# AGENDA

## ASSEMBLY BUDGET SUBCOMMITTEE NO. 2 ON EDUCATION FINANCE

### Assemblymember Kevin McCarty, Chair

## TUESDAY, FEBRUARY 25, 2020 9 AM, STATE CAPITOL - ROOM 447

## 2020-2021 HIGHER EDUCATION SEGMENT BUDGET PROPOSALS

#### I. OPENING REMARKS

- Assemblymember Kevin McCarty, Chair
- Committee Members

#### II. UPDATE ON 2030 BACHELOR'S DEGREE ATTAINMENT

• Hans Johnson, Public Policy Institute of California

#### III. GOVERNOR'S 2020-21 BUDGET PROPOSALS

- Brian Rutledge, Department of Finance
- Michelle Nguyen, Department of Finance
- Jennifer Kuhn Pacella, Legislative Analyst's Office

#### **IV. SEGMENT PERSPECTIVES**

- Seija Virtanen, University of California
- Ryan Storm, California State University
- Lizette Navarette, California Community Colleges

#### **V. PUBLIC COMMENT**

#### 6440 UNIVERSITY OF CALIFORNIA

6610 CALIFORNIA STATE UNIVERSITY

6870 CALIFORNIA COMMUNITY COLLEGES

#### GOVERNOR'S 2020-21 HIGHER EDUCATION SEGMENT BUDGET PROPOSALS

The Subcommittee will first hear a presentation from the Public Policy Institute of California (PPIC) regarding bachelor's degree attainment. A 2015 PPIC report projected a shortage of about 1.1 million bachelor's degrees when compared to the state's workforce needs by 2030 if enrollment and completion trends continued. Hans Johnson, director of PPIC's Higher Education Center, will provide an update on these projections.

The Subcommittee will then discuss the Governor's Budget proposals for the University of California (UC), California State University (CSU), and California Community Colleges (CCC) and hear perspectives from the segments and the public.

#### BACKGROUND

The 2019-20 Budget Act provided \$20.8 billion in General Fund and local property tax support for higher education, and included \$35.9 billion in total funds for higher education. This was an increase of about 8% in General Fund compared to the previous year, and 6% in total funds. Among the highlights:

- For UC, an increase of about \$245 million ongoing General Fund (7%) and \$218 million one-time General Fund. Nearly half of UC's ongoing General Fund augmentation was earmarked for covering operational cost increases, including negotiated salary increases for represented employees and health care cost increases for active employees and retirees. The remainder of the ongoing augmentation was for 2.6% undergraduate enrollment growth (4,860 additional full-time equivalent students in 2020-21 over the 2018-19 level), grants to physician residency programs, and expansion of various student services (including student food and housing assistance). About two-thirds of the one-time augmentation was for addressing deferred maintenance at UC campuses.
- For CSU, an increase of ongoing General Fund support of \$392 million (9.9%) and \$321 million in one-time General Fund. The largest ongoing augmentation was for faculty and staff compensation. The budget also funded 2.6% enrollment growth (10,000 additional full-time equivalent resident undergraduates over estimated 2018-19 enrollment). The largest one-time augmentation was for addressing deferred maintenance at CSU campuses. The remaining one-time spending included additional student food and housing assistance as well as funding to study the need for and feasibility of building new CSU campuses in

certain regions of the state (specifically Chula Vista, Concord, Palm Desert, San Joaquin County, and San Mateo County).

For the CCC, an increase of ongoing Proposition 98 General Fund of \$360 million, and \$45 million one-time support. Ongoing augmentations included \$255 million to support a 3.26% cost-of-living adjustment, \$55 million for enrollment growth, \$9 million for rapid rehousing and \$5 million for veterans resource centers. The budget also included funding to extend the College Promise program to a second year of free tuition for first-time, full-time students, and authorized 39 new capital outlay projects and 14 continuing projects.

#### Governor's 2020-21 Budget Proposals

The Governor's Budget proposes \$21.2 billion General Fund and local property taxes for higher education in 2020-21, and \$36 billion including other funds. This would be a 1.8% increase in General Fund and local property taxes, and a 0.3% increase in all funds for higher education. The chart below indicates past and proposed spending on the segments, student financial aid, and other higher education activities.

	(Dollar	s in Millions)			
				Change 2019	
	2018-19	2019-20	2020-21	Dollars	Percent
University of California					
Total Funds <sup>17</sup>	\$9,052.3	\$9,395.5	\$9,520.7	\$125.2	1.3%
Ongoing General Fund	3,475.5	3,724.3	3,942.0	\$217.7	5.8%
One-Time General Fund	267.7	213.9	56.0	-	
California State University					
Total Funds 17	\$7,439.8	\$8,026.1	\$7,916.9	-\$109.2	-1.4%
Ongoing General Fund	3,961.3	4,356.9	4,587.4	\$230.4	5.3%
One-Time General Fund	132.8	345.5	\$6.0	-	
California Community Colleges					
Total Funds	\$15,125.4	\$15,661.7	\$15,801.8	\$140.1	0.9%
General Fund & Property Taxes	10,299.1	10,495.3	10,904.5	\$409.2	3.9%
California Student Aid Commission					
Total Funds	\$2,274.7	\$2,699.7	\$2,677.1	-\$22.6	-0.8%
Ongoing General Fund 2/	1,189.4	1,618.9	1,656.4	\$37.5	2.3%
Other Higher Education 3/					
Total Funds	\$71.8	\$92.7	\$69.2	-\$23.4	-25.3%
Ongoing General Fund	14.6	16.9	21.0	\$4.0	23.9%
One-Time General Fund	6.5	26.1	-		
Total Funds	\$33,964.0	\$35,875.6	\$35,985.7	\$110.1	0.3%
General Fund	\$19,346.8	\$20,797.8	\$21,173.3	\$375.5	1.8%

#### **Higher Education Expenditures**

<sup>1/</sup> These totals include tuition and fee revenues and other funds the universities report as discretionary.

2/ General Fund expenditures for the Cal Grant program are offset by reimbursements, including approximately \$1 billion in federal

Temporary Assistance for Needy Families (TANF) funds received through an agreement with the Department of Social Services.

<sup>37</sup> This category includes expenditures for Hastings College of the Law and one-time funds in 2019-20 for the Scholarshare California Kids Investment and Development Savings Program. The following provides a brief summary of the Governor's Budget proposals for UC, CSU and the CCC.

**UC.** The Governor's Budget increases ongoing General Fund for UC by \$219 million and provides a total of \$56 million for one-time UC initiatives. The largest ongoing proposal is a 5% base increase (\$169 million). Unlike the 2019-20 budget, which connected every UC funding augmentation with a specific purpose, the Governor's 2020-21 proposal gives UC more flexibility in allocating the base increase. The administration states in the *Governor's Budget Summary* that it expects UC to continue focusing on college affordability, improving degree completion, and narrowing achievement gaps; however there are no specific requirements in budget bill language. Additionally, though it sets no specific UC enrollment target, the administration expects UC to further increase resident undergraduate enrollment in 2020-21 and 2021-22. The remaining ongoing UC increases are for various programs, including UC Riverside's School of Medicine and UC San Francisco's Fresno branch campus. The largest one-time proposal would develop a UC Davis-administered grant program for animal shelters (\$50 million). The table below, developed by the LAO, shows all the Governor's ongoing and one-time proposals for UC.

(In Millions)	
2019-20 Revised Spending	\$3,938.2
Ongoing	
General Fund base increase (5 percent)	\$169.2
UC Riverside medical school operational increase	25.0
UC San Francisco Fresno center operations	15.0
Agriculture and Natural Resources base increase (5 percent)	3.6
UC San Diego Center for Public Preparedness	3.0
Legal services for undocumented students	1.6
Graduate medical education <sup>a</sup>	1.6
Subtotal	(\$219.1)
One-Time Initiatives	
UC Davis animal shelter grant program	\$50.0
UC Extension centers	4.0
New UC Subject Matter Project in computer science	1.3
Graduate medical education <sup>a</sup>	0.7
Subtotal	(\$56.0)
Remove 2019-20 one-time funds	-\$215.2
Total Changes	\$59.9
2020-21 Proposed Spending	\$3,998.1

**University of California General Fund Changes** 

<sup>a</sup> Backfills reductions in Proposition 56 funds,

**CSU.** The Governor's Budget increases ongoing General Fund for CSU by \$247 million and provides \$6 million for a one-time CSU initiative. The largest ongoing proposal is a 5% ongoing General Fund base increase (\$199 million). Similar to the approach taken with UC, the Governor does not tie this augmentation to specific purposes, giving CSU flexibility to make spending decisions. The administration expects CSU, however, to continue focusing on college affordability and making progress toward the goals of its Graduation Initiative 2025. As with UC, the Governor sets no CSU enrollment target for 2020-21 but expects CSU to expand enrollment and support additional students at its most impacted campuses and programs. The remaining ongoing CSU increases cover higher pension and retiree health benefit costs. The one-time General Fund proposal would create degree-completion programs for individuals who started but never completed college. The table below shows the Governor's proposals for CSU.

(In Millions)	
2019-20 Revised Funding	\$4,702.4
Ongoing	
Base increase	\$199.0
Retiree health benefits adjustment	31.4
Pension adjustment	16.4
Subtotal	\$246.8
One Time	
Extension education	\$6.0
Subtotal	\$6.0
Remove one-time funding provided in 2019-20	-\$315.2
Technical adjustment	-\$30.3
Total Changes	-\$92.6
2020-21 Proposed Funding	\$4,609.8

#### **California State University General Fund Changes**

**CCC.** The Governor's Budget provides nine new ongoing spending commitments (totaling \$296 million Proposition 98 General Fund) and six one-time initiatives (totaling \$93 million Proposition 98 General Fund). The largest ongoing proposal is to increase apportionment funding by \$199 million to cover a 2.29% cost-of-living adjustment and 0.5% enrollment growth. The administration proposes no changes to the apportionment formula. The Governor's Budget proposes multiple changes, totaling \$83 million, related to workforce training. These proposals consist of \$28 million ongoing and \$20 million one-time to fund more apprenticeship instructional hours, \$15 million ongoing to expand the California Apprenticeship Initiative targeting nontraditional fields, and \$20 million one time for a new initiative to expand work-based learning opportunities. The Governor's Budget also contains \$32 million ongoing for various student programs as well as \$35 million one time for other student and faculty programs. The table below lists all 15 CCC Proposition 98 proposals.

In addition, the Governor's Budget includes \$28 Million in Proposition 51 Bond Funds to support preliminary plans and working drawings for 24 new projects. The Administration has indicated it will consider funding for the construction phase of continuing projects in the spring, when more information on project schedules is available.

Changes in Ongoing Spending	
COLA for apportionments (2.29 percent)	\$167.2
Enrollment growth (0.5 percent)	31.9
Apprenticeship instructional hours	27.8
COLA for select categorical programs <sup>a</sup>	21.6
California Apprenticeship Initiative	15.0
Food pantries	11.4
Legal services for undocumented and immigrant students	10.0
Dreamer resource liaisons	5.8
Instructional materials for dual enrollment students	5.0
Total	\$295.6
One-Time Initiatives	
Funding for current-year apprenticeship costs	\$20.4
Work-based learning initiative	20.0
Deferred maintenance	17.2
Pilot program for diverse faculty hiring	15.0
Part-time faculty office hours	10.0
Zero Textbook Cost Degrees	10.0
Total	\$92.7

## California Community Colleges Proposition 98 Policy Proposals (In Millions)

<sup>a</sup> Applies to the Adult Education Program, apprenticeship programs, CalWORKs student services, campus child care support, Disabled Students Programs and Services, Extended Opportunity Programs and Services, and mandates block grant.

#### **STAFF COMMENT / POTENTIAL QUESTIONS**

The Governor's Budget can be reviewed by the Subcommittee through the lens of the Assembly's higher education goals, which include increased access, affordability and student support. The Administration proposes significant new resources for UC, CSU and community colleges, which should allow the segments to address many of the cost pressures they face.

However, the proposal does not address access at UC and CSU by failing to set specific enrollment targets. The Governor's Budget also does not include any expansion of the Cal Grant financial aid program, which is a major priority for the Assembly this year and will be discussed at subsequent Subcommittee hearings.

Although none of the segments received the full amount of new state spending it requested, the Governor's Budget marks a great opportunity for the Administration, segments and Legislature to work together to develop a spending plan that responds to system concerns and state and student priorities.

Among the issues the Subcommittee can consider are:

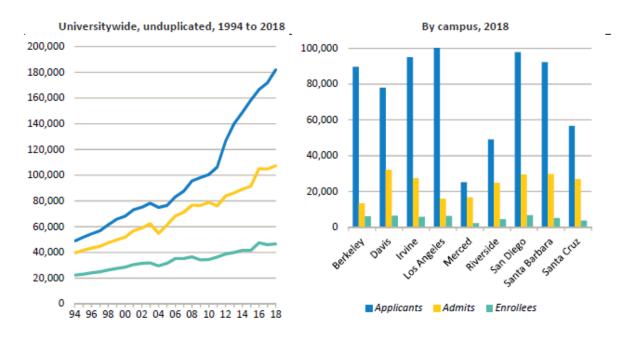
While California applications to UC and CSU have decreased slightly very recently, demand continues to far outpace available seats. Both segments have seen a slight dip in applications in the past two years:

- California freshmen and transfer applications to UC dropped from 154,150 for Fall 2018 to 149,804 for Fall 2020.
- Overall applications to CSU dropped from 294,617 in Fall 2017 to 283,396 in Fall 2019 (the most recent year available.)

Despite these recent trends, however, the number of applications at most campuses is has grown significantly during the past decade, and overall demand for higher education remains greater than the segments can support. Over the past five years, the number of high school graduates completing the required A-G coursework in high school has increased 28%, according to the Public Policy Institute of California. In 2017–18, almost half (49%) of California's high school graduates had completed the A-G courses, a major increase from just ten years earlier when only about one-third (34%) did so. Community college transfer has grown significantly too: Over the past five years, UC community college transfer enrollment has risen by 25% and CSU has seen a 14% increase in transfer students.

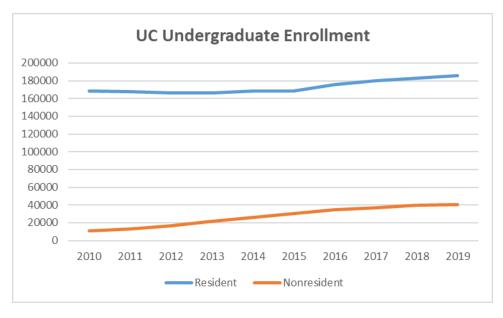
Most UC campuses have become increasingly selective. The charts on the next page indicate the freshmen applicants, admits and enrollment systemwide over the past 24 years, and by campus for 2018. UC reports that most campuses admit less than half of applicants. The two most selective campuses - Los Angeles and Berkeley – admitted 12% and 17% of California freshmen applicants in Fall 2019.

The third chart depicts California and nonresident enrollment at UC over the past 10 years. Nonresidents now account for about 18% of all UC undergraduates.



1.1.1 Freshman applicants, admits, and enrollees, Universitywide, Fall 1994 to 2018

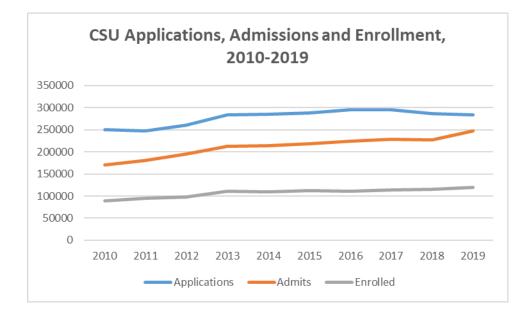
Source: UC Data Warehouse1



Source: UC Information Center

CSU also faces enrollment demand that it cannot meet. Six campuses currently have declared "impaction," in all programs, meaning there are more applicants than can be accommodated. Almost all CSU campuses have at least one impacted program. The chart below indicates applications, admissions and enrollment over the past 10 years.

During this period, CSU has denied admission to thousands of students who are minimally eligible for CSU. Per direction in the 2018 Budget Act, CSU began a new process in Fall 2019 to redirect eligible students who applied to impacted campuses to non-impacted campuses. CSU reports that about 900 students who were redirected last fall accepted placement at another campus.



Staff notes that CSU was funded in the current year for 10,000 additional students, but is on track to add only about half of that. UC increased California enrollment by about 2,600 students in Fall 2019, and is funded for another 2,200 students. Both segments note that enrollment targets were not finalized for the current year until after admissions decisions were made.

The Subcommittee's next higher education hearing, on March 10<sup>th</sup>, will focus more specifically on increasing capacity in California higher education.

State support for higher education has grown significantly since the Great Recession, but all three segments are struggling to meet rising costs and accommodate enrollment demand. Direct General Fund support for the segments has grown by nearly \$10 billion since 2012-13, the first post-recession fiscal year. Based on the Governor's Budget proposal foe 2020-21:

- General Fund support for UC has increased by 56% in this period;
- General Fund support for CSU has grown by 86%;
- And Community Colleges have seen a 66% increase.

The chart below shows funding for core operations at the three segments, including proposed amounts in the Governor's Budget. It should be noted that this chart does not adjust for inflation, and backs out one-time funding from the current year.

	Fund	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
UC	General Fund <sup>2</sup>	\$2,566	\$2,844	\$2,993	\$3,259	\$3,496	\$3,570	\$3,743	\$3,938	\$3,998
	Tuition and Fees <sup>3</sup>	3,554	3,664	3,998	4,087	4,507	5,012	4,902	5,067	5,137
	Other UC Core Funds 4	378	314	240	318	353	388	361	348	344
	Lottery	30	31	32	38	38	43	46	42	42
	Total	(\$6,528)	(\$6,853)	(\$7,263)	(\$7,703)	(\$8,394)	(\$9,013)	(\$9,052)	(\$9,395)	(\$9,521)
CSU	General Fund <sup>2</sup>	\$2,474	\$2,772	\$3,042	\$3,276	\$3,564	\$3,564	\$4,094	\$4,696	\$4,610
	Tuition and Fees <sup>3</sup>	2,643	2,764	2,905	3,022	3,077	3,275	3,278	3,262	3,262
	Lottery	40	36	55	54	50	55	68	62	62
	Total	(\$5,157)	(\$5,573)	(\$6,002)	(\$6,352)	(\$6,691)	(\$6,895)	(\$7,440)	(\$8,019)	(\$7,933)
200	General Fund <sup>2</sup>	\$4,269	\$4,614	\$5,412	\$5,820	\$5,868	\$6,223	\$6,871	\$6,868	\$7,075
	Local Property Tax	2,257	2,182	2,306	2,631	2,858	2,980	3,077	3,254	3,435
	Student Fees <sup>3</sup>	433	414	418	432	458	457	464	464	466
	Lottery	157	193	189	232	233	231	245	246	246
	Total	(\$7,117)	(\$7,404)	(\$8,326)	(\$9,115)	(\$9,417)	(\$9,893)	(\$10,658)	(\$10,832)	(\$11,222)
	Totals	\$18,802	\$19,830	\$21,591	\$23,170	\$24,502	\$25,801	\$27,150	\$28,247	\$28,676

<sup>47</sup> For 2014-15, 2016-17, 2017-18, and 2018-19, includes Awards for Innovation in Higher Educati <sup>37</sup> Includes systemwide resident and nonresident tuition and fees, before discounts and waivers

<sup>4/</sup> Includes system where such and homes dent current and bees, before discounts and wavers.

<sup>67</sup> Includes Interest, a portion of grant overhead and patent royalty income, and proposition 56 funds for graduate medical education.

Note: 19-20 funding is estimated; 20-21 is proposed amounts in the Governor's Budget

Despite this growth, all three segments are seeking much higher funding this year than the Governor's Budget proposes, as they report rising costs that require more revenue. Many community colleges are cutting budgets or planning for cuts; all three segments are struggling to support increasing salary and benefit costs, maintain facilities, and expand student access and services.

**Both UC and CSU are considering tuition increases.** The UC Board of Regents will take action on a proposal to increase tuition at its March hearing. The Board is considering a model that would increase tuition and fees annually for five years, but each entering student cohort would be guaranteed the same level of tuition and fees for six years. For example, incoming California resident students in Fall 2020 would see a 4.8% increase in tuition and fees, or about \$606 more, but this amount would not increase. The next cohort of students, entering in Fall 2021, would see an increase of about \$624 over current tuition and fee levels. Current UC students, who pay about \$13,956 in tuition and fees, would not face an increase.

UC estimates the tuition and fee increase would generate about \$52 million in net revenue.

The CSU Board of Trustees is expected to discuss a tuition increase at its March meeting, and could take action on a proposal in May. Based on a report prepared for the California State Student Association by the Chancellor's Office in November 2019, students could face an increase aligned with inflation, or about \$174. This would increase tuition from \$5,742 per student to \$5,916 per student, and would generate about \$50 million in net revenue for the system.

Source: Legislative Analyst's Office

Staff notes that increases in tuition lead to increases in Cal Grant costs. For example, the LAO estimates state costs of \$15 million should UC's tuition increase be approved. Budget bill language in both the UC and CSU budgets allows the Department of Finance to reduce operational support for the segments by the amount of increased Cal Grant costs should tuition be increased.

*The segments all have requests that were not included in the Governor's Budget.* All three segments develop budget proposals in the Fall. The charts below indicate those proposals:

UC Ongoing Request	Cost	(in millions)
Base Budget Adjustment	\$	264.3
Enrollment Growth 20-21	\$	13.0
Enrollment Growth 21-22		
(1,000 undergrads, 800		
grads)	\$	22.5
Degree		
Attainment/Closing		
Achievement Gaps	\$	60.0
Riverside School of Medic	\$	25.0
Student Mental Health	\$	5.3
SAPEP (Student Academic		
Preparation and		
Educational Partnerships)		
Increase	\$	23.0
Outreach/Support for		
Foster Youth/Formerly		
Incarcerated/Undocumen		
ted Students	\$	20.0
Total Ongoing		\$433.1

CSU Ongoing Request	Cost (i	in millions)
Enrollment Growth (5%, or		
18,707 FTE)	\$	248.6
Salary/Benefits Increases	\$	177.4
Graduation Initiative	\$	105.0
Facilities/Infrastructure	\$	75.0
Manadotory Cost Increases	\$	27.3
Basic Needs Partnerships	\$	15.0
Total Ongoing	\$	648.3

CSU One-Time Request	Cost	
Deferred Maintenance	\$	500.0
Total One-Time	\$	500.0

UC One-Time Request	Cost	
Deferred Maintenance	\$	450.0
Innovation/Entrepreneurs	\$	25.0
Total One-Time	\$	475.0

CCC Ongoing Request	Cost	(in millions)
Base Increase	\$	328.0
Textbook Affordability	\$	10.0
Annual Survey of Basic Needs	\$	0.4
Faculty/Staff Diversity	\$	76.0
Professional Development	\$	15.0
Student Equity and		
Achievement Program		
Augmentation	\$	20.0
Mental Health Services	\$	10.0
Expand Educational Programs		
for Incarcerated Students	\$	10.0
6 positions to Expand		
Chancellor's Office Research		
and Planning Unit	\$	1.0
Student Housing	\$	6.2
2 positions to create		
Chancellor's Office Energy		
and Environmental		
Sustainability Unit	\$	0.2
Library Services Platform	\$	4.0
Systemwide		
Awareness/Outreach	\$	2.5
13 positions for Chancellor's		
Office core support	\$	2.3

CCC One-Time Request	Cost (i	n millions)
Pension Contribution	Ş	100.0
Prop 51 Cap Outlay	Ş	650.0
Work-Based Learning	Ş	20.0

**Support for student needs is significant, but more could be done.** All three segments have conducted student surveys over the past five years that reveal growing unmet need. In addition, the 2018-19 Student Expenses and Resources Survey, conducted by the California Student Aid Commission, suggests that one-third of California college students are housing insecure or have low or very low food security.

The state and segments have responded to this crisis. Free food pantries are the norm on California campuses, as are emergency aid and housing programs. Campuses are seeking to expand mental health services. State support for these issues totaled more than \$68 million in the current fiscal year, although more than half of that is one-time funding. The chart on the next page depicts this funding for the 2019-20 fiscal year. Even with this support, there remain significant needs. The Subcommittee can consider ways to support affordable student housing, ongoing mental health services funding, and connecting more students to the Cal Fresh program or other federal and state programs for the needy.

2019-20 Budget (in millions)	UC 🔻	CSU 🔻	CCC 🗠	Totals 💌
Basic Needs (food pantries, Cal				
Fresh sign up, other programs/aid)	15	15	3.9	33.9
Rapid Rehousing	3.5	6.5	9	19
Mental Health Services	5.3	3	7	15.3
Total	23.8	24.5	19.9	68.2

Note: shaded boxes indicate ongoing funding; non-shaded boxes indicate one-time funding.

#### **Suggested Questions**

- Why did the Governor not include enrollment targets for UC and CSU? Does the Administration have any specific expectations for the segments regarding enrollment growth?
- The 2019-20 Budget provided significant funding for enrollment growth at UC and CSU. Both segments appear to have enrolled about half of their target. What are the segments' enrollment plans for 20-21?
- What would the segments prioritize should the Governor's level of funding be the final level of state funding for 2020-21?
- How will the Governor's Budget proposals for UC impact the health care workforce?
- Why didn't the Administration provide funding for deferred maintenance at UC and CSU?
- How will CSU address student basic needs programs without specified state funding?
- What are the segments doing to contain costs?
- The Governor's Budget does not include specific funding to increase completion. Why? For the segments, what types of activities would be undertaken in 20-21 if funding for the Graduation Initiative and degree attainment/closing achievement gaps were included?
- How would UC use the outreach and student support funding it has requested?
- Neither UC or CSU requested funding to focus on faculty diversity issues. Why not? How can the state help the segments address this issue?
- The Governor's Budget provides funding for UC and CSU's extension programs to support online degree completion. Why online? How would the segments use this funding? Has UC spent the funding provided in 2019-20 for this purpose?