	4.19	-0.253**	-0.494**
		(0.021)	(0.020)
Only Two-Year Colleges	23.2%	0.147**	0.095**
		(0.002)	(0.003)
Only Four-Year Colleges	51.3%	-0.119**	-0.054**
		(0.003)	(0.003)
Both Two- and Four-Year Colleges	19.2%	0.025**	-0.017**
		(0.002)	(0.003)
Degree Aspirations			
Bachelor's Degree	64.4%	-0.011+	-0.010
		(0.006)	(0.006)
Associate Degree	20.2%	0.067**	0.082**
		(0.005)	(0.005)
Undecided	12.6%	-0.047**	-0.063**
		(0.004)	(0.005)
Controls			X
High school FE			X
N		**398579**	**398452**

Notes: +p<.10. *p<.05. **p<0.01. Results show differences in college listings and degree aspirations on the Cal Grant application between FAFSA and CDAA (undocumented) students in the 2013 through 2015 cohorts. Student-level controls include GPA, income, age, family size, sex, having college educated parents, dependency status, and application year. Data on degree aspiration is only available for the 2013 cohort (n=126,738); the three outcomes shown represent 97% of observed student responses.

Table 3. Differences Between FAFSA and CDAA (Undocumented) Students Enrollment & Persistence Patterns

	First year	Second year	Third year	Fourth year
California Community College (CCC)	0.097**	0.054**	0.019**	0.002+
	(0.003)	(0.002)	(0.002)	(0.001)
Baseline Rate for FAFSA Students	17.4%	11.0%	6.9%	2.8%
California State University (CSU)	-0.047**	-0.033**	-0.025**	-0.025**
	(0.003)	(0.003)	(0.003)	(0.003)
Baseline Rate for FAFSA students	21.2%	17.0%	15.8%	15.9%
University of California (UC)	-0.002	-0.001	-0.001	-0.004+
	(0.002)	(0.002)	(0.002)	(0.002)
Baseline Rate for FAFSA students	12.5%	11.1%	11.1%	11.0%
Non-Profit Private Colleges	-0.020**	-0.018**	-0.016**	-0.016**
	(0.002)	(0.001)	(0.001)	(0.001)
Baseline Rate for FAFSA students	4.6%	3.9%	3.7%	3.5%
Used Cal Grant	0.023**	0.000	-0.025**	-0.044**
	(0.004)	(0.003)	(0.003)	(0.003)
Baseline Rate for FAFSA students	56.3%	43.3.%	37.7%	33.4%

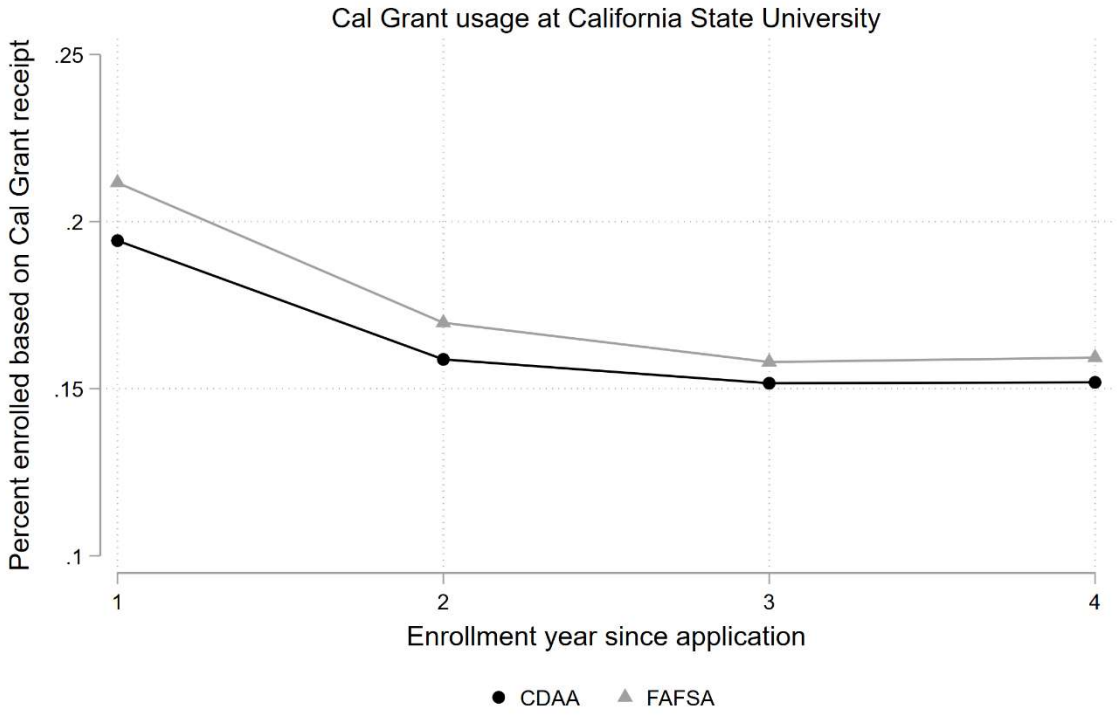
Notes: +p<.10. *p<.05. **p<0.01, N = 398,452. Results show differences in the enrollment and persistent patterns of undocumented students in the 2013 through 2015 cohorts when comparing CDAA to FAFSA students and controlling for background characteristics and high school fixed effects. Student-level controls include GPA, income, age, family size, and dummies for sex, having college educated parents, dependency status, and application year. For-profit colleges are not shown because very few profit institutions are eligible institutions for receipt of the Cal Grant award.

Table 4. Differences Between FAFSA and CDAA (Undocumented) Students Enrollment & Persistence Patterns, Heterogeneous Effects

	First year			Fourth year			
	Community College	California State University	University of California	Community College	California State University	University of California	Sample Size
Cohorts (2013-2015)							
2013	0.073**	-0.034**	-0.008+	-0.004	-0.024**	-0.019**	126,540
	(0.005)	(0.006)	(0.004)	(0.003)	(0.005)	(0.004)	
2014	0.106**	-0.053**	-0.004	0.007**	-0.022**	-0.006+	134,737
	(0.005)	(0.005)	(0.004)	(0.002)	(0.005)	(0.004)	
2015	0.108**	-0.050**	0.005	0.002	-0.028**	0.011**	136,792
	(0.005)	(0.005)	(0.004)	(0.002)	(0.005)	(0.004)	
Gender							
Females	0.114**	-0.053**	-0.002	0.005**	-0.028**	-0.004	237,540
	(0.004)	(0.004)	(0.003)	(0.002)	(0.004)	(0.003)	
Males	0.073**	-0.037**	-0.002	-0.001	-0.020**	-0.004	160,689
	(0.004)	(0.005)	(0.004)	(0.002)	(0.004)	(0.003)	
High School Urbanicity							
City/Suburb	0.094**	-0.044**	-0.003	0.002+	-0.025**	-0.006*	335,543
	(0.003)	(0.003)	(0.002)	(0.001)	(0.003)	(0.002)	
Town/Rural	0.122**	-0.082**	0.004	0.002	-0.038**	0.002	41,549
	(0.010)	(0.010)	(0.007)	(0.005)	(0.009)	(0.006)	
Socio Economic Status							
High FRPL	0.096**	-0.054**	-0.006*	0.002	-0.029**	-0.007**	250,105
	(0.003)	(0.004)	(0.003)	(0.002)	(0.003)	(0.002)	
Low FRPL	0.101**	-0.017**	0.017**	0.001	-0.008	0.009*	148,347
	(0.005)	(0.006)	(0.005)	(0.002)	(0.005)	(0.005)	
High School GPA							
< = 2.5	0.061**	-0.017**	-0.000	-0.006	-0.003	-0.001	68,176
	(0.008)	(0.004)	(0.000)	(0.003)	(0.003)	(0.001)	
>2.5 < = 3.0	0.120**	-0.072**	0.001	0.005+	-0.035**	0.001	93,581
	(0.006)	(0.006)	(0.002)	(0.003)	(0.005)	(0.002)	
>3.0 <= 3.5	0.114**	-0.071**	0.011*	0.005*	-0.044**	0.009*	131,954
	(0.004)	(0.006)	(0.004)	(0.002)	(0.006)	(0.004)	
>3.5	0.075**	-0.006	-0.013+	0.002	-0.004	-0.018*	104,064
	(0.004)	(0.006)	(0.008)	(0.002)	(0.006)	(0.007)	

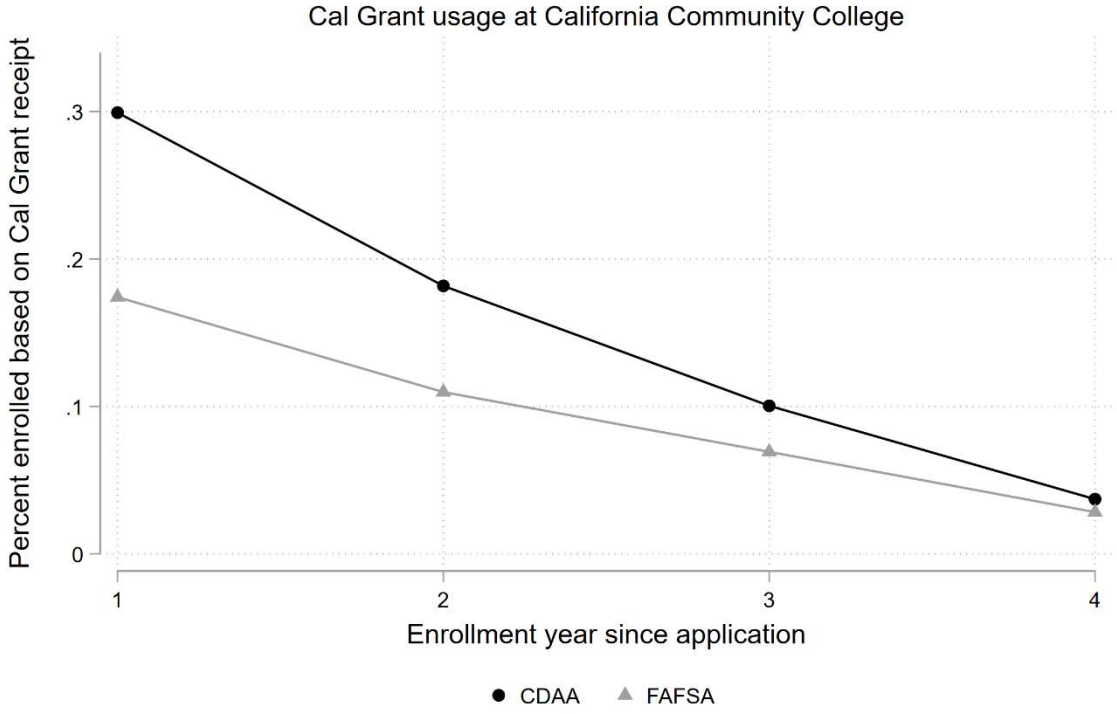
Notes: +p<.10. *p<.05. **p<0.01. Results show differences in the enrollment and persistent pattern of CDAA (undocumented) students in different post-secondary education sectors relative to their peers coontrolling for backround characteristics and high school fixed effects by various heterogenous characteristics in the 2013 through 2015 cohorts. High Free Reduced-Price Lunch (FRPL) represent students attending schools that larger than 50% of the population are FRPL and low FRPL are those students in schools with less than or 50% as FRPL. Student-level controls include GPA, income, age, family size, and dummies for sex, having college educated parents, dependency status, and application year. For-profit colleges are not shown because very few profit institutions are eligible to be receiving institutions of the Cal Grant award.

Figure 1: Unadjusted differences in Cal Grant usage at the California State University system for FAFSA and CDAA (undocumented) students



Notes. Figure 1 shows the unadjusted differences in Cal Grant payment rates of FAFSA and CDAA (undocumented) students in the California State University system for four academic years after being approved for the Cal Grant award. Results based on the 2013-14 through 2015-16 cohorts.

Figure 2: Unadjusted differences in Cal Grant usage at the California community college system for FAFSA and CDAA (undocumented) students



Notes. Figure 2 shows the unadjusted differences in Cal Grant payment rates of FAFSA and CDAA (undocumented) students in the California Community College system for four academic years after being approved for the Cal Grant award. Results based on the 2013-14 through 2015-16 cohorts.

Appendix Table 1. Summary Statistics for FAFSA and CDAA applicants, by Application Cohort

	CDAA/Undocumented Students			FAFSA Students		
	2013 Mean/(SD)	2014 Mean/(SD)	2015 Mean/(SD)	2013 Mean/(SD)	2014 Mean/(SD)	2015 Mean/(SD)
Demographics						
High School GPA	3.04	2.98	2.98	3.06	3.14	3.14
	(0.53)	(0.53)	(0.53)	(0.54)	(0.53)	(0.53)
Family Income (in 10,000s)	2.01	2.17	2.23	2.96	3.90	3.96
	(1.56)	(1.65)	(1.71)	(2.35)	(3.77)	(3.86)
Family size	4.73	4.74	4.78	4.11	4.10	4.08
	(1.49)	(1.74)	(2.02)	(1.58)	(1.53)	(1.53)
Female	0.61	0.60	0.60	0.60	0.60	0.59
	(0.49)	(0.49)	(0.49)	(0.49)	(0.49)	(0.49)
Age	18.84	18.77	18.75	18.58	18.58	18.59
	(0.89)	(0.87)	(0.86)	(0.77)	(0.78)	(0.79)
Parent Education (College Degree)	0.11	0.10	0.10	0.32	0.38	0.37
	(0.32)	(0.30)	(0.29)	(0.47)	(0.48)	(0.48)
Dependent	0.99	0.98	0.97	0.96	0.96	0.96
	(0.11)	(0.15)	(0.16)	(0.19)	(0.19)	(0.19)
High School Characteristics						
School Size	1861.51	1820.56	1826.46	1997.06	1994.00	1985.89
	(896.65)	(922.98)	(927.36)	(887.06)	(900.40)	(902.62)
Located in City	0.52	0.52	0.53	0.42	0.42	0.42
	(0.50)	(0.50)	(0.50)	(0.49)	(0.49)	(0.49)
Located in Town	0.05	0.06	0.05	0.05	0.05	0.05
	(0.22)	(0.23)	(0.22)	(0.22)	(0.22)	(0.22)
Located in Suburb	0.36	0.36	0.36	0.42	0.42	0.42
	(0.48)	(0.48)	(0.48)	(0.49)	(0.49)	(0.49)
Located in Rural	0.04	0.04	0.04	0.05	0.05	0.05
	(0.19)	(0.20)	(0.20)	(0.22)	(0.22)	(0.22)
Free Reduced Lunch Students	0.67	0.66	0.66	0.57	0.55	0.55
	(0.22)	(0.21)	(0.22)	(0.24)	(0.25)	(0.25)
% of Blacks	0.06	0.06	0.06	0.07	0.07	0.07
	(0.08)	(0.08)	(0.08)	(0.09)	(0.09)	(0.09)
% of Asians	0.09	0.08	0.08	0.13	0.13	0.13
	(0.12)	(0.11)	(0.11)	(0.16)	(0.16)	(0.16)
% of Hispanics	0.70	0.69	0.69	0.55	0.53	0.54
	(0.24)	(0.23)	(0.23)	(0.27)	(0.27)	(0.27)
% of Whites	0.13	0.14	0.14	0.22	0.23	0.23
	(0.17)	(0.17)	(0.16)	(0.21)	(0.22)	(0.22)
N	**5981**	**6419**	**6678**	**120757**	**128483**	**130261**

Notes: The sample includes students who submitted either the FAFSA or California Dream Act Application (i.e., undocumented) that were Cal Grant eligible (i.e., met GPA and income requirements) entering college in 2013-14 through 2015-16. High school identifiers and GPA come from Cal Grant GPA Verification forms and are matched to National Center of Education Statistics' Common Core of Data (CCD).

Appendix Table 2. Differences in Number of Colleges and Distance of College Listed on Financial Aid

	Baseline rate of FAFSA students	Unadjusted model	High school fixed effect model
Number of College Listed			
Zero colleges	2.4%	-0.023**	-0.012**
		(0.001)	(0.001)
One college	22.3%	0.098**	0.111**
		(0.003)	(0.003)
Two to four colleges	34.3%	-0.016**	-0.015**
		(0.004)	(0.004)
Four to ten colleges	41.0%	-0.059**	-0.084**
		(0.004)	(0.003)
Colleges Listed by Distance			
Closest CCC	32.0%	0.079**	0.033**
		(0.004)	(0.003)
Closest CSU	36.7%	0.014**	-0.030**
		(0.004)	(0.004)
Closest UC	21.7%	-0.029**	-0.016**
		(0.003)	(0.003)
Listed not closest CCC	12.8%	0.065**	0.027**
		(0.003)	(0.002)
Listed not closest CSU	23.0%	-0.051**	-0.044**
		(0.003)	(0.003)
Listed not closest UC	14.7%	-0.048**	-0.034**
		(0.003)	(0.003)

Notes: +p<.10. *p<.05. **p<0.01. Results show differences in number of and distance to colleges listed on the Cal Grant application between FAFSA and CDAA (undocumented) students in the 2013 through 2015 cohorts. Fixed effect model includes high school fixed effects and student-level controls (GPA, income, age, family size, sex, having college educated parents, dependency status, and application year). CCC-Community College, CSU-California State University and UC- University of California.

Appendix Table 3. Differences Between FAFSA and CDAA (Undocumented) Students Enrollment & Persistence Patterns, Excluding Students Who List an Out-of-state College on their Financial Aid Application

	First year	Second year	Third year	Fourth year
California Community College (CCC)	0.097**	0.054**	0.019**	0.002+
	(0.003)	(0.002)	(0.002)	(0.001)
Baseline Rate for FAFSA Students	17.4%	11.0%	6.9%	2.8%
California State University (CSU)	-0.047**	-0.033**	-0.025**	-0.025**
	(0.003)	(0.003)	(0.003)	(0.003)
Baseline Rate for FAFSA students	21.2%	17.0%	15.8%	16.0%
University of California (UC)	-0.002	-0.001	-0.001	-0.004+
	(0.002)	(0.002)	(0.002)	(0.002)
Baseline Rate for FAFSA students	12.5%	11.1%	11.1%	11.0%
Non-Profit Private Colleges	-0.020**	-0.018**	-0.016**	-0.016**
	(0.002)	(0.001)	(0.001)	(0.001)
Baseline Rate for FAFSA students	4.6%	3.9%	3.7%	3.5%
Used Cal Grant	0.023**	-0.000	-0.025**	-0.044**
	(0.004)	(0.003)	(0.003)	(0.003)
Baseline Rate for FAFSA students	56.3%	43.3%	37.7%	33.4%

Notes: +p<.10. *p<.05. **p<0.01, N= 397,440. Results show differences in the enrollment and persistent pattern of CDAA (undocumented) students in the 2013 through 2015 cohorts when comparing CDAA to FAFSA students and controlling for background characteristics and high school fixed effects. Students that list an out of state colleges on their aid application (3% of students in data) are excluded from this analysis. Student-level controls include GPA, income, age, family size, and dummies for sex, having college educated parents, dependency status, and application year. For-profit colleges are not shown because very few profit institutions are eligible to be receiving institutions of the Cal Grant award.

Appendix Table 4. Differences Between FAFSA and CDAA (Undocumented) Students Delayed Enrollment and Transfer Patterns

	Delayed Enrollment	College Transfers	
		2 year to 4 year	4 year to 2 year
Undocumented Student, (unadjusted differences)	-0.006**	0.018**	0.002**
	(0.001)	(0.001)	(0.001)
Undocumented Student, (HS fixed effects)	-0.004**	0.018**	0.000
	(0.001)	(0.001)	(0.001)
Baseline Rate for FAFSA students	3.9%	2.4%	0.5%

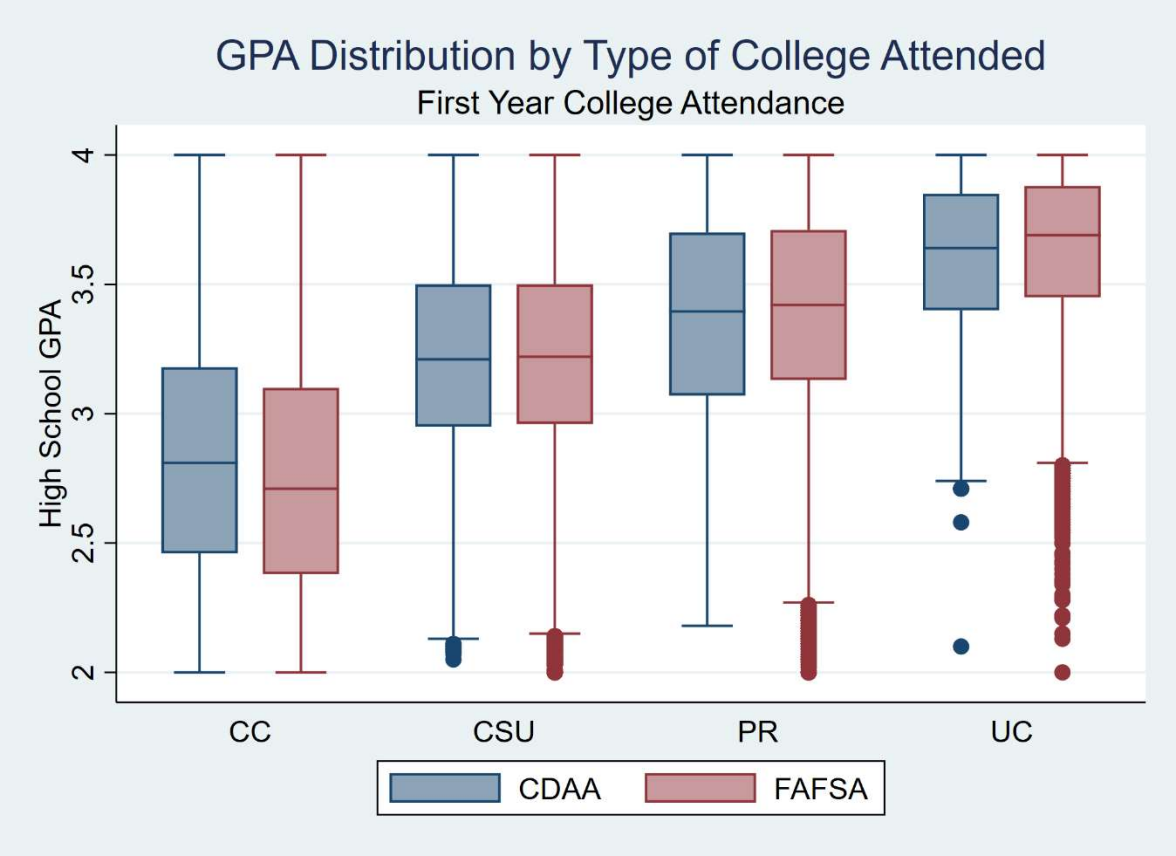
Notes: +p<.10. *p<.05. **p<0.01. Results shows differences in delayed enrollment (i.e., waiting a year before using the Cal Grant), "upward" transfer from a two-year to a four-year college and "downward" transfer from a four-year to a two-year college of CDAA (undocumented) students in the 2013 through 2015 cohorts when comparing them to FAFSA students and controlling for background characteristics. Student-level controls include GPA, income, age, family size, and dummies for sex, having college educated parents, dependency status, and application year. Sample sizes for the unadjusted and adjusted models are 398,579 and 398,452.

Appendix Table 5. Differences in Background Characteristics of Undocumented Student Cohorts

	Undocumented * 2014		Undocumented *2015		
	Coefficient	(SE)	Coefficient	(SE)	Sample Size
Demographics					
Female	-0.011	(0.009)	-0.009	(0.009)	398579
High School GPA	-0.144**	(0.010)	-0.150**	(0.010)	398579
Income (in ten thousand)	-0.769**	(0.064)	-0.785**	(0.063)	395238
Age	-0.075**	(0.014)	-0.102**	(0.014)	398579
Parent attended College	-0.069**	(0.009)	-0.070**	(0.009)	398579
Family size	0.026	(0.029)	0.080**	(0.028)	398579
Dependent	-0.012**	(0.003)	-0.012**	(0.003)	398579
High school characteristics					
High School Size (in 100s)	-37.893*	(16.758)	-23.878	(16.611)	376722
Located in city	0.005	(0.009)	0.008	(0.009)	398579
Located in town	0.006	(0.004)	0.006	(0.004)	398579
Located in suburban	0.002	(0.009)	-0.006	(0.009)	398579
Located in rural	0.003	(0.004)	0.006	(0.004)	398579
% of FRPL Students	0.017**	(0.005)	0.019**	(0.005)	374954
% of Black Students	-0.000	(0.002)	-0.000	(0.002)	376673
% of Asian students	-0.006*	(0.003)	-0.003	(0.003)	376673
% of Hispanic students	0.015**	(0.005)	0.013*	(0.005)	376673
% of White students	-0.009*	(0.004)	-0.010*	(0.004)	376673
College Listings					
Number of CCCs listed	0.188**	(0.022)	0.169**	(0.022)	398579
Number of CSUs listed	0.122**	(0.032)	0.166**	(0.031)	398579
Number of UCs listed	-0.030	(0.034)	0.024	(0.034)	398579
Total number of colleges listed	0.263**	(0.053)	0.368**	(0.052)	398579
Number of out-of-state colleges	-0.000	(0.001)	-0.003**	(0.001)	398579
Listed only 2-year colleges	0.066**	(0.008)	0.063**	(0.008)	398579
Listed only 4-year colleges	-0.050**	(0.009)	-0.049**	(0.009)	398579
Listed only CSUs	-0.020**	(0.007)	-0.025**	(0.007)	398579
Listed only UCs	-0.030**	(0.005)	-0.033**	(0.005)	398579
Degree intentions listed					
Associate Degree	-0.067**	(0.004)	-0.067**	(0.004)	398579
Bachelor's Degree	0.011*	(0.005)	0.011*	(0.005)	398579

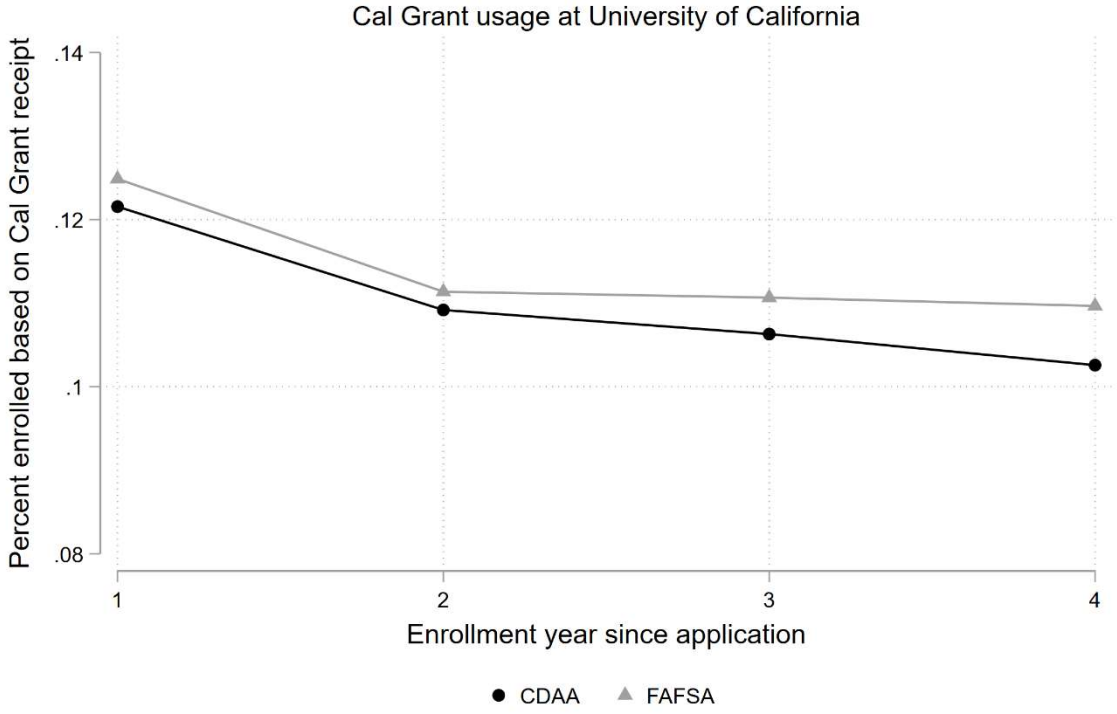
Notes: +p<.10. *p<.05. **p<0.01. Results show changes in undocumented students characteristics in 2014 and 2015, relative to a baseline of the 2013 cohorts, while controlling for changes in documented student population (see equation (2) in the text).

Appendix Figure 1. Differences in Types of College Attended by High School GPA for FAFSA and CDAA (Undocumented) Students



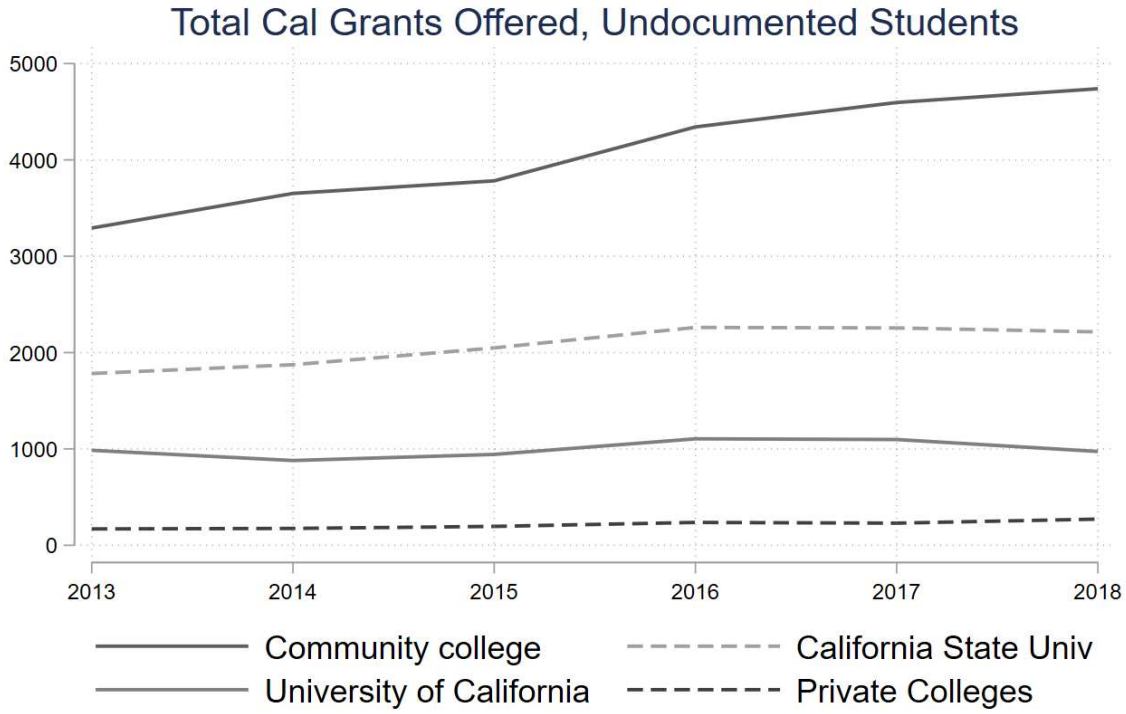
Notes. Appendix Figure 1 shows the differences in types of college attended across the high school GPA distribution for FAFSA and CDAA (Undocumented) students in the University of California system (California Community Colleges (CCC), California State University (CSU), Non-Profit Private Colleges (PR) and University of California (UC)) for the 2013-14 through 2015-16 cohorts.

Appendix Figure 2: Unadjusted differences in Cal Grant usage at the University of California system for FAFSA and CDAA (undocumented) students



Notes. Appendix Figure 2 shows the unadjusted differences in Cal Grant payment rates of FAFSA and CDAA (undocumented) students in the University of California system for four academic years after being approved for the Cal Grant award. Results based on the 2013-14 through 2015-16 cohorts.

Appendix Figure 3: Total Cal Grants offered to CDAA (undocumented) students by postsecondary sector

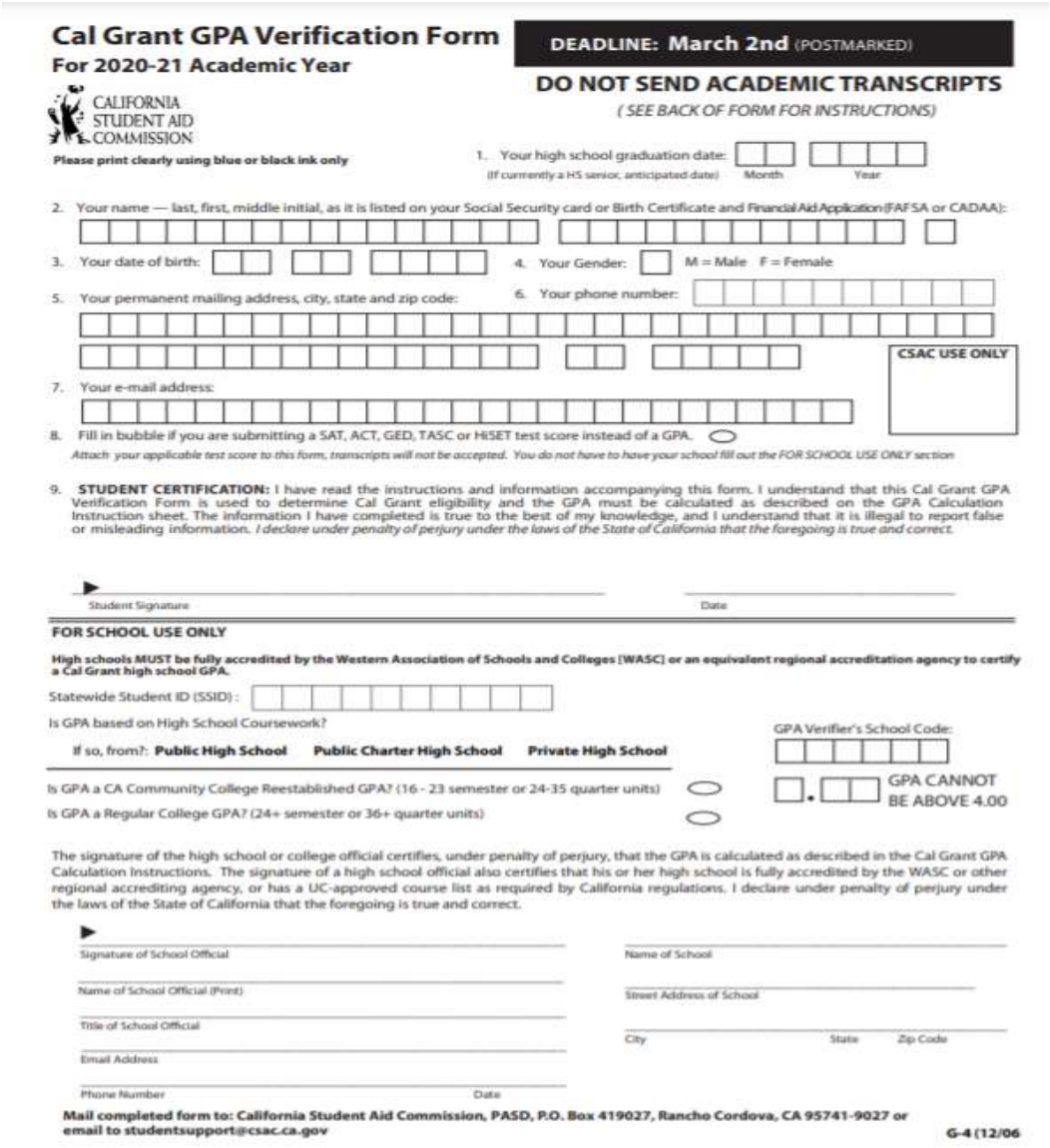


Notes. Appendix Figure 3 shows the annual number of total eligible Cal Grant applicants from 2013 through 2019. Postsecondary sector is identified by the first college listed on the CDAA. Data available at https://www.csac.ca.gov/reports.

Appendix A: California Dream Act Application

Students apply to the Cal Grant by completing the Free Application for Federal Student Aid (FAFSA) and a one-page GPA verification form (Appendix Figure A1), submitted by the administration of the high school they attend. Undocumented students were first eligible to apply for the Cal Grant for enrollment in 2013-14. California requires undocumented student to apply through the California Dream Act Application (CDAA) which is substantively similar to the FAFSA, providing many details such as student gender, family income, and a list of colleges they are interested in attending (Appendix Figure A2).

Appendix Figure A1. California Dream Act Application GPA Verification Form



Cal Grant GPA Verification Form
For 2020-21 Academic Year

CALIFORNIA STUDENT AID COMMISSION

DEADLINE: March 2nd (POSTMARKED)

DO NOT SEND ACADEMIC TRANSCRIPTS

(SEE BACK OF FORM FOR INSTRUCTIONS)

Please print clearly using blue or black ink only

1. Your high school graduation date: (If currently a HS senior, anticipated date) Month Year
2. Your name — last, first, middle initial, as it is listed on your Social Security card or Birth Certificate and Financial Aid Application (FAFSA or CADAA):
3. Your date of birth:
4. Your Gender: M = Male F = Female
5. Your permanent mailing address, city, state and zip code:
6. Your phone number:
7. Your e-mail address:
8. Fill in bubble if you are submitting a SAT, ACT, GED, TASC or HiSET test score instead of a GPA.
   Attach your applicable test score to this form, transcripts will not be accepted. You do not have to have your school fill out the FOR SCHOOL USE ONLY section
9. **STUDENT CERTIFICATION:** I have read the instructions and information accompanying this form. I understand that this Cal Grant GPA Verification Form is used to determine Cal Grant eligibility and the GPA must be calculated as described on the GPA Calculation Instruction sheet. The information I have completed is true to the best of my knowledge, and I understand that it is illegal to report false or misleading information. *I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.*

CSAC USE ONLY

Student Signature — Date

FOR SCHOOL USE ONLY

High schools MUST be fully accredited by the Western Association of Schools and Colleges [WASC] or an equivalent regional accreditation agency to certify a Cal Grant high school GPA.

Statewide Student ID (SSID):

Is GPA based on High School Coursework?

If so, from?: **Public High School** **Public Charter High School** **Private High School**

GPA Verifier's School Code:

Is GPA a CA Community College Reestablished GPA? (16 - 23 semester or 24-35 quarter units)

Is GPA a Regular College GPA? (24+ semester or 36+ quarter units)

GPA CANNOT BE ABOVE 4.00

The signature of the high school or college official certifies, under penalty of perjury, that the GPA is calculated as described in the Cal Grant GPA Calculation Instructions. The signature of a high school official also certifies that his or her high school is fully accredited by the WASC or other regional accrediting agency, or has a UC-approved course list as required by California regulations. I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Signature of School Official — Name of School

Name of School Official (Print) — Street Address of School

Title of School Official — City State Zip Code

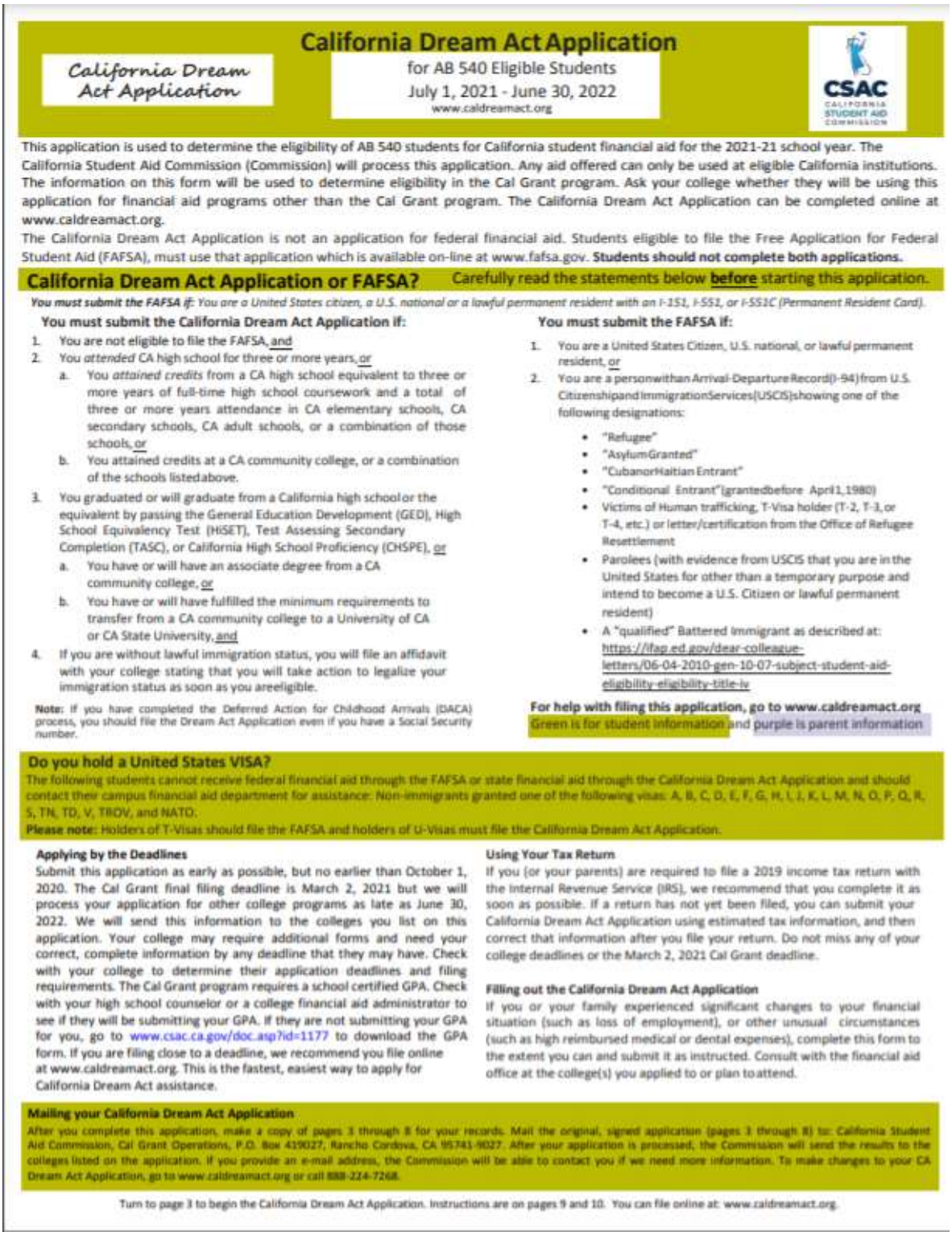
Email Address

Phone Number Date

Mail completed form to: California Student Aid Commission, PASD, P.O. Box 419027, Rancho Cordova, CA 95741-9027 or email to studentsupport@csac.ca.gov

G-4 (12/06

Appendix Figure A2. California Dream Act Application



California Dream Act Application

California Dream Act Application

for AB 540 Eligible Students
July 1, 2021 - June 30, 2022
www.caldreamact.org

CSAC California Student Aid Commission

This application is used to determine the eligibility of AB 540 students for California student financial aid for the 2021-21 school year. The California Student Aid Commission (Commission) will process this application. Any aid offered can only be used at eligible California institutions. The information on this form will be used to determine eligibility in the Cal Grant program. Ask your college whether they will be using this application for financial aid programs other than the Cal Grant program. The California Dream Act Application can be completed online at www.caldreamact.org.

The California Dream Act Application is not an application for federal financial aid. Students eligible to file the Free Application for Federal Student Aid (FAFSA), must use that application which is available on-line at www.fafsa.gov. **Students should not complete both applications.**

California Dream Act Application or FAFSA?

Carefully read the statements below **before** starting this application.

You must submit the FAFSA if: *You are a United States citizen, a U.S. national or a lawful permanent resident with an I-151, I-551, or I-551C (Permanent Resident Card).*

You must submit the California Dream Act Application if:

1. You are not eligible to file the FAFSA, and
2. You *attended* CA high school for three or more years, or
   a. You *attained credits* from a CA high school equivalent to three or more years of full-time high school coursework and a total of three or more years attendance in CA elementary schools, CA secondary schools, CA adult schools, or a combination of those schools, or
   b. You attained credits at a CA community college, or a combination of the schools listed above.
3. You graduated or will graduate from a California high school or the equivalent by passing the General Education Development (GED), High School Equivalency Test (HiSET), Test Assessing Secondary Completion (TASC), or California High School Proficiency (CHSPE), or
   a. You have or will have an associate degree from a CA community college, or
   b. You have or will have fulfilled the minimum requirements to transfer from a CA community college to a University of CA or CA State University, and
4. If you are without lawful immigration status, you will file an affidavit with your college stating that you will take action to legalize your immigration status as soon as you are eligible.

Note: If you have completed the Deferred Action for Childhood Arrivals (DACA) process, you should file the Dream Act Application even if you have a Social Security number.

You must submit the FAFSA if:

1. You are a United States Citizen, U.S. national, or lawful permanent resident, or
2. You are a person with an Arrival-Departure Record (I-94) from U.S. Citizenship and Immigration Services (USCIS) showing one of the following designations:
   - "Refugee"
   - "Asylum Granted"
   - "Cuban or Haitian Entrant"
   - "Conditional Entrant" (granted before April 1, 1980)
   - Victims of Human trafficking, T-Visa holder (T-2, T-3, or T-4, etc.) or letter/certification from the Office of Refugee Resettlement
   - Parolees (with evidence from USCIS that you are in the United States for other than a temporary purpose and intend to become a U.S. Citizen or lawful permanent resident)
   - A "qualified" Battered Immigrant as described at: https://ifap.ed.gov/dear-colleague-letters/06-04-2010-gen-10-07-subject-student-aid-eligibility-eligibility-title-iv

For help with filing this application, go to www.caldreamact.org
Green is for student information and purple is parent information

Do you hold a United States VISA?

The following students cannot receive federal financial aid through the FAFSA or state financial aid through the California Dream Act Application and should contact their campus financial aid department for assistance: Non-immigrants granted one of the following visas: A, B, C, D, E, F, G, H, I, J, K, L, M, N, O, P, Q, R, S, TN, TD, V, TROV, and NATO.

Please note: Holders of T-Visas should file the FAFSA and holders of U-Visas must file the California Dream Act Application.

Applying by the Deadlines

Submit this application as early as possible, but no earlier than October 1, 2020. The Cal Grant final filing deadline is March 2, 2021 but we will process your application for other college programs as late as June 30, 2022. We will send this information to the colleges you list on this application. Your college may require additional forms and need your correct, complete information by any deadline that they may have. Check with your college to determine their application deadlines and filing requirements. The Cal Grant program requires a school certified GPA. Check with your high school counselor or a college financial aid administrator to see if they will be submitting your GPA. If they are not submitting your GPA for you, go to www.csac.ca.gov/doc.asp?id=1177 to download the GPA form. If you are filing close to a deadline, we recommend you file online at www.caldreamact.org. This is the fastest, easiest way to apply for California Dream Act assistance.

Using Your Tax Return

If you (or your parents) are required to file a 2019 income tax return with the Internal Revenue Service (IRS), we recommend that you complete it as soon as possible. If a return has not yet been filed, you can submit your California Dream Act Application using estimated tax information, and then correct that information after you file your return. Do not miss any of your college deadlines or the March 2, 2021 Cal Grant deadline.

Filling out the California Dream Act Application

If you or your family experienced significant changes to your financial situation (such as loss of employment), or other unusual circumstances (such as high reimbursed medical or dental expenses), complete this form to the extent you can and submit it as instructed. Consult with the financial aid office at the college(s) you applied to or plan to attend.

Mailing your California Dream Act Application

After you complete this application, make a copy of pages 3 through 8 for your records. Mail the original, signed application (pages 3 through 8) to: California Student Aid Commission, Cal Grant Operations, P.O. Box 419027, Rancho Cordova, CA 95741-9027. After your application is processed, the Commission will send the results to the colleges listed on the application. If you provide an e-mail address, the Commission will be able to contact you if we need more information. To make changes to your CA Dream Act Application, go to www.caldreamact.org or call 888-224-7268.

Turn to page 3 to begin the California Dream Act Application. Instructions are on pages 9 and 10. You can file online at: www.caldreamact.org.

California Dream Act Application

California Dream Act Application
for AB 540 Eligible Students
July 1, 2021 - June 30, 2022

CALIFORNIA STUDENT AID COMMISSION

Section A: Student Questions For questions 1-30, leave blank any answers that do not apply to you (the student).

Your full name **(exactly as it appears on school records).** If your name has a suffix, such as Jr. or III, include a space between your last name and suffix.

* Indicates a required field

*1. Last name

*2. First name

3. Middle initial

Your mailing address

*4. Number and street (include apt. number)

*5. City (and country if not U.S.)

*6. State

7. Zip Code

8. Social Security Number (SSN) or Individual Taxpayer Identification Number (ITIN)

(Complete only if you have one of these. Otherwise, leave blank)

*9. Your date of birth MONTH DAY YEAR

*10. Your permanent phone number

11. Your Statewide Student Identification number (SSID) (you will have the 10 digit SSID only if you attended a California public high school; otherwise leave blank)

12. Your cell phone or alternate phone number

Your driver's license number and driver's license state (if you have one)

13. Driver's license number

14. Driver's license state

*15. Your e-mail address. We need your e-mail address to communicate with you electronically. For example, if we need additional information from you. Your e-mail address will also be shared with the colleges listed on your application to allow them to communicate with you. Do not leave this field blank.

16. Citizenship status. Mark only one. **See Notes page 9**

- I am a U.S. citizen (U.S. national). **STOP! Complete FAFSA**
- I am an eligible noncitizen. **STOP! Complete FAFSA**
- I am not a citizen or eligible noncitizen. **Skip to question 18**

18. What is your marital status as of today?

- I am single
- I am married/remarried
- I am separated
- I am divorced or widowed

19. Month and year you were married, remarried, separated, divorced or widowed. MONTH YEAR

20. In what state do you live? STATE

21. Did you start living in this state before January 1, 2016? YES NO

22. If the answer to question 21 is "No," give the month and year you began living here. MONTH YEAR

23. Are you male or female?

- MALE
- FEMALE

Some financial aid is offered based on the level of schooling your parents completed.

24. Highest school completed by Parent 1: Middle school/Jr. high | High school | College or beyond | Other/unknown

25. Highest school completed by Parent 2: Middle school/Jr. high | High school | College or beyond | Other/unknown

26. What will your high school completion status be when you begin college in the 2021-2022 school year?

- High school diploma **Answer question 27**
- General Educational Development (GED) certificate **Skip to question 28**
- Home schooled **Skip to question 28**
- None of the above **Skip to question 28**

27. What is the name of the high school where you received or will receive your high school diploma? Enter the complete high school name, city and state where the high school islocated.

High School Name
High School City
STATE

28. Will you have your first bachelor'sdegree before you begin the 2021-2022 school year?

Yes No

29. What will your grade level be when you begin the 2020-21 school year?

- Never attended college and 1st year undergraduate
- Attended college before and 1st year undergraduate
- 2nd year undergraduate/sophomore
- 3rd year undergraduate/junior
- 4th year undergraduate/senior
- 5th year/other undergraduate
- 1st year graduate/professional
- Continuing graduate/professional or beyond

30. What degree or certificate will you be working on whenyou begin the 2021-2022 schoolyear?

- 1st bachelor's degree
- 2nd bachelor's degree
- Associate degree (occupational or technical program)
- Associate degree (general education or transfer program)
- Certificate or diploma (occupational, technical or education program of less than two years)
- Certificate or diploma (occupational, technical or education program of two or more years)
- Teaching credential (nondegree program)
- Graduate or professional degree
- Other/undecided

Section B (Student)

Answer questions 32–59 about yourself (the student). If you are single, separated, divorced or widowed, answer only about yourself. If you are married or remarried as of today, include information about your spouse (husband or wife).

32. For 2019, have you (the student) completed your IRS income tax return or another tax return listed in question 33

- I have completed my return
- I will file but have not yet completed my return
- I'm not going to file. **Skip to question 39**

33. What income tax return did you file or will file for 2019?

- IRS 1040
- A foreign tax return,IRS 1040 NR or IRS 1040NR-EZ **See Notes page 9**
- A tax return with Puerto Rico, another U.S. territory, or Freely Associated State. **See Notes page 9**

34. What is or will be your tax filing status for 2019?

- Single 1
- Head of household 4
- Married, filed joint return 2
- Married, filedseparate return 3
- Qualifying widow(er) 5
- Don't know 6

35. Did (or will) you file a Schedule 1 with your 2019 tax return? Answer "No" if you did not file a Shedule 1 or only filed a Schedule 1 to report: unemployement compensation, educator expenses, IRA deduction, student loan interes dedustion, Alaska Permanent Fund divedend, or virtual currency. See Notes page 9.

Yes No Don't know

For questions 36–45, if the answer is zero or the question does not apply to you, enter 0. Report whole dollar amounts with no cents.

36. What was your (and spouse's) adjusted gross income for 2019? Adjusted gross income is on IRS Form 1040—line 8b. $

37. Enter your (and spouse's) income tax for 2019. Income tax amount is the total of IRS Form 1040—line 14 minus Schedule 2—line 2. If negative, enter a zero here. $

Questions 39 and 40 ask about earnings (wages, salaries, tips, etc.) in 2019. Answer the questions whether or not a tax return was filed. This information may be on the W-2 forms or on the tax return selected in question 33: IRS Form 1040—line 1 + Schedule 1—lines 3 + 6 + Schedule K-1 (IRS Form 1065)—Box 14 (Code A). If any individual earning item is negative, do not include that item in your calculation.

39. How much did you earn from working in 2019 $

40. How much did your spouse earn from working in 2019 $

41. As of today, what is your (and spouse's) total current balance of cash, savings and checking accounts? **Don't include** student financial aid. $

42. As of today, what is the net worth of your (and spouse's) investments, including real estate? **Don't include**the home you live in. **See Notes page 9.** $

43. As of today, what is the net worth of your (and spouse's) current businesses and/or investment farms? **Don't include** a family farm or family business with 100 or fewer full-time or full-time equivalent employees. **See Notes page 9.** $

Section B CONTINUED from page 4

44. Student's 2019 Additional Financial Information (Enter the combined amounts for you and your spouse.)

a. Education credits (American Opportunity Tax Credit and Lifetime Learning Tax Credit) from IRS Form 1040 Schedule 3—line 3. $

b. Child support paid because of divorce or separation or as a result of a legal requirement. **Don't include** support for children in your household, as reported in question 39. $

c. Taxable earnings from need-based employment programs, such as Federal Work-Study and need-based employment portions of fellowships and assistantships. $

d. Taxable college grant and scholarship aid **reported to the IRS in your adjusted gross income**. Includes AmeriCorps benefits (awards, living allowances and interest accrual payments), as well as grant and scholarship portions of fellowships and assistantships. $

e. Combat pay or special combat pay. Only enter the amount that was taxable and included in your adjusted gross income. **Don't include** untaxed combat pay. $

f. Earnings from work under a cooperative education program offered by a college. $

45. Student's 2019 Untaxed Income (Enter the combined amounts for you and your spouse.)

a. Payments to tax-deferred pension and retirement savings plans (paid directly or withheld from earnings), including, but not limited to, amounts reported on the W-2 forms in Boxes 12a through 12d, codes D, E, F, G, H and S. **Don't include** amounts reported in code DD (employer contributions toward employee health benefits). $

b. IRA deductions and payments to self-employed SEP, SIMPLE, Keogh and other qualified plans from IRS Form 1040 Schedule 1—total of lines 15 + 19. $

c. Child support received for any of your children. **Don't include** foster care or adoption payments. $

d. Tax exempt interest income from IRS Form 1040—line 2a. $

e. Untaxed portions of IRA distributions and pensions from IRS Form 1040—(lines 4a + line4c) minus (lines 4b + 4d). Exclude rollovers. If negative, enter zero here. $

f. Housing, food and other living allowances paid to members of the military, clergy and others (including cash payments and cash value of benefits). **Don't include** the value of on-base military housing or the value of a basic military allowance for housing. $

g. Veterans noneducational benefits, such as Disability, Death Pension, or Dependency & Indemnity Compensation (DIC) and/or VA Educational Work-Study allowances. $

h. Other untaxed income not reported in items 44a through 44g, such as workers' compensation, disability benefits, etc. Also include the untaxed portions of health savings accounts from IRS Form 1040 Schedule 1—line 12. Don't include extended foster care benefits, student aid, earned income credit, additional child tax credit, welfare payments, untaxed Social Security benefits, Supplemental Security Income, Workforce Innovation and Opportunity Act educational benefits, on-base military housing or a military housing allowance, combat pay, benefits from flexible spending arrangements (e.g., cafeteria plans), foreign income exclusion or credit for federal tax on special fuels $

i. Money received, or paid on your behalf (e.g., bills), not reported elsewhere on this form. This includes money that you received from a parent or other person whose financial information is not reported on this form and that is not part of a legal child support agreement. $

Section C (Student):

Answer the questions in this section to determine if you will need to provide parental information. If you answer "Yes" to any of the questions in this section, skip Section D and go to Section E on page 8.

46. Were you born before January 1, 1998? Yes ○ No ○

47. As of today, are you married? (Also answer "Yes" if you are separated but not divorced.) Yes ○ No ○

48. At the beginning of the 2021-2022 school year, will you be working on a master's or doctorate program (such as an MA, MBA, MD, JD, PhD, EdD, graduate certificate, etc.)? Yes ○ No ○

49. Are you currently serving on active duty in the U.S. Armed Forces for purposes other than training? **See Notes page 9.** Yes ○ No ○

50. Are you a veteran of the U.S. Armed Forces? **See Notes page 9.** Yes ○ No ○

51. Do you now have or will you have children who will receive more than half of their support from you between July 1, 2021 and June 28, 2022? Yes ○ No ○

52. Do you have dependents (other than your children or spouse) who live with you and who receive more than half of their support from you, now and through June 28, 2022? Yes ○ No ○

53. At any time since you turned age 13, were both your parents deceased, were you in foster care or were you a dependent or ward of the court? **See Notes page 10.** Yes ○ No ○

54. As determined by a court in your state of residence, are you or were you an emancipated minor? **See Notes page 10.** Yes ○ No ○

55. Does someone other than your parent or stepparent have legal guardianship of you, as determined by a court in your state of legal residence? **See Notes Page 10** Yes ○ No ○

56. At any time on or after July 1, 2020, did your high school or school district homeless liaison determine that you were an unaccompanied youth who was homeless? **See Notes page 10.** Yes ○ No ○

57. At any time on or after July 1, 2020, did the director of an emergency shelter or transitional housing program funded by the U.S. Department of Housing and Urban Development determine that you were an unaccompanied youth who was homeless? **See Notes page 10.** Yes ○ No ○

58. At any time on or after July 1, 2020, did the director of a runaway or homeless youth basic center or transitional living program determine that you were an unaccompanied youth who was homeless or were self-supporting and at risk of bring homeless? See Notes page 10 Yes ○ No ○

Chafee Supplemental Questions: The Chafee program is a state/federal grant designed for students who are or were in foster care placement at any time under court dependency/wardship, between the ages of 16-18. To receive consideration, answer these questions. Others may leave them blank.

59. Are you, or were you, in a foster care placement at any time under court dependency/wardship, between the ages of 16-18? Yes ○ No ○

If yes to question 59, in what County Jurisdiction was the dependency/wardship established?

60. County _____

61. State _____

62. Certification: Fill in the oval below to request further consideration for the Chafee Grant program. By this mark, I hereby authorize the appropriate county point of contact (POC) to release information that verifies my dependency/wardship and placement criteria to participate in the Chafee Grant program. ○ Leave oval blank if you do not want to receive initial Chafee consideration.

If you (the student) answered "No" to every question in Section C, go to Section D. If you answered "Yes" to any question in Section C, skip Section D and go to Section E on page 8. If you believe that you are unable to provide parental information, see Notes page 10.

Section D (Parent): Complete this section if you (the student) answered "No" to all questions 46 through 58.

Answer all the questions in Section D even if you do not live with your legal parents (your biological and/or adoptive parents). Grandparents, foster parents, legal guardians, aunts and uncles are not considered parents on this form unless they have legally adopted you. If your legal parents are married to each other or are not married to each other and **live together**, answer the questions about both of them. If your parents were never married or are remarried, divorced, separated or widowed, see **Notes on page 10,** for additional instructions.

63. What is your parents' marital status as of today?

Never married ○ Married or remarried ○
Unmarried and both parents living together, See Notes For section D Page 10, ○ Divorced or Separated ○ Widowed ○

64. Month and year they were married, remarried, separated, divorced or widowed. MONTH YEAR

What are the Social Security Numbers, or Individual Taxpayer Identification numbers, names and dates of birth of the parents reporting on this form? If your parents do not have a Social Security Number, enter their Individual Taxpayer Identification Number (ITIN). If they have neither, enter 000-00-0000. If the name includes a suffix, such as Jr., include a space between the last name and suffix. Enter two digits for each day and month (for example, for May 31, 1970, enter 05 31 1970). Questions 65 - 68 are for Parent 1 (father/mother/stepparent)

65. SOCIAL SECURITY NUMBER OR ITIN ___ - ___ - ____ 66. LAST NAME, AND 67. FIRST INITIAL 68. DATE OF BIRTH

Questions 69 - 72 are for Parent 2 (father/mother/stepparent)

69. SOCIAL SECURITY NUMBER OR ITIN ___ - ___ - ____ 70. LAST NAME, AND 71. FIRST INITIAL 72. DATE OF BIRTH

73. Your parents' e-mail address. If you provide your parents' e-mail address, we can contact them if we need more information. This e-mail address will be shared with the colleges listed on your California Dream Act Application to allow them to communicate electronically with your parents.

@

74. In what state do your parents live? STATE

75. Did your parents start living in this state before January 1, 2016? YES ○ NO ○

76. If the answer to question 75 is "No," give the month and year for the parent who began living in the state the longest. MONTH YEAR

77. How many people are in your parents' household? Include yourself (even if you don't live with your parents) and:

- your parents
- your parents' other children (even if they do not live with your parents) if (a) your parents will provide more than half of their support between July 1, 2021 and June 30, 2022, or (b) the children could answer "No" to every question in Section C on page 5 of this form,
- and other people if they now live with your parents, your parents provide more than half of their support and your parents will continue to provide more than half of their support between July 1, 2020 and June 30, 2021

78. How many people in your parents' household (from question 77) will be college students between July 1, 2021 and June 30, 2022? Do not include parents as college students. You may include others only if they will attend at least half-time in 2021-2022, a program that leads to a college degree or certificate.

In 2021 or 2022, did you, your parents, or anyone in your parents' household (question 77) receive benefits from any of the state/federal programs listed? Mark all programs that apply. Answering these questions will not reduce your eligibility for student aid or other programs.

79. Medicaid or Supplemental Security Income(SSI) ○ 80. Food Stamps (CalFresh/SNAP) ○ 81. Free or reduced Priced Lunch ○ 82. CalWorks (TANF) ○ 83. Special Supplemental Nutritional Program for Women, Infants, and Children (WIC) ○

84. For 2019, have your parents completed an IRS income tax return or another tax return listed in question 85?

My parents have completed their return ○
My parents will file but have not yet completed their return. ○
My parents are not going to file. Skip to question 92. ○

85. What income tax return did your parents file or will file for 2019?

IRS 1040 ○
A foreign tax return, IRS 1040NR or IRS 1040NR-EZ. **See Notes page 10.** ○
A tax return with Puerto Rico, another U.S. territory, or Freely Associated State. **See Notes page 10** ○

Single 1 ○
Head of household 4 ○
Married, filed joint return 2 ○
Married, filed separate return 3 ○
Qualifying widow(er) 5 ○
Don't know 6 ○

87. Did (or will) your parents file a Schedule 1 with their 2019 tax return? See Notes page 9. Yes ○ No ○ Don't know ○

88. As of today, is either of your parents a dislocated worker? **See Notes page 10.** Yes ○ No ○ Don't know ○

For questions 89–98, if the answer is zero or the question does not apply, enter 0. Report whole dollar amounts with no cents.

89. What was your parents' adjusted gross income for 2019 Adjusted gross income is on IRS Form 1040—line 8b. $

90. Enter your parents' income tax for 2019 Income tax amount is on IRS Form 1040—line 14 minus Schedule 2 - line 2. If negative, enter a zero here. $

Questions 92 and 93 ask about earnings (wages, salaries, tips, etc.) in 2019 Answer the questions whether or not a tax return was filed. This information may be on the W-2 forms or on the tax returns listed in question 33: IRS Form 1040—lines 3 + 6 + Schedule K-1 (IRS Form 1065) — Box 14 (Code A). If any individual earning item is negative, do not include that item in your calculation. Report the information for the parent listed in questions 65-68 in question 92 and the information for the parent listed in questions 69-72 in question 93.

92. How much did Parent 1 (father/mother/stepparent) earn from working in 2019 $

93. How much did Parent 2 (father/mother/stepparent) earn from working in 2019 $

94. As of today, what is your parents' total current balance of cash, savings and checking accounts? **Don't include** student financial aid. $

95. As of today, what is the net worth of your parents' investments, including real estate? **Don't include** the home in which your parents live. **See Notes page 9.** $

96. As of today, what is the net worth of your parents' current businesses and/or investment farms? **Don't include** a family farm or family businesses with 100 or fewer full-time or full-time equivalent employees. **See Notes page 9.** $

97. Parents' 2019 Additional Financial Information (Enter the amounts for your parent[s].)

a. Education credits (American Opportunity or Lifetime Learning tax credits) from IRS Form 1040 Schedule 3-line 3 $

b. Child support paid because of divorce or separation or as a result of a legal requirement. **Don't include** support for children in your parents' household, as reported in question 77. $

c. Your parents' taxable earnings from need-based employment programs, such as Federal Work-Study and need-based employmentportions of fellowships and assistantships. $

d. Your parents' taxable college grant and scholarship aid **reported to the IRS in your parents' adjusted gross income**. Includes AmeriCorps benefits (awards, living allowances and interest accrual payments), as well as grant and scholarship portions of fellowships and assistantships. $

e. Combat pay or special combat pay. Only enter the amount that was taxable and included in your parents' adjusted gross income. Do not enter untaxed combat pay. $

f. Earnings from work under a cooperative education program offered by a college. $

98. Parents' 2019 Untaxed Income (Enter the amounts for your parent[s].)

a. Payments to tax-deferred pension and savings plans (paid directly or withheld from earnings), including, but not limited to, amounts reported on the W-2 forms boxes 12a through 12d, codes D, E, F, G, H and S. **Don't include** amounts reported in Code DD (employer contributions toward employee health benefits). $

b. IRA deductions and payments to self-employed SEP, SIMPLE, Keogh and other qualified plans from IRS Form 1040 Schedule 1—total of lines 15 + 19. $

c. Child support received for any of your parents' children. **Don't include** foster care or adoption payments. $

d. Tax exempt interest income from IRS Form 1040—line 2A. $

e. Untaxed portions of IRA distributions and pensions from IRS Form 1040—(lines 4a + 4c) minus (lines 4b + 4d). Exclude rollovers. If negative, enter a zero here. $

g. Housing, food and other living allowances paid to members of the military, clergy and others (including cash payments and cash value of benefits). **Don't include** the value of on-base military housing or the value of a basic military allowance for housing. $

h. Veterans noneducational benefits, such as Disability, Death Pension, or Dependency & Indemnity Compensation (DIC) and/or VA Educational Work-Study allowances. $

i. Other untaxed income not reported in items 98a through 98h, such as workers' compensation, disability benefits,etc. Also include the untaxed portions of health savings accounts from IRS Form 1040 Schedule 1—line 12. Don't include extended foster care benefits, student aid, earned income credit, additional child tax credit, welfare payments, untaxed Social Security benefits, Supplemental Security Income, Workforce Innovation and Opportunity Act educational benefits, on-base military housing or a military housing allowance, combat pay, benefits from flexible spending arrangements (e.g., cafeteria plans), foreign income exclusion or credit for federal tax on special fuels. $

Section E (Student): Complete this step only if you (the student) answered "Yes" to any questions in Section C.

99. How many people are in your household? Include yourself and:
- your spouse, if married
- your children, if you will provide more than half of their support between July 1, 2021 and June 30, 2022, even if they do not live with you, and
- other people, if they now live with you and you provide more than half of their support and you will continue to provide more than half of their support between July 1, 2021 and June 30, 2022.

100. How many people in your (and your spouse's) household (from question 99) will be college students between July 1, 2021 and June 30, 2022? Always count yourself as a college student. Do not include family members who are in U.S. military service academies. Include others only if they will attend, at least half-time in 2021-2022, a program that leads to a college degree or certificate.

In 2019 or 2020, did you (or your spouse) or anyone in your household (from question 99) receive benefits from any of the state/federal programs listed? Mark all the programs below that apply. Answering these questions will not reduce your eligibility for student aid or for these other programs.

101. Medicaid or Supplemental Security Income (SSI) ○ 102. Food Stamps (CalFresh/SNAP) ○ 103. Free Reduced Price Lunch ○ 104. CalWorks (TANF) ○ 105. Special Supplemental Nutrition Program for Women, Infants and Children (WIC) ○

106. As of today, are you (or your spouse) a dislocated worker? **See Notes page 9.** Yes ○ No ○ Don't know ○

Section F (Student): Indicate which colleges you want to receive your California Dream Act Application information.

Enter the six-digit federal school code and your housing plans for each college or school you wish to receive your CA Dream act information. The CA Dream Act Application uses the same codes as the FAFSA so you can find the school codes at www.fafsa.gov or by calling 800-433-3243. If you cannot obtain a code, write in the complete name, address, city and state of the college. All of the information you included on your CA Dream Act Application, with the exception of the list of colleges, will be sent to each of the colleges you listed. For State student aid purposes, it does not matter in what order you list your selected schools. However, placing schools that are located in your state of legal residence first may help you obtain state aid. To find out how to have more colleges receive your CA Dream Act Application information, read **Why fill out the California Dream Act Application?** on page 2.

	1st federal school code	OR	NAME OF COLLEGE / ADDRESS AND CITY	STATE		Housing Plans:
107.a					107.b	on campus ○ with parent ○ off campus ○
107.c	2nd federal school code	OR	NAME OF COLLEGE / ADDRESS AND CITY	STATE	107.d	on campus ○ with parent ○ off campus ○
107.e	3rd federal school code	OR	NAME OF COLLEGE / ADDRESS AND CITY	STATE	107.f	on campus ○ with parent ○ off campus ○
107.g	4th federal school code	OR	NAME OF COLLEGE / ADDRESS AND CITY	STATE	107.h	on campus ○ with parent ○ off campus ○

Section G (Student and Parent): Read, sign and date.

If you are the student, by signing this application you certify that you (1) will use state student financial aid only to pay the cost of attending an institution of higher education, (2) are not in default on a state/federal student loan or have made satisfactory arrangements to repay it, (3) do not owe money back on a federal or state grant or have made satisfactory arrangements to repay it, (4) will notify your college if you default on a state/federal loan and (5) will not receive a Cal Grant from more than one college for the same period of time.

If you are the parent or the student, by signing this application you agree, if asked, to provide information that will verify the accuracy of your completed form. This information will include U.S. or state income tax forms that you filed or are required to file. Also, you certify that you understand that the **California Attorney General has the authority to verify information reported on this application with the Franchise Tax Board and other state or federal agencies.** If you sign any document related to the state student aid programs electronically using a personal identification number (PIN), you certify that you are the person identified by the PIN and have not disclosed that PIN to anyone else. If you purposely give false or misleading information, you may be fined up to $20,000, sent to prison, or both.

108. Date this form was completed.

MONTH ☐☐ DAY ☐☐ 2020 ○ 2021 ○ 2022 ○

109. Student (sign below)

A parent with information listed in Section D (must sign below.)

If you or your family paid a fee for someone to fill out this form or to advise you on how to fill it out, that person must complete this part.

Preparer's name, firm and address

110. Preparer's Social Security Number (or 111) ☐☐☐ - ☐☐ - ☐☐☐☐

111. Preparer's Employee ID Number (or 110) ☐☐ - ☐☐☐☐☐☐☐

112. Preparer's Signature and Date

COLLEGE USE ONLY

D/O ○ Homeless Youth Determination ○ FEDERAL SCHOOL CODE ☐☐☐

FAA Signature

Mail completed application to: California Student Aid Commission, Cal Grant Operations, P.O. Box 419027, Rancho Cordova, CA 95741-9027

Appendix B. Description of National Student Clearinghouse matching process

To address the issue of degree attainment, we match CSAC data to postsecondary enrollment data from the National Student Clearinghouse (NSC), which tracks about 98% of all U.S. students (Dynarski, Hemelt, & Hyman, 2015). We were unable to match the entire sample due to cost considerations, and so all comparisons are made in relation to a smaller matched control group. In order to focus on graduation rates, our CDAA sample consists of the first two years of undocumented applicants to California's state aid program (2013-14 and 2014-15). We then use coarsened exact matching such that every CDAA (undocumented) student in these two cohorts (n=11,850) is matched to two similar FAFSA students (n=23,700). We match on the following exact values: application year (2013 or 2014); gender; whether their high school was listed as geographically city, suburb, or town/rural (3 values); GPA in five equally spaced groups (e.g., 2.00 to 2.39, 2.40 to 2.79, up to 3.60 to 4.00); quartiles of income based on the full population; age as of September 1st of the application year (18, 19, or 20); county of residence, and; whether they had a last name that corresponded most highly to being Hispanic, Asian, or "other". We define this proxy for ethnicity by matching each student's last name to the Census Bureau's publicly available "2010 Frequently Occurring Surnames" data. We then assign ethnic "probabilities" to each individual if their last name is such that greater than 50% of people with that last name are in one ethnicity group (e.g., if your last name is Garcia, the Census finds that 92% of these individuals are of Hispanic of Latino origin, whereas a last name of Nguyen the Census finds that 97% are non-Hispanic Asian or Native Hawaiian and other Pacific Islander). Roughly 88% of our observed undocumented

student surnames identify them as highly likely (>50%) to be Hispanic, with about 4% of the remaining surnames traditionally Asian and 8% undetermined.

This final sample contain 35,550 observations and was matched in February 2020, so we can reliably track students through the end of 2018-2019 (i.e., six and five years, respectively). NSC matching presents interpretation issues if (1) there are inaccuracies in the matching process – which is based on name and birthdate – that lead to incorrect enrollment outcomes or (2) there are discrepancies in the likelihood of data being matched correctly between undocumented students and their matched peers. Ultimately, we find both of these issues occur – that many students we know are enrolled based on CSAC payment data do not appear as enrolled in the NSC data, and this match rate varies by student such that undocumented students are even less likely to appear in the NSC data (either due to their names and birthdates being less likely to be matched, or if undocumented student data is not provided to the NSC).

This paragraph quantifies this issue. First, we find that – as one example – most students who show up enrolled in the NSC data also receive a Cal Grant payment at that college; this follows as Cal Grant payments are only made by CSAC based on verified enrollment that is tracked accurately through student SSN. Specifically, students who NSC says are enrolled in a private non-profit, UC, or CSU show up as receiving a Cal Grant payment 91%, 97%, and 85% of the time. Importantly, these statistics do not vary by undocumented status, suggesting that if an individual is observed in the NSC data, that is likely an accurate statement of their enrollment. The one exception are community college students, where only 53% of NSC enrollees receive a Cal Grant payment. This follows from the structure of the Cal Grant for two

reasons: (1) many community college attendees choose to put their award on hold for later transfer purposes or (2) some students initially enroll in a community college but do not receive a payment as they either quickly dropped out or were enrolled in too few units to be eligible (i.e., less than half-time) (this last fact comes from a non-public internal analysis done by the authors on behalf of CSAC).

The problem is that we do not find this situation in reverse – there are many students who receive a Cal Grant award but do not show up as enrolled in NSC data. One reason is that CSAC payment data follows students SSN, whereas NSC data: (1) requires a match on name and birthdate, which can lead to errors, and (2) NSC students have the option to "FERPA block" their records, thus leaving them unobserved. Among students receiving a Cal Grant at a private non-profit, UC, CSU, or community college, only 42%, 41%, 41%, and 35% show up as enrolled in the NSC data, respectively.

Even more troubling, these statistics vary significantly by undocumented status. For example, among FAFSA-submitting students we find that 41% and 46% appear at a CC or CSU in the NSC data, but among CDAA-submitting students these values are 25% and 28%. Thus, the match rate to NSC data for undocumented students appears much lower than for the FAFSA students. We then cannot simplistically rely on NSC data for our outcomes as they would misleadingly suggest that undocumented students are less likely to enroll, when in fact there is likely some error in either classification rates or – more likely – appearance in the NSC data.

Nonetheless, we do take one approach, which is to present NSC-based results that conditions on students appearing in an institution based on both NSC and Cal Grant payment data. To be clear, this match rate is different between our two groups and

could lead to biased estimates of enrollment or degree completion rates and relies on a strong assumption that the observed enrollment differences in the CSAC payment records and NSC post-secondary enrollment records are conditionally random, after restricting to only those students who show up as enrolled in both a public college in the CSAC payment and NSC datasets. Nevertheless, we take this approach as we find that after forcing this condition, our observed Cal Grant payments in this subsample are only slightly different than what is observed in the full sample, and all the results for enrollment and persistence patterns point in the same direction even if the magnitude of the estimates vary (Appendix Table B1).

We find that undocumented students are less likely to earn a bachelor's degree and equally likely to earn an associate degree as their peers, and these differences in degree completion are reflected by earlier differences in enrollment and persistence patterns. First, undocumented students were equally likely to earn an associate degree (Appendix Table B2, column 1), which reflects the earlier results that their high exit rates from community colleges led to equal attendance rates after four years. Undocumented students were also 1.9 percentage points more likely to earn a bachelor's degree from UC (Appendix Table B2, column 4) and 5.9 percentage points less likely to earn a bachelor's degree from a CSU (Appendix Table B2, column 3), which again aligns with differences in initial enrollment rates followed by equivalent persistence rates. There is some variation in exact point estimates based on the required conditioning of the linked NSC sample, so we encourage the reader not to focus specifically on the magnitude of these estimates as much as the general pattern that initial enrollment outcomes predict later differences in degree completion.

Appendix Table B1. Undocumented Students' Enrollment & Persistence Patterns, National Student Clearinghouse (NSC) data and Cal Grant payment data

	NSC data				Cal Grant Payment data			
	First year	Second year	Third year	Fourth year	First year	Second year	Third year	Fourth year
Any College	0.000	-0.019**	-0.031**	-0.055**	0.000	-0.027*	-0.039**	-0.070**
	(.)	(0.007)	(0.009)	(0.010)	(.)	(0.011)	(0.012)	(0.012)
Baseline Rate for FAFSA students	100%	91.6%	84.6%	78.6%	100%	74.0%	61.1%	52.9%
California Community College (CCC)	0.064**	0.033**	0.009	0.011	0.084**	0.025*	0.001	-0.004
	(0.012)	(0.012)	(0.012)	(0.011)	(0.010)	(0.010)	(0.008)	(0.006)
Baseline Rate for FAFSA students	45.3%	43.4%	36.8%	27.6%	34.9%	20.7%	12.1%	5.0%
California State University (CSU)	-0.138**	-0.108**	-0.091**	-0.095**	-0.113**	-0.085**	-0.068**	-0.076**
	(0.012)	(0.012)	(0.012)	(0.012)	(0.012)	(0.012)	(0.012)	(0.012)
Baseline Rate for FAFSA students	45.0%	37.3%	35.1%	36.2%	43.9%	34.8%	31.1%	30.2%
University of California (UC)	0.027**	0.034**	0.032**	0.022*	0.030**	0.035**	0.030**	0.012
	(0.009)	(0.009)	(0.009)	(0.009)	(0.009)	(0.009)	(0.009)	(0.009)
Baseline rate for FAFSA students	20.9%	19.0%	18.5%	18.5%	21.0%	18.2%	17.4%	16.9%

Notes: +p<.10. *p<.05. **p<0.01, N=8,108. This sample includes all undocumented students in the first two years of the Cal grant program (2013/14 and 2014/15 cohort), with each undocumented student matched to two similar FAFSA submitting students as described in the paper, linked to the National Student Clearing House records through the end of 2018-19. Inconsistencies in the matching between FAFSA/CDAA data and NSC records leads us to condition our analysis on a subsample of students who appear to be enrolled in the first year of both records, as described in the paper. Results are covariate adjusted. Student-level controls include GPA, income, age, family size, and dummies for sex, having college educated parents, dependency status, and application year. School-level controls include percent free and reduced-price lunch, Black, Asian, and Hispanic in a school, school size, and dummies for school urbanicity. For-profit colleges are not included in the analysis because very few profit institutions are eligible to be receiving institutions of the Cal Grant award.

Appendix Table B2. Undocumented Students' Postsecondary Degree Attainment, National Student Clearinghouse data

	Associate Degree	Bachelor's Degree		
	Any Two-Year College	Any Four-year College	California State University	University of California
Undocumented Student, unadjusted differences	0.004	-0.070**	-0.082**	0.018+
	(0.009)	(0.013)	(0.011)	(0.010)
Undocumented Student, covariate adjusted results	0.003	-0.065**	-0.077**	0.017+
	(0.009)	(0.011)	(0.011)	(0.009)
Baseline Rate for FAFSA students	13.7%	48.9%	30.0%	17.6%

Notes: +p<.10. *p<.05. **p<0.01, N=8,108. The sample includes all undocumented students in the first two years of the Cal grant program (2013-14 and 2014-15 cohort), with each undocumented student matched to two similar FAFSA submitting students as described in the paper and linked to National Student Clearinghouse records through the end of 2018-19. Inconsistencies in the matching between FAFSA/CDAA data and NSC records leads us to condition our analysis on a subsample of students who appear be enrolled in the first year of both records, as described in the paper. Student-level controls include GPA, income, age, family size, and dummies for sex, having college educated parents, dependency status, and application year. School-level controls include percent free and reduced-price lunch, Black, Asian, and Hispanic in a school, school size, and dummies for school urbanicity. For-profit colleges are not included in the analysis because very few profit institutions are eligible to be receiving institutions of the Cal Grant award.