

# Assessing UC and CSU Enrollment and Capacity



MAC TAYLOR • LEGISLATIVE ANALYST • JANUARY 19, 2017

AN LAO REPORT

## EXECUTIVE SUMMARY

### Background

**State Has Two Public University Systems.** In 2015-16, the University of California (UC) enrolled 248,000 students at ten campuses and the California State University (CSU) enrolled 394,000 students at 23 campuses. UC is a research university, educating undergraduates, graduate students through the doctoral degree, and professional-school students. CSU educates undergraduates and graduate students, primarily through the master's degree.

**State Eligibility Policies One Key Factor Driving Enrollment.** Under longstanding state policy, the top 12.5 percent of high school graduates are eligible to attend UC as freshmen and the top 33 percent are eligible to attend CSU as freshmen. Community college students are eligible to transfer to UC if they complete certain coursework with a 2.4 grade point average (GPA) and to CSU with a 2.0 GPA. These policies have generally guided state decisions in setting enrollment levels, although many factors can influence whether a student actually applies and enrolls at UC or CSU.

**Campuses Have Current and Planned Enrollment Capacity.** The Legislature has certain expectations regarding use of academic facilities during the fall through spring terms as well as summer term. These guidelines determine current capacity, or how much enrollment the systems can support within their existing facilities. Campuses also develop long-range land use plans that estimate planned capacity, or the amount of enrollment they could support if all planned facilities were constructed.

**Legislation Requires Us to Assess Whether a New Campus Is Warranted in the Near Future.** Chapter 22 of 2015 (SB 81, Committee on Budget and Fiscal Review) requires our office to review the need for new UC or CSU campuses, taking a systemwide perspective for UC and a regional perspective for CSU. In making our assessment, the legislation requires our office to consider a variety factors, including enrollment demand and enrollment capacity.

### Major Findings

**College Preparation Increasing Statewide.** The proportion of high school graduates completing college preparatory work has increased from around 35 percent in the early 2000s to 43 percent by 2014-15. Some CSU and UC freshmen, however, still require remediation. In 2014-15, remediation rates were 40 percent at CSU and 19 percent at UC—down somewhat since 2000-01. Among community college students, 157,000 completed two years of full-time study in transferable coursework in 2014-15, a 67 percent increase over the 2000-01 level.

**UC and CSU Likely Drawing From Beyond Freshman Pools for Admission.** Both university systems receive many more freshman applicants and likely are admitting more freshmen than their freshman eligibility pools under state policy. For transfer admission, UC reports admitting all eligible applicants, whereas CSU reports denying admission to roughly 11,000 applicants, the bulk of whom apply to a nonlocal campus.

***Freshman Participation Has Been Increasing at CSU, Relatively Steady at UC.*** The proportion of high school graduates enrolling at CSU as freshmen has increased from 10 percent in 2000 to 14 percent in 2015. At UC, the rate has been relatively steady, hovering around 8 percent.

***California Has a Relatively Highly Educated Population.*** In 2014, 32 percent of adult Californians held at least a bachelor's degree, slightly above the national average. California currently ranks 14<sup>th</sup> among states for its attainment rate, one spot below its 2005 ranking.

***Significant Regional Variation in College Preparation, Participation, and Attainment.*** High school graduates from more urban counties generally are more likely than graduates from rural counties to complete college preparatory work and enroll at UC and CSU. Urban counties also generally have a higher proportion of adults who have attained at least a bachelor's degree.

***Campuses Have Significant Room to Grow.*** Both systems report using their existing facilities less than the Legislature's guidelines. For the fall through spring terms, UC and CSU report using their facilities at 84 percent and 90 percent of the guidelines, respectively. Summer enrollment is at about 20 percent of fall enrollment at UC and 6 percent of fall enrollment at CSU—both well below the state's expectations. Furthermore, both systems indicate having room to grow based on their campuses' long-term plans.

## Assessment

***Report Assumes 11 Regions for CSU Analysis.*** As the state has no formal set of regions that it consistently uses for CSU purposes, we explored various options, ultimately selecting a set of 11 regions already used by the state for various education programs. In our view, these regions provide one reasonable approach, though other regional breakdowns also could be reasonable.

***Modest Enrollment Growth Projected Over Period.*** High school graduates are expected to increase modestly between 2016-17 and 2024-25. Based on this forecast, we project UC would enroll 11,000 more resident students (5 percent) in 2024-25 compared to 2016-17. For CSU, we project enrollment growth for eight of the eleven regions, with total growth of 15,000 resident students (4 percent) over the 2016-17 level.

***Significant Capacity Available at UC and CSU.*** Whereas UC is projected to grow by 11,000 students between now and 2024-25, we estimate that it has capacity through existing and planned facilities to accommodate at least triple this number of students. Whereas CSU is projected to grow a total of 15,000 students, we estimate it could accommodate 92,000 in its existing facilities and another 139,000 students were the campuses to construct new facilities according to their long-range plans. We find that every CSU region could accommodate projected enrollment growth.

***New Campus Not Warranted at this Time.*** Given UC and every CSU region could accommodate projected enrollment within existing campuses, we conclude that new campuses are not warranted at this time. Because both UC and CSU have capacity significantly beyond projected enrollment growth, new campuses likely would not be warranted even if the Legislature were to change its underlying assumptions. For example, even were the Legislature to expand freshman eligibility, new campuses likely would not be warranted in the near future.

## INTRODUCTION

***Report Assesses Whether State Should Construct New University Campuses.*** Chapter 22 of 2015 (SB 81, Committee on Budget and Fiscal Review) requires our office to assess whether the state should construct new University of California (UC) or California State University (CSU) campuses. Chapter 22 requires our office to take statewide and regional approaches for UC and CSU, respectively. This report fulfills these requirements. (The appendix contains the text of the legislation.)

***Report Focuses on Access for Resident Undergraduates.*** Longstanding state policy has focused on providing access for students from in-state high schools and community colleges to attend UC and CSU as undergraduates. Chapter 22 affirms this focus by requiring our office to analyze certain data, such as projections of public high school graduates, that pertain to resident undergraduate enrollment. Though we focus on resident undergraduates throughout the report, we

include graduate students and nonresident students in some relevant parts of our analysis, such as when evaluating campus capacity. Unless otherwise noted, we cite enrollment in terms of full-time equivalent students (reflecting the number of units taken) rather than headcount (reflecting the total number of students regardless of units taken).

***Report Comprised of Three Main Sections and an Appendix.*** In the first section, we provide background on enrollment and capacity. In the second section, we present key findings from our analysis of the data required by Chapter 22. Most notably, we examine state and county data on college preparation, admissions, enrollment, and capacity. Due to the amount of data required by Chapter 22, we summarize our findings in the section but include county-specific data in an appendix. In the final main section, we assess whether the state should construct a new campus.

## BACKGROUND

In this section, we provide background on (1) the state's goals for providing students access to public higher education, (2) ways the state can gauge enrollment demand, (3) current UC and CSU campuses and their enrollment, and (4) ways the state can measure campus capacity.

### STATE GOALS FOR ACCESS

***Master Plan Is the State's Key Policy Document for Access.*** Written in 1960, the *California Master Plan for Higher Education* established a number of key higher education policies for the state's public sector. Most relevant for this report, the Master Plan set forth each of the three segments' missions and student eligibility

policies. The state and the segments historically have based their enrollment, budget, and capacity decisions upon these policies.

***Master Plan Assigns Each Public Segment a Different Mission.*** The Master Plan envisions UC as the state's primary public research university and directs it to grant bachelor's, master's, and doctoral degrees. It calls for CSU to focus on instruction in the liberal arts and grant bachelor's and master's degrees. The California Community Colleges (CCC) are to provide basic skills instruction, career technical education, and lower-division instruction. The Master Plan sets forth that CCC is to grant associate degrees and certificates and prepare students to transfer to four-year colleges.

***Master Plan Has Each Public Segment Differing in Selectivity and Cost.*** Each segment caters to somewhat different student populations. The CCC system is to be open access for all students over the age of 18, CSU is to be somewhat selective, and UC is to be the most selective segment. Each segment also has different expected costs. Because of its research mission, UC has the highest per-student cost, CSU has the next highest cost, and CCC has the lowest cost.

***Master Plan Sets Different UC and CSU Eligibility Policies.*** Consistent with its vision for UC to be more selective than CSU, the Master Plan sets higher freshman and transfer eligibility standards for UC. For freshman eligibility, UC is to draw from the top 12.5 percent of public high school graduates, whereas CSU is to draw from the top 33 percent. For transfer eligibility, UC is to admit students who have completed lower-division coursework with at least a 2.4 grade point average, whereas CSU is to admit those having at least a 2.0 grade point average. The transfer function is intended both to (1) provide students who do not qualify for freshman admission an opportunity to earn a bachelor's degree and (2) reduce costs for students seeking a bachelor's degree by allowing them to attend CCC for their lower-division coursework.

***UC and CSU Establish Systemwide Freshman Admission Requirements.*** For freshmen, the university systems are responsible for setting specific admission criteria intended to reflect their respective eligibility pools. As a minimum criterion, both systems require high school students to complete a series of college preparatory courses known as the "A-G" series. The series includes courses in math, science, English, and other subjects. To qualify for admission, students must complete this series while earning a certain combination of course grades and scores on standardized tests.

***Freshman Admission Criteria Periodically Reassessed.*** To gauge whether the universities are drawing from their freshman eligibility pools, the state funds "eligibility studies." These studies examine public high school graduates' transcripts to determine the proportion of students eligible for each university system. If the proportion is significantly different from 12.5 percent and 33 percent for UC and CSU, respectively, the universities are expected to adjust their admission policies accordingly. For example, UC tightened its admission criteria after an eligibility study conducted in 2003 found it drawing from the top 14.4 percent of public high school graduates. The last eligibility study was conducted in 2007. The 2015-16 budget provided \$1 million for the Office of Planning and Research to complete a new eligibility study by December 1, 2016. (As of the release of this report, the study was not yet published.)

***UC and CSU Assess Entering Freshmen for Proficiency.*** Though UC and CSU admit only students who have completed the college preparatory A-G course series, they require freshmen to demonstrate proficiency in certain areas prior to enrolling. UC requires students to demonstrate proficiency in writing, whereas CSU requires students to demonstrate proficiency in both English and math. Students have a number of options for demonstrating proficiency, including attaining certain scores on state tests, advanced placement tests, SAT tests, or placement tests administered by the universities. Based on test results, the universities place some students into remedial courses.

***Admission Rules Differ for Transfer Students.*** The university systems set general education and pre-major course requirements for transfer admission. Transfer students completing these courses and meeting the Master Plan's grade point average requirements are eligible for admission. Unlike for freshmen, UC and CSU do not have

set eligibility pools for transfer students. Also in contrast to freshmen, UC and CSU do not test transfer students’ proficiency prior to enrolling them or require them to complete remedial coursework.

**Legislature Recently Directed UC and CSU to Report on Potential Changes to Eligibility Policies.** The 2016-17 budget requires UC and CSU to develop plans to produce 250,000 and 480,000 more bachelor’s degrees, respectively, by 2030 than projections made by the Public Policy Institute of California. To reach these targets, the budget specifies that the university systems could each consider changes that would broaden eligibility, increase enrollment, or improve graduation rates. The segments are required to submit their reports to the Legislature by March 2017.

**UC Focuses on Systemwide Access.** UC guarantees eligible students access to its system but does not guarantee them admission to a particular campus. Campuses that receive more applicants than they can accommodate have higher admission standards than the minimum requirements to be eligible to the system. Eligible students not admitted to a UC campus of their choice are referred to less selective campuses. Currently, Merced is the sole referral campus for freshmen, and both Merced and Riverside are referral campuses for transfer students.

**CSU Generally Considered a Regional System.** Unlike UC, CSU has historically been considered a regional system, with many of its campuses generally drawing their enrollment

from their surrounding areas. Historically, campuses that receive more eligible applicants than they can accommodate set “local admission areas” to determine which students are “local.” These campuses, in turn, guarantee admission for local students but increase admission standards for students from outside the local admission areas. In recent years, however, six campuses have decided no longer to guarantee admission to local eligible applicants. These six campuses instead only grant “priority points” to local applicants when evaluating their applications. Figure 1 identifies the admission guarantees currently offered by each CSU campus.

**CSU’s Regional Role Never Formalized.** Despite CSU historically serving a regional function, neither state law nor the 1960 Master Plan formally establish a regional policy or set specific regions for the system. Lacking a formalized set of regions, the state has used different CSU regions for its new campus studies. For example, a 1957 new campus study considered 29 CSU regions, whereas the 1960 Master Plan considered 13 regions.

**Figure 1  
CSU Campuses’ Admission Guarantees**

*For Admission in 2017-18*

All Eligible Applicants	All Local Eligible Applicants	None
Bakersfield	Chico	Fresno
Channel Islands	Humboldt <sup>a</sup>	Fullerton
Dominguez Hills	Los Angeles	Long Beach
East Bay	Monterey Bay	San Diego
Maritime Academy	Northridge	San Jose
Stanislaus	Pomona	San Luis Obispo
	Sacramento	
	San Bernardino	
	San Francisco	
	San Marcos	
	Sonoma	

<sup>a</sup> For freshman admission only. All eligible transfer applicants are guaranteed admission.

## ENROLLMENT DEMAND

### *Enrollment Demand Different From Access.*

Whereas access refers to which students are eligible to attend the public segments, enrollment demand considers how many eligible students want to attend them. Some students eligible for admission to UC or CSU might prefer to attend an in-state private university or an out-of-state university. Some UC-eligible students might prefer a CSU campus, and some UC- and CSU-eligible students might prefer to attend community college for their lower-division coursework. Other eligible students might prefer to enter the workforce directly after high school.

***Demographic Changes One Factor in Measuring Enrollment Demand.*** The state typically has measured enrollment demand in a few ways. One way has been to look at changes in high school graduates. Assuming no other change, an increase in the number of California high school graduates causes a proportionate increase in the number of students eligible to enter UC and CSU as freshmen. An increase in freshman enrollment can contribute to an immediate increase in transfer enrollment, as UC aims to enroll one transfer student for every two freshmen and CSU typically enrolls at around a one-to-one ratio. Increases in high school graduates also can have a future effect on transfer enrollment, as some of those students will work their way through the transfer process at CCC over the course of a few years. Though not as direct an indicator, changes in the college-aged population (18-24 year olds) also can affect enrollment demand, as more than 90 percent of UC undergraduates and about 80 percent of CSU undergraduates are in this age group.

***College Participation Rates Another Factor in Gauging Enrollment Demand.*** For any subgroup (for example, high school graduates), the percentage of individuals who are enrolled in college is that subgroup's college participation rate. Other factors

remaining constant, if participation rates increase (or decrease), then enrollment demand increases (or decreases). Participation rates can change due to a number of factors, including student fee levels, availability of financial aid, state and institutional efforts to promote college going, and the availability and attractiveness of other postsecondary and employment options.

***Actual Enrollment Levels Affected by Available Funding.*** Though the demand for enrollment might change due to population growth or increases in college participation, actual enrollment at each segment depends heavily on the availability of funding. To align with their annual budgets, UC and CSU actively “manage” their enrollment levels. Some of the strategies the university systems use to manage enrollment include the changing of application deadlines (shortening them to reduce enrollment, lengthening them to increase enrollment) and referring students to campuses where they did not apply (referring more students to reduce enrollment, referring fewer to increase enrollment).

## CURRENT ENROLLMENT

***UC Currently Enrolls 248,000 Students at Ten Campuses.*** Nine UC campuses enroll both resident and nonresident, undergraduate and graduate students and offer a broad array of academic programs. A tenth campus in San Francisco enrolls only graduate students in the health sciences. As Figure 2 shows, UC campuses vary in size. In 2015-16, five UC campuses enrolled more than 30,000 students, three enrolled between 10,000 and 30,000 students, and two enrolled fewer than 10,000 students. With the exception of San Francisco, all campuses enroll more undergraduate than graduate students, with graduate enrollment varying from one-quarter of total enrollment (at Berkeley and Los Angeles) to less than one-tenth (at Santa Cruz and Merced).



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**CSU Enrolls 394,000 Students at 23 Campuses.** All CSU campuses enroll resident and nonresident, undergraduate and graduate students, and almost all campuses offer a broad array of academic programs. The exception is the Maritime

Academy, which focuses solely on maritime professions. Several campuses, most notably San Diego, also offer joint doctoral programs with UC, and a few recently have begun running a small number of independent doctoral programs.

**Figure 2  
UC and CSU Campus Enrollment**

Campus	County	Full-Time Equivalent Enrollment in 2015-16 <sup>a</sup>		
		Undergraduate	Graduate	Total
<b>University of California</b>				
Los Angeles	Los Angeles	30,928	9,162	40,090
Berkeley	Alameda	28,926	8,985	37,911
Davis	Yolo	27,717	5,916	33,633
San Diego	San Diego	27,385	5,556	32,941
Irvine	Orange	26,304	4,697	31,001
Santa Barbara	Santa Barbara	20,797	2,752	23,549
Riverside	Riverside	18,466	2,545	21,011
Santa Cruz	Santa Cruz	16,412	1,602	18,014
Merced	Merced	6,419	431	6,850
San Francisco	San Francisco	0	2,771	2,771
Subtotals		(203,354)	(44,417)	(247,771)
<b>California State University</b>				
Northridge	Los Angeles	29,095	3,116	32,211
Fullerton	Orange	27,207	3,886	31,094
San Diego	San Diego	26,747	3,925	30,672
Long Beach	Los Angeles	26,601	3,721	30,322
San Jose	Santa Clara	21,234	4,193	25,427
San Francisco	San Francisco	22,782	2,605	25,387
Sacramento	Sacramento	22,214	2,065	24,279
Los Angeles	Los Angeles	19,289	3,180	22,469
Fresno	Fresno	18,140	2,295	20,435
Pomona	Los Angeles	18,723	1,019	19,742
San Luis Obispo	San Luis Obispo	18,635	851	19,486
San Bernardino	San Bernardino	14,820	1,645	16,465
Chico	Butte	14,802	993	15,795
East Bay	Alameda	10,961	2,106	13,067
Dominguez Hills	Los Angeles	9,446	1,532	10,977
San Marcos	San Diego	9,746	488	10,234
Bakersfield	Kern	7,736	991	8,727
Sonoma	Sonoma	7,668	632	8,300
Humboldt	Humboldt	7,433	490	7,923
Stanislaus	Stanislaus	6,731	857	7,587
Monterey Bay	Monterey	6,279	359	6,637
Channel Islands	Ventura	5,171	188	5,359
Maritime Academy	Solano	1,279	37	1,316
Subtotals		(352,737)	(41,174)	(393,911)
<b>Totals</b>		<b>556,091</b>	<b>85,591</b>	<b>641,682</b>

<sup>a</sup> Includes both resident and nonresident students.

Graduate enrollment at each campus ranges from 3 percent to 16 percent of total enrollment. CSU campuses tend to be smaller than UC campuses, but significant variation exists across the CSU system. As Figure 2 shows, four campuses enroll more than 30,000 students, five campuses enroll between 20,000 and 30,000 students, seven campuses enroll between 10,000 and 20,000 students, and seven campuses enroll fewer than 10,000 students.

**CSU Campuses Also Operate Off-Campus Centers Serving Undergraduates.** At CSU only, campuses have established a number of off-campus sites that provide undergraduate instruction. These centers provide commuting undergraduate students with opportunities to take some or all of their coursework at a nearby center instead of the main campus. Several of CSU’s most recently constructed campuses converted or replaced former off-campus centers. The nearby box provides further information on CSU’s off-campus centers serving undergraduates.

**CAPACITY**

**Two Aspects of Enrollment Capacity.** First, campuses can accommodate a certain number of students based on the facilities that they currently operate (current capacity). Second, campuses typically can accommodate more students by constructing additional facilities on their existing

sites (planned capacity). We discuss both concepts below.

**Current Capacity Determined by Facility Use Guidelines.** For any amount of facility space, the number of students that can be served depends on how extensively the buildings are used. The Legislature established guidelines in the 1970s for how often instructional space (classrooms and teaching laboratories) should be used. Both UC and CSU report to the Legislature biennially comparing their current facility use to these legislative guidelines. The Legislature has periodically reviewed and reaffirmed these guidelines, though UC consistently has maintained they set too high a standard.

**Use Guidelines Comprised of Three Components.** These components are: (1) how often rooms are available for use, (2) how often rooms are actually used, and (3) how often seats in a room are filled. Figure 3 shows the guidelines for classrooms and teaching laboratories. Classrooms are to be available for use from Monday to Friday, 8 am to 10 pm (70 hours per week) and actually used 75 percent of that time (53 hours per week). About two-thirds of classroom seats are to be filled throughout the week (35 seat hours per week). Teaching laboratories have lower expectations regarding seat hours per week. The guidelines do not set use expectations for non-instructional facilities, such as faculty offices or research.

**Figure 3**  
**Legislative Guidelines for Facility Use at UC and CSU**

Room Category	Room Availability	Room Usage		Seat Occupancy	
	Hours / Week	Percent	Hours / Week	Percent	Hours / Week
Classrooms	70 <sup>a</sup>	75%	53	67%	35
Teaching Laboratories					
Lower division	45 <sup>b</sup>	61	28	85	23 <sup>c</sup>
Upper division	45 <sup>b</sup>	49	22	80	18 <sup>c</sup>

<sup>a</sup> Assumes classrooms are available for use Monday through Friday, 8 a.m. to 10 p.m.  
<sup>b</sup> Assumes teaching laboratories are available for use Monday through Friday, 8 a.m. to 5 p.m.  
<sup>c</sup> UC does not classify its laboratories as lower or upper division. It instead uses an average of the two guidelines (20 hours per week).

**Separate Use Guidelines Exist for Summer Term.** Higher education institutions traditionally operate instructional programs during the fall

through spring, with significantly fewer programs offered during the summer. The Legislature in the past has sought to increase the use of facilities

**CSU’s Undergraduate-Serving Off-Campus Centers**

**CSU Has 17 Undergraduate Centers.** The California State University (CSU) formally recognizes seven sites as off-campus centers for undergraduate instruction—Antelope Valley (in Lancaster), Concord, Irvine, Palm Desert, Imperial Valley (in Calexico), Downtown San Francisco, and Stockton. These seven centers enroll undergraduate students whose instruction is supported with state funding and systemwide student tuition. In addition to these centers, CSU campuses provide undergraduate instruction at ten other sites. All courses at these ten centers are “extension,” meaning they are funded solely from campus fees charged to students enrolled in those courses and not supported with state and systemwide tuition funding. (The seven centers enrolling state-funded students also enroll extension students.)

**Centers Enroll 4,100 State-Funded Students.** The figure below lists the 17 centers and shows state-funded enrollment for the applicable sites. At those sites, state-funded enrollment in 2015-16 ranged from 1,133 students at the Irvine Center to 189 students at the Stockton Center. CSU’s central office does not compile data on extension enrollment.

**Course Offerings Tend to Vary Based on Distance From Main Campus.** Many centers are located within a one-hour drive from a main campus. These centers typically offer a limited set of programs, requiring students to take courses both at the center and the main campus to complete their degree requirements. Centers more distant from their main campus tend to offer a wider variety of courses so that students can complete their degrees entirely at the center. Historically, centers have provided only upper-division course offerings, expecting their students to complete lower-division coursework at a nearby community college.

<b>CSU’s Undergraduate-Serving Off-Campus Centers</b>		
<i>Full-Time Equivalent Enrollment in 2015-16</i>		
<b>Center</b>	<b>Main Campus</b>	<b>State-Funded Students<sup>a</sup></b>
Irvine	Fullerton	1,133
Imperial Valley (Calexico and Brawley)	San Diego	790
Palm Desert	San Bernardino	783
Concord	East Bay	467
Antelope Valley (Lancaster)	Bakersfield	413
Downtown San Francisco	San Francisco	351
Stockton	Stanislaus	189
College of the Canyons (Santa Clarita)	Bakersfield	—
Santa Barbara City College	Channel Islands	—
Cottage Health System (Goleta)	Channel Islands	—
Shata College University Center (Redding)	Chico	—
Oakland	East Bay	—
College of the Sequoias (Visalia)	Fresno	—
Downtown Los Angeles Campus	Los Angeles	—
Ukiah Center	Sonoma	—
Temecula	San Marcos	—
Canada College (Redwood City)	San Francisco	—
<b>Total</b>		<b>4,127</b>

<sup>a</sup> CSU does not compile data on extension enrollment at off-campus centers.

during the summer to accommodate more students. Chapter 386 of 2009 (AB 1182, Brownley) established the state’s most recent expectations regarding summer enrollment at UC and CSU. At UC, summer enrollment is to be 40 percent of fall enrollment. For CSU campuses in urban areas, the expectation is the same. For CSU campuses in rural settings, summer enrollment is to be 25 percent of fall enrollment.

***Planned Capacity Determined by Campus Land Use Plans.*** Both UC and CSU require their campuses to develop land use plans that guide their physical development as their enrollment grows. The university systems use different names for their campus plans. UC refers to these documents as long-range development plans and CSU refers to them as physical master plans. Though the names differ, the processes for formulating these plans are similar, including an environmental impact review and final approval by each system’s governing board. The campus plans show existing and anticipated facilities necessary to accommodate a specified enrollment level in the fall through spring terms over the next five to ten years. Though

campus physical plans contain an upper limit (or planned capacity) on campus growth for this five to ten-year period, new growth limits can be established as the plans are renewed.

***No Agreed Upon Optimal Campus Size.*** Little consensus exists on the ideal enrollment level and physical size of a campus. Existing UC and CSU campuses vary notably in enrollment. Moreover, even the largest UC and CSU campuses are significantly smaller than certain public university campuses in other states. For example, Ohio State University serves about 57,000 students—nearly one and a half times the largest UC or CSU campus. Existing UC and CSU campuses also vary notably in their footprints. For example, despite enrolling roughly the same number of students, CSU’s Northridge campus occupies about 30 percent more acreage than its San Diego campus. Though external constraints (such as environmental and community factors) exist for all campuses, these constraints typically can be overcome with creativity, compromise, and monetary contributions.

## FINDINGS

This section describes several key components of data that Chapter 22 required us to review. As we were required to examine county-level data, we provide most of this data in the appendix, with a few summary figures provided below. For historical trends, we provide most data going back to 2000-01.

### College Preparation

***More High School Students Completing A-G Than Are Eligible for Freshman Admission.*** As Figure 4 shows, 43 percent of public high school graduates completed A-G coursework in 2014-15.

This exceeds the share of public high school graduates from which UC and CSU are to draw under the Master Plan. The share of public high school students completing A-G coursework hovered at about 35 percent during the first half of the 2000s, but increased steadily beginning in 2007-08. This recent increase could be due to heightened interest in attending college and more focus on preparing students for college, with some high schools now requiring students to complete A-G coursework in order to earn a high school diploma.

**Significant Regional Variation in Share of Students Completing A-G Coursework.** A-G completion rates by county range from a high of 61 percent in Marin to a low of 11 percent in Inyo. Generally, coastal counties in the Bay Area and Southern California have higher rates than the statewide average, whereas less populous and inland counties have lower rates. Various factors could explain these regional differences. For example, research suggests that parental income is associated with student success in school, and regions with lower completion rates tend to have lower average household incomes. Some counties also have higher rates because their high schools more commonly require A-G completion as part of their graduation requirements.

**Many Students Completing A-G Coursework Deemed Not College Ready in Certain Subjects.** In 2015, 40 percent of entering CSU freshmen were not proficient in math or English, while 19 percent of entering UC freshmen were not proficient in writing. Remediation rates have improved at both systems over the last 15 years, decreasing from highs of 65 percent at CSU and 28 percent at UC. These declines likely reflect a combination of improved instruction at secondary schools and changes in the university systems' remediation policies. As an example of the latter, CSU now allows high school students to determine if they are college ready prior to enrolling in their senior year. If not college ready,

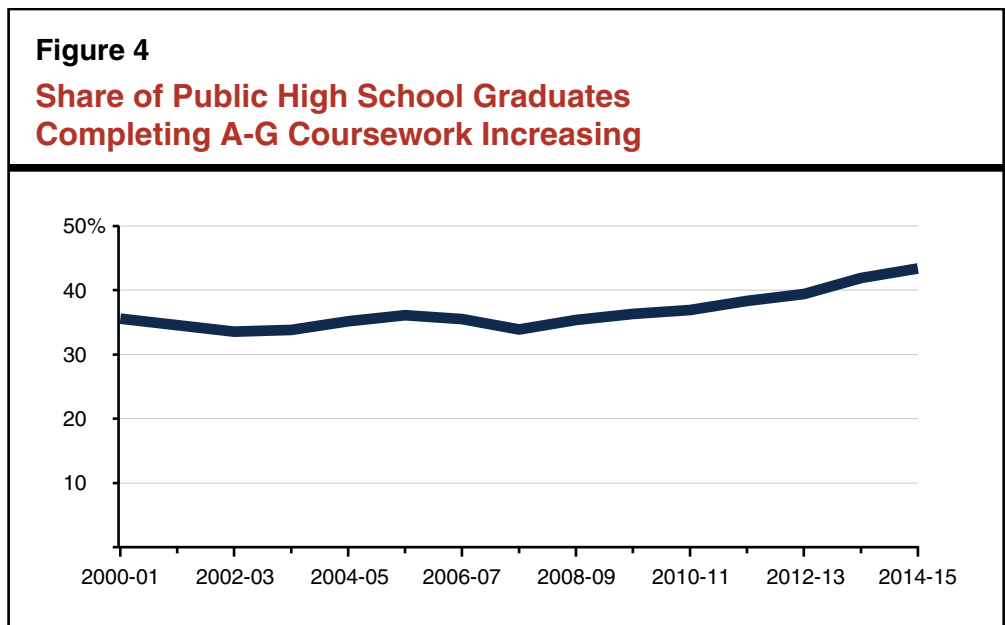
high school students can enroll in appropriate coursework during their senior year, with the goal of demonstrating college readiness prior to enrolling at CSU.

**Number of Transfer-Prepared Students Increasing Statewide.** Community colleges track the number of “transfer-prepared” students who have completed 60 transferable units. Since 2000-01, the number of these students has increased nearly every year. In 2014-15, 157,760 students completed 60 transferable units, a 67 percent increase over the 2000-01 level.

**Regional Variations in Number of Transfer-Prepared Students Correspond to Differences in Overall CCC Enrollment.** Transfer-prepared students are heavily concentrated in coastal counties, particularly in Southern California. These regions also have the greatest concentration of CCC enrollment. By contrast, regions in more rural areas of the state tend to have fewer transfer-prepared students, as well as fewer CCC students overall.

**Applications, Admissions, and Enrollment**

*More Students Applying for Freshman Admission Than Are Eligible Under Master Plan.*



In 2015, 21 percent of high school graduates applied to UC for freshman admission and 41 percent applied to CSU. This means that applicants notably exceed UC's and CSU's respective freshman eligibility pools.

***UC and CSU Likely Admitting More Freshmen Than Called for Under Master Plan.*** In 2015, 13 percent of high school graduates were admitted to UC and 30 percent to CSU. Because some eligible students do not apply to UC and CSU, the university systems are drawing from even larger pools of students than these percentages suggest, with both systems very likely exceeding their Master Plan freshman eligibility targets.

***UC Admitting All Eligible Transfer Applicants, CSU Denying Admission to Some Applicants.*** UC reports that it admits all eligible transfer applicants. CSU, by contrast, reports denying admission to about 11,000 eligible transfer students. Specifically, 12 CSU campuses report denying admission to eligible transfer students. Most of these denied students applied to a campus that was outside their local area.

***About Half of Californians Admitted to UC and CSU as Freshmen Choose to Enroll.*** As of 2015, 54 percent of California high school students admitted to UC as freshmen decided to enroll, while the comparable figure for CSU was 45 percent. Both rates have been steady in recent years, although both are lower as compared to 2000 (59 percent at UC and 56 percent at CSU). Transfer rates (76 percent at UC and 74 percent at CSU) are much higher than the systems' respective freshman rates.

***Enrollment at Both UC and CSU Has Increased Over Last Decade.*** Compared to their 2006-07 levels, resident undergraduate enrollment in 2015-16 was about 12,000 students (7 percent) higher at UC and about 44,000 students (15 percent) higher at CSU. Resident undergraduate enrollment at both systems likely will increase

further in 2016-17, as the annual state budget acts established enrollment growth targets.

***Enrollment Has Declined at CSU Off-Campus Centers.*** Enrollment at CSU's centers has fluctuated more than enrollment at its main campuses, with significant increases sometimes followed by significant decreases. In the early 2000s, enrollment steadily increased, nearly doubling prior to the start of the most recent recession. The establishment of two new centers during this time—Antelope Valley and Canada College—largely account for this increase. Enrollment subsequently declined during and after the recession. Several campus leaders indicated to us that they reduced enrollment at their centers to consolidate enrollment at their main campuses and reduce administrative costs. Total enrollment at the centers was 2,166 students (37 percent) higher in 2014-15 than 2000-01.

## **Enrollment Demand**

***Number of Public High School Graduates Has Steadily Increased.*** In 2014-15, nearly 427,000 students graduated from a public high school in California, an increase of about 110,800 students (35 percent) over the 2000-01 level. More than half of this increase came from the state's southern counties (Los Angeles, Orange, San Diego, San Bernardino, and Riverside), which also comprise more than half of the state's high school graduates.

***Freshman College Participation Rates Relatively Steady at UC and CSU.*** Figure 5 shows the percent of California high school graduates enrolling in UC and CSU within one year of graduation. Between 2000 and 2014, participation rates were relatively stable at UC, hovering around 8 percent, while rates increased at CSU from 10 percent to 13 percent. During this time, we estimate total participation in four-year institutions (including in-state private and out-of-state institutions) increased from 28 percent to 34 percent. (Calculating a comparable participation

rate for transfer students is more difficult because not all community college students intend to transfer.)

**Freshman College Participation Rates Vary by Region.** San Francisco sends the highest percent of its high school graduates to UC and CSU as freshmen, with the county sending about 20 percent of its graduates to each system. For UC, Bay Area counties tend to have the highest participation, whereas the Central Valley and northern counties have the lowest. For CSU, the trend is similar, but its participation rates are higher than UC’s rates for several Central Valley counties, including Fresno and Stanislaus.

**Educational Attainment**

**California’s Bachelor’s Degree Attainment Slightly Above National Average.** In 2014, 32 percent of adult Californians had a bachelor’s degree or higher, compared to 30 percent of adults nationally. Educational attainment in California and the nation has slightly increased over the past decade. In 2005, 30 percent of adult Californians and 27 percent of adults nationwide had a bachelor’s degree or higher. California’s attainment rate ranked 14<sup>th</sup> among states in 2014, one spot below its 2005 ranking.

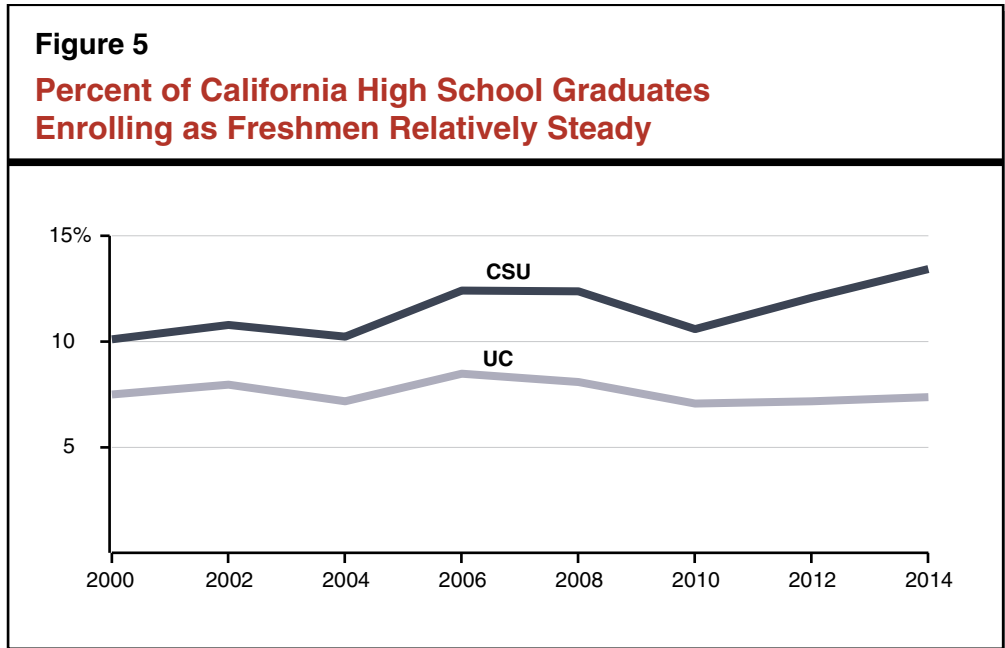
**California’s Bachelor’s Degree Attainment Varies by Region.** Regional variation in educational attainment is similar to variation in college preparation and participation, with

counties in the Bay Area and Southern California generally at or above the state average and Central Valley and Northern California areas below.

**Capacity**

**Use of Current UC and CSU Space Below Legislative Guidelines.** The university systems report biennially to the Legislature on the number of hours students sit in class (known as student contact hours) compared to the legislative use guidelines. Both systems report classroom use below the guidelines (82 percent at UC and 89 percent at CSU) but teaching laboratory use above the guidelines (103 percent at UC and 105 percent at CSU). Because the vast majority of instruction occurs in classrooms, overall use of instructional space relative to the legislative guidelines is 84 percent at UC and 90 percent at CSU. (Our figures reflect the most recent facility use data available from each segment—fall 2014 for UC and fall 2015 for CSU.)

**Both Systems Assert They Are Much Closer to Current Capacity.** . . . Though their reports on classroom and laboratory space show UC and CSU below the legislative guidelines, both systems



assert they are much closer to capacity after factoring in the use of other space. Most notably, UC asserts that its campuses use research space to teach undergraduate courses. CSU asserts that its campuses teach courses in spaces such as faculty offices and conference rooms when classrooms or laboratories are occupied during peak hours or in poor condition.

*. . . But Unable to Fully Substantiate*

**Claim.** UC was unable to quantify the amount of undergraduate instruction provided in research space or the capacity of that type of space. CSU, by contrast, was able to provide the number of students taught in other types of space besides classrooms and teaching labs. CSU estimates that it would be at 99 percent of capacity had these students been taught in classrooms and teaching labs. CSU, however, was unable to provide data on the amount of other space (such as faculty offices and conference rooms) currently being used for instruction.

*Current Facility Use Below Summer*

**Guidelines at Both Systems.** In summer of 2015, UC enrolled about 20 percent of fall enrollment and CSU enrolled 2.1 percent of fall enrollment. At UC, summer use ranges from 26 percent at Los Angeles to 13 percent at Santa Cruz. At CSU, only two campuses (Maritime Academy and Bakersfield) had summer enrollment in excess of 10 percent of their fall enrollment.

**CSU Off-Campus Centers Have Low Facility Use Year Round.** CSU tracks the use of its facilities at its four state-owned off-campus centers (Concord, Palm Desert, Calexico, and Stockton).

These sites have the lowest facility use in the CSU system, far lower than most CSU campuses. Because these centers are small relative to CSU's main campuses, increasing their use would have a small effect on CSU's overall capacity. Specifically, the centers could accommodate a total of around 3,500 additional students by increasing use of their existing facilities.

**Both UC and CSU Have Substantial Room to Grow Under Their Long-Range Plans.** In addition to reporting use of their existing facilities, both systems report their planned capacity under campuses' long-range plans. Whereas UC indicates its campuses use their own facility guidelines when determining planned capacity, CSU estimates its planned capacity based on legislative guidelines. Using UC's long-range plans, five UC campuses are below planned capacity. These five campuses could accommodate about 32,000 additional students, with more than half of these students accommodated at the Merced campus. (According to their long-range plans, the Berkeley, Davis, Los Angeles, and San Diego campuses already have exceeded their planned capacity by a combined 12,000 students.) At CSU, every campus has room to grow under their master plans, with the system able to accommodate a total of about 173,000 additional students (including about 1,000 students in state-owned off-campus centers). Whereas San Luis Obispo is very close to its planned capacity (with room for fewer than 100 additional students), six campuses have substantial remaining capacity (with room for more than 10,000 additional students).

## ASSESSMENT

This section provides our analysis of whether a new UC or CSU campus is warranted at this time. We begin by describing the regions we use for our CSU

analysis. We then provide enrollment projections for each university system and assess the capacity of each system to accommodate the projected growth.



## CSU REGIONS

***Analysis Sensitive to How CSU Regions Are Defined.*** As noted earlier, the state has never formalized CSU regions in state law, and in the past the state has used different regional breakdowns when evaluating whether to construct new CSU campuses. Various regional breakdowns could be viewed as reasonable, with the different approaches having distinct advantages and disadvantages. If we were to divide the CSU system into a few large regions, each region would have more campuses for accommodating enrollment growth, but more students would be located relatively far away from their local campuses. Alternatively, if we were to assume many small regions, more students would be located close to their local campus but those regions would have fewer campuses for accommodating enrollment growth. The exact regions selected could affect whether a new campus is deemed warranted.

***Analysis Assumes 11 CSU Regions.*** In selecting regions for our analysis, we looked for existing regional breakdowns already used for educational purposes that appeared, at a minimum, to take into account both population density and geographic continuity. We settled on using 11 regions corresponding to the California County Superintendents Educational Services Association regions. The state has used this 11-region breakdown for various educational planning and service delivery purposes. As Figure 6 shows (see next page), the 11 regions appear to balance population density and geographic continuity reasonably well, as evident from the geographically smaller regions in highly populated areas (such as Los Angeles county) and geographically larger regions in less concentrated areas (such as Northern California and the Inland Empire). Though we believe using this set of regions provides one reasonable approach for our analysis of CSU

enrollment demand and capacity, we analyze two other regional approaches in a box at the end of the report.

***Analysis Assumes New CSU Students Attend Regional Campus.*** For example, we assume new students from the Los Angeles region will attend one of that region's five campuses (Dominguez Hills, Long Beach, Los Angeles, Northridge and Pomona). We believe this assumption is useful for planning purposes because it ensures every new student has access to their regional campus. Some students, however, likely will attend institutions in different regions and some institutions likely will draw heavily from other regions. For example, a handful of campuses (such as Chico, Humboldt, and San Luis Obispo) draw heavily from other regions in the state for their undergraduate enrollment.

## ENROLLMENT PROJECTIONS

***Enrollment Estimate for 2016-17 Based on Recent Data From UC and CSU.*** Both university systems indicate they currently are growing enrollment in 2016-17 to meet state budget enrollment targets. Based on information provided by the segments, we assume increases of 6,700 students (3.4 percent) at UC and 5,200 students (1.4 percent) at CSU in 2016-17 over 2015-16 levels.

***Out-Year Enrollment Projections Based on Projections of High School Graduates.*** We assume growth in high school graduates will result in proportionate increases in incoming freshmen. We also assume that transfer enrollment will increase proportionately to freshmen (1:2 at UC and about 1:1 at CSU). For UC, we also assume proportionate increases in graduate enrollment, as the university system asserts that it relies heavily on those students to support new faculty instruction and research. (Because CSU is not designated as a research university, we do not assume a proportionate increase in graduate students at that system.)

Figure 6

Regions Used for CSU Analysis



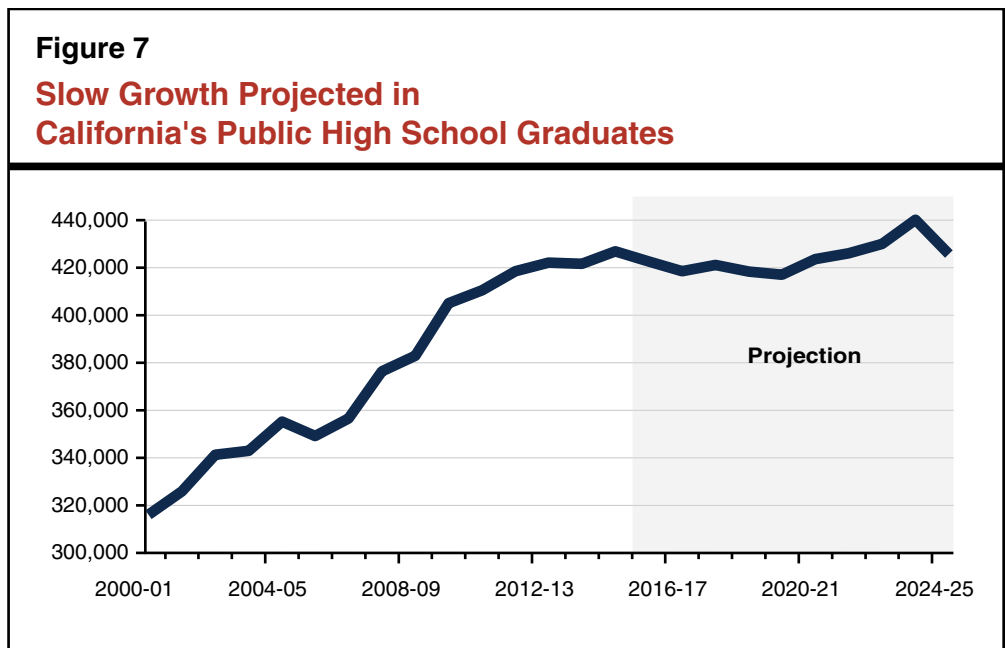
**Little Growth in High School Graduates Over Projection Period.** The Department of Finance’s Demographic Unit annually projects public school enrollment and high school graduates. Its model takes current enrollment in each elementary and secondary grade and carries forward each cohort into successive grades to forecast future enrollment. As Figure 7 shows, the department’s most recent projections indicate a slight decline in high school graduates until 2020, followed by slight increases the next few years, an uptick in 2023-24, and a decline the following year. In 2024-25, graduates are projected to be 7,100 (1.7 percent) higher than in 2016-17. Over the period, graduates are projected to grow at an average annual rate of 0.2 percent.

**Based Upon Demographic Projections, Little Growth Expected in UC and CSU Enrollment Over Period.** Because 2023-24 is projected to be the peak of the forecast period, we focus on growth through that year. We assume students graduating high school in spring 2024 enroll at UC and CSU as freshmen for the 2024-25 academic year. As Figure 8 shows (see next page), under our forecast, enrollment in 2024-25 would be 11,000 students (5 percent) higher at UC and 15,000 students (4 percent) higher at CSU than their 2016-17 levels.

Under our forecast, each region at CSU would experience different rates of growth according to each region’s anticipated level of high school graduates. Whereas eight regions are expected to grow, two regions (North Coast and Northeastern) are

projected to have flat enrollment, and one region (Los Angeles) is projected to have declining enrollment.

**Projections Subject to Uncertainty.** All long-term projections, including these enrollment projections, are subject to a level of uncertainty. Changing any underlying assumption—such as assuming higher or lower growth of high school graduates—would change UC and CSU enrollment projections. Notably, although Department of Finance projections of high school graduates have been fairly accurate one to two years out, their model in recent years has consistently underprojected actual high school graduates five to ten years out. As part of our analysis, we considered different scenarios with higher growth in high school graduates than assumed in our main forecast. These alternative scenarios did not fundamentally change the conclusions we discuss in the following section. Enrollment growth, however, could be significantly higher than projected were the state to change its eligibility policies. Expanding eligibility, in turn, could affect conclusions regarding the ability of UC and CSU to accommodate the additional students within existing and planned capacity.



**CAPACITY**

**Analysis Estimates Current and Planned Capacity at Existing Campuses.** The following analysis estimates how much, if any, additional capacity could be gained on existing campuses by maximizing use of existing facilities and constructing new facilities up to the campuses’ planned capacity. We assume the state maximizes current and planned capacity prior to constructing a new campus, as constructing a new campus is much more costly. (Though we focus on maximizing current and planned capacity, the nearby box discusses several other capacity-related options the state could explore prior to constructing a new campus.)

**Analysis Assumes Campuses Operate at Capacity.** For purposes of our analysis, we assume all campuses operate right at capacity. That is, we assume campuses already above capacity shift enrollment to campuses currently below capacity. For CSU, we make this assumption for campuses within each region. We then assume that campuses still below capacity increase enrollment up to

their capacity as needed. Although we think this approach best preserves the integrity of the concept of capacity, campuses rarely reduce enrollment when they exceed their capacity. Were campuses now above capacity to continue to operate at their existing enrollment levels, UC and CSU would have more capacity than what is presented below.

**University of California**

**Current Campuses Could Accommodate Tens of Thousands of Additional Students in the Fall Through Spring Terms . . .** Because UC uses different approaches for calculating its current and planned capacity, two different estimates exist for how many additional students could be served at existing campuses. Systemwide, the capacity estimates range from about 20,000 additional students (using planned capacity data) to about 50,000 (using facility use data and assuming planned capacity is reached).

**. . . And Many More Students in Summer.** If UC were to attain the state’s summer enrollment standards, it could enroll about 16,000 more

students. Because this standard is based on current fall enrollment, UC’s summer expectation would increase further were it to increase enrollment in those other terms. For example, if UC were to fully maximize use of its existing facilities in the fall, its summer expectation would rise by several thousand more students.

**New UC Campus Not Warranted at This Time.** Our analysis indicates UC has ample

**Figure 8**  
**Little Enrollment Growth Projected at UC and CSU**

*Full-Time Equivalent Resident Enrollment*

	2016-17 Estimated	2024-25 Projected	Change	
			Level	Percent
<b>UC, Systemwide</b>	<b>203,000</b>	<b>212,000</b>	<b>11,000</b>	<b>5%</b>
<b>CSU, by Region</b>				
Bay Area	37,000	42,000	5,000	14
Capital Area	24,000	26,000	2,000	8
South Bay	29,000	31,000	2,000	7
Upper Central Valley	8,000	10,000	2,000	25
Lower Central Valley	20,000	22,000	2,000	10
Inland Empire	16,000	18,000	2,000	13
Central Coast	31,000	32,000	1,000	3
South Coast	67,000	68,000	1,000	1
North Coast	16,000	16,000	—	—
Northeastern	15,000	15,000	—	—
Los Angeles	111,000	109,000	-2,000	-2
<b>Totals</b>	<b>374,000</b>	<b>389,000</b>	<b>15,000</b>	<b>4%</b>

capacity to accommodate its projected enrollment growth of 11,000 additional students between now and 2024-25. By using its existing facilities more

extensively throughout the year, we estimate UC could accommodate at least triple that amount. Increasing facility use in summer alone would be

**Other Options for Adding Capacity at Existing Campuses**

In addition to maximizing existing and already planned capacity, the state has several other capacity-related options it could explore before building a new University of California (UC) or California State University (CSU) campus. Below, we discuss five such options.

**Implementing Instructional Efficiencies.** Instructional efficiencies include changes such as granting credit for college-level courses taken in high school and expanding online course offerings. Relative to more capital-intensive growth strategies, instructional efficiencies can take less time to implement and be less expensive. Associated costs generally are limited to one-time planning activities by faculty and staff.

**Leasing Space.** To accommodate increasing enrollment demand, campuses sometimes have leased space off the main campus. For example, several CSU campuses (such as Fullerton) lease space for their off-campus centers. Leased space has traditionally accommodated relatively few students, and it is most often a short-term strategy, used until main campuses have constructed new permanent facilities.

**Reducing Nonresident Enrollment.** UC and CSU currently enroll 31,000 and 18,000 nonresident undergraduate students, respectively. These students occupy space that could be used by resident students. Though creating room for more resident students, reducing nonresident enrollment could lead to a significant loss in revenue, as both systems charge nonresident students supplemental tuition. After backing out what each system asserts to be the instructional costs for undergraduate students, UC would forego around \$16 million annually in nonresident tuition revenue for every 1,000 nonresident students replaced with resident students. The associated annual foregone revenue for CSU would be \$4 million. Loss of revenue associated from nonresident enrollment could be backfilled with additional state funding or tuition increases or addressed by redirecting funding from other existing areas of the universities’ budgets.

**Increasing Facility Use Expectations.** Increasing the legislative facility use guidelines would increase each segment’s current capacity. For example, the Legislature could revise its fall expectation to require space to be available more hours per week. The Legislature would have many associated options—from increasing its expectation on the share of desks filled in each classroom throughout the week to expecting facilities be used a certain number of hours on the weekends. The Legislature also could expect campuses to use their summer facilities much more extensively.

**Increasing Planned Capacity.** Planned capacity is based on land use plans that are periodically updated. When campuses update their plans, they typically expand their long-range planning capacity. Another option for increasing capacity therefore is to encourage or require campuses to update their land use plans.

sufficient to accommodate all of UC’s projected enrollment growth. Even if demographically driven enrollment growth ultimately were to be higher than we assume or the Legislature were to expand eligibility, these results suggest UC has adequate capacity without building a new campus.

**California State University**

***Capacity Analysis Varies by Region at CSU.***

Figure 9 shows how much capacity could be added by maximizing the use of current facilities and expanding according to campus facility plans. (Though CSU asserts that its campuses are closer to current capacity than its report on facility use suggests, our conclusions on whether to construct a new campus would not change had we used CSU’s preferred estimates.) As discussed further below, CSU could accommodate all its projected enrollment growth through current and planned facilities on existing campuses.

***Seven Regions Could Accommodate All Projected Enrollment Growth by Increasing Existing Facility Use to Legislative Guidelines.***

All regions but one could accommodate all their

projected enrollment by increasing use of their existing facilities. Four regions (the Bay Area, South Bay Area, Central Coast, and South Coast) could accommodate all projected enrollment by using their existing facilities more extensively during the fall through spring terms. Three regions (Capital Area as well as the Upper and Lower Central Valley regions) could accommodate all projected enrollment by increasing facility use during the fall through spring and summer terms.

***Every Region Could Grow on Existing Campus Sites.*** Inland Empire’s one campus (San Bernardino) has attained its current enrollment capacity and thus would need to construct new facilities to serve additional students. Inland Empire could accommodate all of its projected enrollment growth by building out a portion (about one-third) of its long-range facility plan. Every other region also has room to accommodate more students by adding new facilities according to their campuses’ long-range plans. The region with the most room under its planned capacity is Los Angeles (which could grow by 33,000 additional students).

**Figure 9**

**Current and Planned Capacity Sufficient to Accommodate Projected Enrollment Growth at CSU**

	Projected Enrollment Growth	Maximize Use of Facilities			Expand According to Campus Facility Plans	Total Capacity
		Fall Through Spring	Summer <sup>b</sup>	Total		
Bay Area	5,000	5,000	7,000	12,000	12,000	24,000
Capital Area	2,000	1,000	5,000	6,000	4,000	10,000
South Bay	2,000	4,000	6,000	10,000	10,000	20,000
Upper Central Valley	2,000	1,000	1,000	2,000	5,000	7,000
Lower Central Valley	2,000	1,000	4,000	5,000	8,000	13,000
Inland Empire	2,000	— <sup>c</sup>	1,000	1,000	6,000	7,000
Central Coast	1,000	1,000	3,000	4,000	21,000	25,000
South Coast	1,000	4,000	11,000	15,000	29,000	44,000
North Coast	—	2,000	2,000	4,000	7,000	11,000
Northeastern	—	2,000	2,000	4,000	4,000	8,000
Los Angeles	-2,000	10,000	19,000	29,000	33,000	62,000
<b>Total</b>	<b>15,000</b>	<b>31,000</b>	<b>61,000</b>	<b>92,000</b>	<b>139,000</b>	<b>231,000</b>

<sup>a</sup> 2016-17 through 2024-25.

<sup>b</sup> Assumes urban campuses enroll 40 percent of fall enrollment and rural campuses enroll 25 percent of fall enrollment in the summer term.

<sup>c</sup> Enrolls more students than current enrollment capacity.

***New CSU Campus Not Warranted at This Time.*** As with UC, our analysis indicates CSU has ample capacity to accommodate its projected enrollment growth of 15,000 additional students between now and 2024-25. If they used their existing facilities during the fall and spring terms according to legislative guidelines, they could accommodate an additional 31,000 students. If CSU campuses used their existing facilities during the summer term according to legislative guidelines, CSU could accommodate another 61,000 additional students. Such results indicate CSU has considerable existing capacity even without building out existing campuses to their

planned capacities. Were CSU to begin adding new facilities according to those long-range plans, it could accommodate another 139,000 students. Between reaching current capacity and building out to planned capacity, CSU could serve a total of more than 200,000 additional students. Given the magnitude of these results, various assumptions could be changed (such as assuming higher demographically driven enrollment growth or expanding eligibility policies) and CSU still likely would have ample physical capacity. Even using a different set of regions does not dramatically alter these results (as discussed in the box on the next page).

## CONCLUSION

Under current state policy, UC and CSU are projected to experience modest enrollment growth over the next decade. The state has many options to accommodate this growth at existing campuses,

including by increasing the use of existing facilities and constructing new facilities. Because these options can accommodate all projected growth, we believe a new campus is not warranted at this time.

## RESULTS USING DIFFERENT CSU REGIONS

### CPEC Designated Regions

*One Alternative Is to Use Regions Identified by the California Postsecondary Education Commission (CPEC).* The CPEC was a state agency that coordinated efforts between the state's three higher education segments. The agency's responsibilities included collecting statewide data and reviewing new program and campus proposals. To aid in some of these activities, CPEC divided California into 14 regions. These regions share many similarities with the 11 regions used in our analysis. The key differences are that CPEC has separate regions for Superior California, the Inyo-Mono part of the state, and Orange County.

*Region Closest to Capacity Is Orange County.* Orange County's one campus (Fullerton) is nearing its master planned enrollment. Current projections show declines in high school graduates in Orange County, however, suggesting that enrollment is not likely to grow at this campus. Even if enrollment were to grow at Fullerton, the state could require that campus to expand use of its facilities in the summer, expand use of the Irvine off-campus center, and adjust its long-range plan, prior to considering establishing a new campus within the county. Two other CPEC regions—Superior California and Inyo-Mono—have no estimated capacity because currently they do not have any campuses or off-campus centers. We believe this is the key disadvantage of basing a capacity analysis on the CPEC regions, as such an analysis suggests the state build two new campuses in outlying areas with low population density.

### Regions Based on Existing Campuses

*A Second Alternative Is to Assign One Region for Each of the California State University's (CSU's) 23 Campuses.* Under this approach, each campus could be responsible for enrolling students in its region and would not redirect students to other campuses. When a campus reached its capacity, the state could establish a new campus in the region. Although having an additional campus in the region would reduce commuting time for some students, building the new campus would be substantially more expensive than expanding the existing campus.

*Under Second Alternative, Two General CSU Campuses Already at Planned Capacity.* These two campuses are Fullerton and San Luis Obispo. San Luis Obispo County is projected to have an increase in high school graduates of 144 students (5.6 percent) by 2023-24, and only a small portion of these students likely will attend the San Luis Obispo campus. Though the campus is already at planned capacity, it could accommodate this small level of growth by expanding its use of summer term. As discussed above, Orange County is projected to experience a decline in high school graduates.



# APPENDIX

## Authorizing Legislation

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### Chapter 22 of 2015 (SB 81, Committee on Budget and Fiscal Review)

Section 34 (a) The Legislative Analyst's Office shall conduct a study to assess the need for new campuses of the CSU or the UC. This study shall consist of both of the following parts:

(1) An analysis of the need within certain regions of the state for a CSU campus and statewide for a UC campus. To the extent applicable data are available, this analysis shall include all of the following:

(A) Consideration of enrollment demand based on relative demographic levels and eligible students for each county and statewide. This shall include consideration of 5- to 10-year projections of the college-age population and public high school graduates. It also shall include consideration of data, for the most recent year available, on college preparedness, including the number and share of high school graduates completing the "A-G" admissions requirements and the number and share of transfer-prepared community college students.

(B) For each county and statewide, data on UC and CSU applications, admissions, and enrollment, for the most recent academic year available, and an estimate, based on that data, of college-going rates to UC and CSU.

(C) Data on adult educational attainment by county and statewide for the most recent year available.

(2) An analysis of the physical capacities of existing UC and CSU campuses, as set forth in their respective master plans, relative to current enrollment. This analysis shall identify UC or CSU campuses already at maximum capacity and those with remaining physical capacity. The analysis also shall identify which CSU campuses no longer provide enrollment priority for local applicants.

(b) The UC and CSU shall provide data needed by the Legislative Analyst's Office to meet the requirements of this section to that office upon its request.

(c) (1) The Legislative Analyst's Office shall submit reports, including, but not necessarily limited to, the data and analyses required by this section, to the Legislature and Department of Finance as follows:

(A) A report relating to CSU shall be submitted on or before January 1, 2017.

(B) A report relating to UC shall be submitted on or before January 1, 2018.

(2) The Legislative Analyst's Office shall submit the reports required by this section in compliance with Section 9795 of the Government Code.

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College Preparedness							
2014-15							
County	A-G Completers	High School Graduates	Completion Rate	County	A-G Completers	High School Graduates	Completion Rate
Marin	975	1,594	61%	Stanislaus	2,407	7,472	32%
San Francisco	2,529	4,238	60	Merced	1,240	3,855	32
Placer	3,122	5,337	58	Madera	592	1,928	31
Santa Cruz	1,529	2,765	55	Kern	3,530	11,506	31
Alameda	8,150	14,952	55	Mariposa	42	137	31
Yolo	1,118	2,058	54	San Joaquin	2,803	9,172	31
San Mateo	3,219	5,932	54	Butte	625	2,170	29
Santa Clara	9,618	17,941	54	Modoc	26	91	29
Orange	19,147	37,965	50	Imperial	712	2,509	28
Contra Costa	6,044	12,366	49	Trinity	26	93	28
San Diego	16,614	35,000	47	Colusa	82	294	28
Los Angeles	48,720	104,616	47	Shasta	521	1,875	28
Fresno	5,519	12,256	45	Lake	165	596	28
El Dorado	943	2,130	44	Plumas	43	159	27
Napa	648	1,477	44	Kings	488	1,805	27
<b>Statewide</b>	<b>185,179</b>	<b>426,950</b>	<b>43</b>	Glenn	121	464	26
San Benito	326	784	42	Tuolumne	134	535	25
Sacramento	6,555	15,946	41	Mendocino	215	904	24
Riverside	11,989	30,039	40	Calaveras	128	546	23
Santa Barbara	1,674	4,476	37	Yuba	196	842	23
Ventura	3,498	9,551	37	Amador	67	290	23
Solano	1,531	4,202	36	Lassen	86	381	23
San Luis Obispo	1,030	2,842	36	Tehama	133	633	21
Humboldt	430	1,250	34	Del Norte	55	334	16
Sutter	481	1,409	34	Nevada	251	1,578	16
Monterey	1,485	4,376	34	Mono	51	335	15
San Bernardino	9,658	28,564	34	Inyo	121	1,067	11
Sonoma	1,563	4,643	34	Sierra <sup>a</sup>	—	2	—
Tulare	2,094	6,327	33	Alpine	—	—	—
Siskiyou	110	339	32				

<sup>a</sup> Data not available for the two largest high schools in the county.

AN LAO REPORT

<b>Transfer Preparedness</b>				
<i>2014-15</i>				
<b>County</b>	<b>Transfer Prepared Students</b>		<b>Total Enrollment</b>	
	<b>Number</b>	<b>Percent of Total</b>	<b>Number</b>	<b>Percent of Total</b>
Los Angeles	40,332	26%	309,601	26%
Orange	20,248	13	137,175	12
San Diego	17,042	11	106,420	9
Santa Clara	10,893	7	65,066	6
Sacramento	8,077	5	52,079	4
Riverside	6,531	4	49,793	4
Alameda	8,080	5	44,954	4
San Bernardino	4,305	3	42,834	4
Contra Costa	4,554	3	30,595	3
Fresno	4,516	3	30,501	3
Ventura	4,897	3	29,271	2
Santa Barbara	2,854	2	27,724	2
San Joaquin	1,729	1	23,391	2
San Mateo	592	—	21,571	2
Sonoma	1,784	1	19,775	2
Kern	2,150	1	18,940	2
San Francisco	2,181	1	16,395	1
Placer	1,919	1	14,785	1
Monterey	1,538	1	13,877	1
Stanislaus	1,503	1	13,055	1
Butte	1,414	1	12,134	1
Tulare	1,430	1	11,783	1
Santa Cruz	1,026	1	9,988	1
Merced	976	1	9,843	1
Solano	869	1	7,913	1
San Luis Obispo	1,054	1	7,902	1
Shasta	678	—	6,895	1
Imperial	753	—	6,881	1
Napa	714	—	6,167	1
Yuba	630	—	5,651	—
Humboldt	364	—	3,989	—
Marin	417	—	3,856	—
Kings	472	—	3,413	—
Mendocino	295	—	2,951	—
Siskiyou	183	—	2,728	—
El Dorado	275	—	2,252	—
Lassen	101	—	1,910	—
Plumas	188	—	1,763	—
Tuolumne	196	—	1,646	—
<b>Totals</b>	<b>157,760</b>	<b>100%</b>	<b>1,177,464</b>	<b>100%</b>

AN LAO REPORT

**UC Freshman Applicants**

*Percent of California Public High School Graduates Applying to UC*

County	2000	2005	2010	2015	County	2000	2005	2010	2015
Marin	30%	30%	33%	43%	Mariposa	10%	9%	5%	12%
San Francisco	29	35	42	43	Madera	5	5	7	12
Santa Clara	24	27	30	36	Siskiyou	11	8	11	11
Alameda	22	24	28	34	Lake	4	8	5	11
San Mateo	23	23	27	32	Stanislaus	6	7	8	10
Yolo	23	23	25	28	Tulare	7	7	8	10
Contra Costa	22	22	22	26	Imperial	8	11	8	10
Los Angeles	16	17	20	25	San Benito	10	11	8	10
Orange	19	19	21	25	Sutter	6	7	9	9
San Diego	17	17	18	23	Butte	8	7	7	9
<b>Statewide Average</b>	<b>15</b>	<b>15</b>	<b>17</b>	<b>21</b>	Kern	6	7	8	9
Ventura	15	15	17	20	Calaveras	10	7	6	9
Santa Cruz	17	18	16	19	Kings	7	8	9	8
Napa	14	14	17	19	Amador	10	8	9	8
Santa Barbara	15	16	17	18	Shasta	7	6	7	8
Riverside	12	11	13	18	Yuba	4	5	6	8
Sacramento	13	12	13	17	Trinity	6	10	12	8
Sonoma	15	15	15	16	Tuolumne	12	10	11	7
San Luis Obispo	13	12	14	16	Nevada	10	8	9	7
El Dorado	11	13	15	16	Glenn	4	5	6	7
San Bernardino	9	10	11	15	Colusa	5	4	7	7
Solano	11	12	13	15	Mono	12	13	22	6
Placer	13	12	14	15	Tehama	5	5	4	6
Monterey	11	13	12	15	Modoc	1	2	4	5
Humboldt	11	8	9	13	Del Norte	7	4	5	4
Merced	6	7	9	13	Lassen	5	2	2	4
Fresno	8	8	10	13	Inyo	11	9	3	2
San Joaquin	8	8	10	13	Sierra	4	6	14	— <sup>a</sup>
Mendocino	12	12	12	12	Alpine	—	—	—	—
Plumas	8	7	10	12					

<sup>a</sup> Data not available for two largest high schools in the county.

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**UC Freshman Admissions**

*Percent of California Public High School Graduates Admitted to UC*

County	2000	2005	2010	2015	County	2000	2005	2010	2015
San Francisco	22%	30%	35%	27%	Madera	4%	4%	6%	8%
Marin	25	29	30	26	Siskiyou	9	7	10	7
Santa Clara	20	25	27	24	Lake	3	6	5	7
Alameda	18	21	24	22	San Benito	8	9	8	7
San Mateo	19	21	23	20	Stanislaus	5	6	7	7
Yolo	21	21	22	18	Butte	7	6	6	6
Contra Costa	18	19	20	16	Imperial	7	9	6	6
Orange	16	17	18	15	Tulare	6	6	7	6
Los Angeles	13	14	16	14	Plumas	7	6	9	6
San Diego	14	15	15	14	Sutter	5	6	8	6
<b>Statewide Average</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>13</b>	Calaveras	8	7	6	6
Santa Cruz	15	16	14	12	Kern	5	5	7	6
Ventura	12	13	15	12	Amador	8	7	7	6
Santa Barbara	13	14	15	11	Trinity	6	10	12	5
Sacramento	11	10	11	10	Shasta	6	5	6	5
Napa	12	12	15	10	Kings	6	6	7	5
Riverside	10	9	10	10	Tuolumne	10	9	10	5
San Luis Obispo	11	11	13	10	Glenn	3	4	4	4
El Dorado	10	11	13	10	Tehama	5	4	4	4
Sonoma	12	14	13	10	Yuba	4	4	5	4
Solano	9	10	11	9	Nevada	9	7	8	4
Placer	11	11	12	9	Colusa	4	3	6	4
Monterey	9	11	10	9	Del Norte	6	4	5	3
San Bernardino	8	8	8	9	Mono	12	12	22	3
Merced	6	6	8	9	Modoc	1	2	4	2
Mendocino	11	11	11	8	Lassen	5	2	2	2
Mariposa	9	6	4	8	Inyo	9	8	3	1
Fresno	7	7	8	8	Sierra	4	6	14	— <sup>a</sup>
San Joaquin	7	7	8	8	Alpine	—	—	—	—
Humboldt	10	8	7	8					

<sup>a</sup> Data not available for the two largest high schools in the county.

AN LAO REPORT

**CSU Freshman Applicants**

*Percent of California Public High School Graduates Applying to CSU*

County	2000	2005	2010	2015	County	2000	2005	2010	2015
San Francisco	45%	54%	62%	69%	Solano	21%	25%	26%	30%
Marin	33	41	45	62	Sonoma	22	24	25	30
Alameda	32	39	46	52	Humboldt	25	22	27	29
Los Angeles	26	33	41	52	San Luis Obispo	24	26	29	29
San Mateo	30	37	44	49	Santa Barbara	16	20	22	28
Santa Clara	30	36	41	48	Kings	20	21	25	28
Fresno	23	27	35	44	Mendocino	17	20	21	27
Contra Costa	27	32	36	43	Sutter	14	18	20	25
Yolo	26	28	34	42	Imperial	16	27	22	24
<b>Statewide Average</b>	<b>23</b>	<b>28</b>	<b>34</b>	<b>41</b>	Siskiyou	18	21	23	23
Orange	23	28	33	40	Lake	12	16	18	23
San Diego	26	29	33	39	Butte	25	22	24	23
Placer	21	25	28	37	Plumas	19	12	16	22
Sacramento	22	24	29	36	Glenn	25	26	29	21
Santa Cruz	21	28	29	35	Amador	17	19	18	20
Riverside	18	22	28	34	Tehama	14	14	11	20
Merced	19	20	25	34	Mariposa	15	18	18	19
Monterey	21	35	31	34	Yuba	13	17	15	18
Napa	21	23	26	34	Modoc	2	3	3	18
Kern	18	22	26	33	Tuolumne	20	16	20	17
San Bernardino	18	22	26	33	Del Norte	18	12	21	16
Colusa	23	27	30	33	Shasta	12	14	16	16
Stanislaus	18	18	25	33	Calaveras	19	23	19	12
San Benito	24	27	25	32	Nevada	20	15	15	12
Madera	17	17	22	32	Mono	29	15	31	10
Tulare	17	21	27	32	Lassen	7	8	7	8
El Dorado	22	24	32	32	Inyo	20	28	9	4
Trinity	11	20	45	31	Sierra	14	24	33	— <sup>a</sup>
San Joaquin	18	20	25	31	Alpine	—	33	—	—
Ventura	17	22	28	31					

<sup>a</sup> Data not available for two largest high schools in the county.



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**CSU Freshman Admissions**

*Percent of California Public High School Graduates Admitted to CSU*

County	2000	2005	2010	2015	County	2000	2005	2010	2015
San Francisco	33%	40%	45%	50%	Trinity	10%	15%	35%	24%
Marin	25	33	35	48	Solano	17	19	20	23
Alameda	24	29	32	40	San Luis Obispo	18	21	23	23
Santa Clara	23	28	33	37	Sonoma	18	19	20	23
San Mateo	22	28	32	37	Kings	16	15	19	22
Los Angeles	19	23	27	36	Mendocino	15	17	18	21
Fresno	18	22	26	36	Sutter	12	15	17	21
Yolo	19	21	27	34	Siskiyou	14	16	20	20
Contra Costa	20	25	27	31	Butte	22	20	20	20
Placer	16	21	23	31	Santa Barbara	12	15	16	20
<b>Statewide Average</b>	<b>18</b>	<b>21</b>	<b>24</b>	<b>30</b>	Plumas	15	8	12	19
San Diego	21	23	23	30	Lake	11	13	11	18
Orange	18	22	25	29	Amador	14	17	14	18
Sacramento	16	18	22	29	Mariposa	13	14	17	18
Tulare	14	17	21	27	Imperial	11	18	13	17
Stanislaus	15	16	18	27	Tehama	13	12	10	17
San Benito	19	22	19	27	Yuba	10	12	12	16
Madera	14	14	17	27	Tuolumne	16	14	14	15
Merced	16	16	18	27	Glenn	22	19	24	15
Monterey	16	22	23	26	Del Norte	15	11	16	14
El Dorado	17	20	27	26	Shasta	10	11	14	13
Santa Cruz	17	21	23	26	Modoc	2	2	3	12
Napa	16	20	21	26	Calaveras	15	19	15	10
Humboldt	22	18	23	25	Mono	19	13	20	10
Ventura	13	17	21	25	Nevada	17	13	13	9
Colusa	19	21	23	25	Lassen	6	7	6	6
Kern	14	17	19	25	Inyo	16	18	8	3
San Bernardino	15	17	16	25	Sierra	11	24	29	— <sup>a</sup>
Riverside	14	17	17	24	Alpine	—	—	—	—
San Joaquin	15	14	18	24					

<sup>a</sup> Data not available for the two largest high schools in the county.

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**UC Transfer Admissions**

*Percent of Transfer Applicants From California Community Colleges Admitted to UC*

<b>County</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>
Lassen	100%	89%	67%	100%
Plumas	58	60	60	100
Mendocino	80	83	73	83
Yuba	86	86	82	76
Sonoma	84	84	88	75
Contra Costa	81	84	82	74
El Dorado	87	84	88	73
Alameda	79	83	82	73
San Francisco	79	81	81	72
San Luis Obispo	73	77	75	72
Yolo	—	—	63	72
Santa Clara	78	83	81	72
Ventura	78	81	77	71
Sacramento	87	86	83	70
Marin	78	82	79	70
San Mateo	77	88	85	70
Butte	74	83	74	70
<b>Statewide Average</b>	<b>79</b>	<b>80</b>	<b>78</b>	<b>69</b>
Tuolumne	84	80	94	69
Tulare	84	90	74	69
Santa Barbara	72	76	75	69
Los Angeles	75	79	77	69
Shasta	76	80	78	69
Kings	—	—	64	69
Placer	83	85	83	68
San Diego	77	79	77	68
Santa Cruz	85	84	82	67
Napa	85	83	87	67
Orange	79	77	77	67
Monterey	78	81	81	66
Riverside	86	76	75	66
Fresno	85	81	73	66
San Joaquin	85	81	79	65
Stanislaus	77	82	72	64
Imperial	86	84	84	63
San Bernardino	84	75	74	62
Kern	69	81	78	62
Solano	84	89	73	61
Merced	80	85	77	60
Siskiyou	85	100	69	50
Humboldt	100	80	86	48

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**CSU Transfer Admissions**

*Percent of Transfer Applicants from California Community Colleges to CSU*

<b>County</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>
Ventura	72%	92%	79%	93%
Butte	80	88	86	92
Merced	79	89	76	92
San Bernardino	74	85	64	92
Yuba	79	86	91	91
Tuolumne	82	89	89	90
Napa	78	85	80	90
San Luis Obispo	62	96	65	90
Siskiyou	71	81	70	90
Kern	78	87	81	89
Sacramento	79	89	91	89
Placer	76	86	92	89
Santa Cruz	75	92	92	89
Monterey	74	92	79	89
Yolo	20	—	93	89
Stanislaus	79	92	76	88
Shasta	80	91	85	88
Tulare	79	96	80	88
Humboldt	78	85	89	88
San Mateo	77	91	76	88
San Francisco	76	90	85	88
Alameda	70	86	72	88
<b>Statewide Average</b>	<b>71</b>	<b>89</b>	<b>76</b>	<b>87</b>
Riverside	72	84	62	87
Orange	71	90	84	87
Sonoma	79	93	79	87
Solano	74	84	78	87
Fresno	74	95	78	87
San Joaquin	79	91	79	86
Mendocino	78	86	97	86
Los Angeles	65	88	68	86
El Dorado	62	85	81	85
Contra Costa	73	89	75	85
Santa Barbara	68	90	61	84
San Diego	76	89	68	83
Lassen	76	70	85	83
Imperial	74	88	69	83
Santa Clara	68	91	89	81
Plumas	83	75	81	80
Marin	68	84	82	79
Kings	—	—	74	74

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**UC Freshman Participation**

*Percent of California Public High School Graduates Enrolling at UC*

County	2000	2005	2010	2015	County	2000	2005	2010	2015
San Francisco	14%	21%	22%	18%	Mendocino	5%	6%	5%	4%
Alameda	11	12	13	12	Humboldt	5	4	3	4
Marin	14	14	12	12	Madera	3	2	3	4
Santa Clara	12	15	14	11	Amador	3	3	3	4
San Mateo	11	12	11	10	Fresno	3	4	4	4
Yolo	14	12	11	10	San Joaquin	4	3	4	4
Orange	10	10	8	8	Stanislaus	3	3	4	4
Contra Costa	11	10	9	8	Imperial	4	4	4	4
Los Angeles	8	8	8	8	Tulare	3	3	3	4
San Diego	8	7	7	7	Butte	4	3	2	3
<b>Statewide Average</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	Kern	2	3	3	3
Riverside	6	5	6	6	Sutter	3	4	3	3
Napa	6	6	6	6	Kings	3	3	4	3
Solano	5	5	5	6	Shasta	4	3	3	3
Ventura	7	7	7	6	Calaveras	5	4	2	3
Sacramento	6	6	5	6	Trinity	4	6	6	2
Merced	3	4	5	6	Yuba	2	3	2	2
Sonoma	7	7	6	5	Glenn	1	2	2	2
El Dorado	5	6	5	5	Tehama	3	2	2	2
Santa Cruz	9	8	6	5	Nevada	5	4	3	2
San Luis Obispo	6	5	6	5	Colusa	2	—	2	2
Plumas	5	5	4	5	Tuolumne	5	4	4	2
Placer	5	5	6	5	Mono	6	3	8	2
Santa Barbara	7	7	6	5	Del Norte	4	3	2	1
Monterey	5	7	5	5	Inyo	3	4	1	1
San Benito	5	5	4	5	Lassen	2	1	1	1
San Bernardino	5	5	5	5	Modoc	1	0	3	—
Mariposa	4	2	3	5	Sierra	1	—	5	— <sup>a</sup>
Lake	2	4	2	5	Alpine	—	—	—	—
Siskiyou	4	3	6	4					

<sup>a</sup> Data not available for the two largest high schools in the county.

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**CSU Freshman Participation**

*Percent of California Public High School Graduates Enrolling at CSU*

County	2000	2005	2010	2015	County	2000	2005	2010	2015
San Francisco	18%	16%	17%	21%	Solano	10%	11%	9%	11%
Fresno	13	14	15	20	Sonoma	10	10	8	11
Marin	12	13	12	18	Napa	9	9	9	10
Los Angeles	10	12	11	16	Sutter	7	9	7	10
Stanislaus	10	10	11	16	Ventura	7	8	9	10
Alameda	14	15	13	16	Kings	10	8	10	10
Yolo	11	11	12	15	Mariposa	6	6	9	9
Sacramento	11	11	10	15	Mendocino	8	7	7	9
San Mateo	12	14	12	14	Trinity	8	7	15	9
Santa Clara	13	14	13	14	Glenn	16	14	15	9
Placer	10	11	10	14	Plumas	8	2	5	8
<b>Statewide Average</b>	<b>10</b>	<b>11</b>	<b>11</b>	<b>14</b>	Amador	7	10	8	8
Kern	9	11	11	14	Imperial	5	8	5	8
Merced	10	10	10	13	Siskiyou	8	7	9	8
San Diego	11	12	10	13	Yuba	6	6	6	8
San Benito	11	13	10	13	Santa Barbara	6	7	6	7
Tulare	8	10	9	13	Lake	8	8	6	7
Madera	9	8	10	13	Del Norte	10	5	7	7
San Bernardino	9	10	9	12	Tehama	8	8	5	6
Monterey	8	11	10	12	Modoc	1	2	2	5
Humboldt	14	11	12	12	Tuolumne	8	6	4	5
Contra Costa	10	12	11	12	Calaveras	9	11	8	5
Orange	9	11	11	12	Shasta	6	5	5	5
Colusa	12	11	12	12	Nevada	9	6	6	4
Riverside	7	9	8	11	Mono	8	6	8	3
San Joaquin	8	8	9	11	Lassen	2	2	2	2
Santa Cruz	10	11	10	11	Inyo	9	7	3	1
San Luis Obispo	12	13	10	11	Sierra	8	14	17	— <sup>a</sup>
Butte	14	13	11	11	Alpine	—	—	—	—
El Dorado	10	11	11	11					

<sup>a</sup> Data not available for the two largest high schools in the county.

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**Degree Attainment**

*Percent of Adults With a Bachelor's Degree or Higher, 2010-2014 Five Year Average*

<b>County</b>	<b>Percent</b>	<b>County</b>	<b>Percent</b>
Marin	55%	Mariposa	22%
San Francisco	53	Trinity	22
Santa Clara	47	Inyo	21
San Mateo	45	Calaveras	21
Alameda	42	Riverside	21
Contra Costa	40	Amador	21
Yolo	38	Tuolumne	20
Santa Cruz	38	Fresno	20
Orange	37	Shasta	19
Placer	36	Sierra	19
San Diego	35	San Benito	19
Mono	33	San Bernardino	19
Nevada	33	Modoc	19
Sonoma	33	Sutter	19
El Dorado	32	San Joaquin	18
San Luis Obispo	32	Stanislaus	16
Napa	32	Lake	16
Ventura	32	Del Norte	16
Santa Barbara	31	Glenn	16
Alpine	31	Kern	15
Los Angeles	30	Colusa	14
<b>Statewide Average</b>	<b>30</b>	Yuba	14
Sacramento	28	Tehama	14
Humboldt	28	Madera	14
Butte	25	Imperial	13
Solano	24	Tulare	13
Siskiyou	24	Merced	13
Monterey	23	Lassen	13
Plumas	23	Kings	13
Mendocino	23		

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**LAO Publications**

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This report was prepared by Jason Constantouros and reviewed by Paul Golaszewski and Jennifer Kuhn. The Legislative Analyst's Office (LAO) is a nonpartisan office that provides fiscal and policy information and advice to the Legislature. To request publications call (916) 445-4656. This report and others, as well as an e-mail subscription service, are available on the LAO's website at [www.lao.ca.gov](http://www.lao.ca.gov). The LAO is located at 925 L Street, Suite 1000, Sacramento, CA 95814.