

The Regents of the University of California

ACADEMIC AND STUDENT AFFAIRS COMMITTEE

November 13, 2019

The Academic and Student Affairs Committee met on the above date at UCSF–Mission Bay Conference Center, San Francisco.

Members present: Regents Anguiano, Butler, Elliott, Lansing, Ortiz Oakley, Reilly, Sures, Weddle, and Zettel; Advisory members Stegura and Gauvain; Chancellors Block, Larive, May, and Wilcox; Interim Chancellor Brostrom; Staff Advisor Klimow

In attendance: Assistant Secretary Lyall, Managing Counsel Shanle, Provost Brown, Vice President Brown, Interim Vice President Gullatt, and Recording Secretary Li

The meeting convened at 10:10 a.m. with Committee Chair Anguiano presiding.

1. APPROVAL OF MINUTES OF PREVIOUS MEETING

Upon motion duly made and seconded, the minutes of the meeting of September 18, 2019 were approved.

2. UNDERGRADUATE FINANCIAL AID AT THE UNIVERSITY OF CALIFORNIA

[Background material was provided to Regents in advance of the meeting, and a copy is on file in the Office of the Secretary and Chief of Staff.]

Provost Brown introduced the presentation by emphasizing the importance of quality, access, and affordability to the University's mission. An array of policy options would be presented at an upcoming Regents meeting in order to modify UC's financial aid strategy.

Director of Student Financial Support Shawn Brick provided an overview of the Education Financing Model (EFM). He noted that discussions at the State level regarding Cal Grant reform seemed to mirror the EFM in their consideration of the total cost of attendance (TCOA), student and parent contributions, and student loans. These discussions could also have a major impact on UC's own policy discussions. Mr. Brick underscored the relationship between tuition and financial aid. Raising tuition would lead to additional Cal Grant funding and return-to-aid that would cover the tuition increase for needy students and generate additional financial aid for non-tuition cost increases. Over 40 percent of state resident students qualified for Cal Grants. The financial aid generated from a tuition increase would not be enough to cover all cost increases but could offset some of them. With little additional financial aid over the last several years, the self-help portion of the EFM was becoming unmanageable. This was mitigated by growth of nonresident enrollment for a time, but UC would still need about \$30 million in need-based grants in

order to make self-help manageable. Mr. Brick offered to answer questions about recommendations from and modeling discussed by the TCOA Working Group.

Provost Brown asked Mr. Brick to elaborate on the function of the Middle Class Scholarship (MCS) Program and how it could change with Cal Grant reform. Mr. Brick stated that the Program served families that did not qualify for need-based financial aid by federal standards but needed assistance. Students received about \$28 million from the MCS Program this past year, while the Cal Grant gave over \$950 million to UC students. It was unclear how Cal Grant reform would affect the MCS Program, but UC has been supportive of continuing it.

Provost Brown asked Mr. Brick why self-help contribution for students was the same regardless of income level. Referring to the EFM, Mr. Brick explained that families with higher income levels received less in need-based grants. When the EFM was established, the equity portion was in the parent contribution, and the equality portion was in student contribution, because it seemed unfair to ask students to work more or less based on their family income. The TCOA Working Group discussed reducing the self-help portion for targeted groups. This was a persistent tension within the EFM between lowering self-help for lowest-income students and raising self-help for middle-class students.

Committee Chair Anguiano noted that this presentation was a continuation of a previous presentation on debt load. She asked how the student self-help was integrated into student budgets and whether that money was available when costs were due. Mr. Brick responded that the answer depended on whether students lived on- or off-campus. The TCOA included expenses incurred throughout the semester or quarter. Financial literacy training, one of the recommendations of the TCOA Working Group, would help students understand when expenses occur and how to budget. He cautioned against the implication that financial struggles stemmed from students' management of money and clarified that financial literacy tools could be offered to help students. Committee Chair Anguiano asked whether UC was developing such tools. Mr. Brick replied in the affirmative, adding that campuses received financial literacy funding this year. He had been discussing messaging within financial aid offer letters with Regent Weddle and Regent-designate Stegura.

Regent Zettel, citing a recent survey where 54 percent of students reported choosing not to work, asked whether this encompassed all students or only students receiving aid. Mr. Brick replied that the survey included all students. Regent Zettel asked whether students receiving aid were required to work at least 13 hours per the EFM. Mr. Brick stated that it was an assumption built into their financial aid package. Low-income students were more likely to work. Regent Zettel asked whether work was optional. Mr. Brick responded in the affirmative. Students chose how to meet their self-help contribution, whether by working, borrowing, or a combination of both. Regent Zettel underscored the value of working in college and hoped students would avail themselves of that opportunity.

Regent Zettel, referring to the presentation materials, asked why Native American students incurred more debt than other underrepresented minority (URM) groups. Mr. Brick replied that the data set was small and it was difficult to interpret a reason. Overall, URM groups'

higher debt load and likelihood of borrowing were of serious concern. Regent Zettel asked whether tribal governments contributed scholarships. Mr. Brick responded that there were some tribal scholarships but not to the level that would mitigate cost concerns.

Regent Sures asked what aid was available to students who had high family incomes but no relationship with their parents. Mr. Brick replied that students in extreme circumstances could be declared independent. Regent Sures asked what defined extreme. Mr. Brick gave examples of documented instances of abuse or being expelled from the household. These instances were few and far between, which was how the federal government wished it to remain. Regent Lansing added that standards for this must be strict.

Regent Lansing stated that, during a recent visit to UC Santa Cruz, students reported spending up to 80 percent of their stipend on housing and that affordable housing was not available. She suggested creating a report on what was most cost-prohibitive on each campus and how the Regents could help alleviate that problem. Provost Brown agreed that housing was a major issue systemwide and was a particular issue at UCSC, where some faculty could not find housing. He agreed that this was a significant issue worth the Committee's time. Mr. Brick shared that a steering committee oversaw a survey on student expenses and off-campus rent, as well as actions resulting from the survey. U.S. Department of Housing and Urban Development (HUD) data was being incorporated into this survey data.

Interim Chancellor Brostrom asked whether grade point average (GPA) increased for students working up to ten hours but decreased dramatically beyond that. Mr. Brick responded in the affirmative and that national studies reflected academic performance dropping when working more than 20 hours per week. Institutional Research and Academic Planning (IRAP) produced similar findings. Interim Chancellor Brostrom suggested communicating these statistics to students.

Interim Chancellor Brostrom asked about collecting more information from families beyond the Free Application for Federal Student Aid (FAFSA). Mr. Brick replied that it had been considered and would be worthwhile given that the FAFSA was not very detailed and UC needed to better determine a family's ability to pay. Collecting more data must be balanced with whether it was easy for students. For example, College Board's College Scholarship Service Profile collects more information but is lengthy and costs \$70. The University should determine whether it can ask more questions rather than ask students to file another form. Interim Chancellor Brostrom indicated that the University needed more information on race-based wealth to target financial aid more effectively.

Faculty Representative Gauvain asked how debt was calculated given the diversity of students' post-graduate earnings. Mr. Brick stated that the average was used because there was no way to predict earning potential. UC now had access to data from the California Department of Education that compared income for those who stayed in the state with their student loan debt. UC students were graduating with lighter debt loads. Ms. Gauvain noted that there were students in less lucrative occupations, so stratifying the data by occupation would be useful.

Ms. Gauvain suggested that financial literacy tools being developed should be available to any student. Mr. Brick responded that some campuses already have robust financial literacy programs open to undergraduate and graduate students regardless of need.

Regent Weddle echoed Regent Lansing's concerns and suggested examining graduate student affordability. She asked what venue was appropriate for discussions about return-to-aid. Students tried to raise this issue in the cohort-based tuition working group but were told that it was outside of the scope of that group. Provost Brown noted two different considerations: how much aid was available, which was tied to raising tuition, and how to allocate the available aid. This was partially discussed in the TCOA Working Group but could be examined further. Regent Weddle wished to see financial aid discussed more in the cohort-based tuition working group.

Regent-designate Stegura asked how families qualified for the Middle Class Scholarship Program. Mr. Brick replied that it was administered through the California Student Aid Commission. The student would receive a financial aid letter with UC's estimated MCS amount, and UC would work with the Commission to resolve any discrepancies. Regent-designate Stegura asked whether the available pool of money was exhausted every year. Mr. Brick replied that the California Student Aid Commission received the State appropriation. He did not know whether the appropriation matched the expenditures.

Regent Reilly asked for the most important things that could be done to improve financial aid policy. Mr. Brick stated that UC's need analysis and how money was targeted should be examined. He suggested helping low-income students with start-up costs for which middle-class students had more family support by increasing the TCOA for these students in order to provide them with additional grant money. Regent Reilly asked whether these discussions were being had. Mr. Brick replied that he had discussed these ideas with campus colleagues. Interim Chancellor Brostrom added that individual campuses had programs for independent scholars and foster youth. Committee Chair Anguiano stated that financial aid policy options would be presented at an upcoming Committee meeting.

Regent Ortiz Oakley asked whether the nonresident tuition cap has affected return-to-aid. Mr. Brick responded that he could return to the Committee with numbers. Increasing nonresident enrollment did help mitigate cost increases for low-income California students.

Regent Ortiz Oakley asked whether discussions about lowering the TCOA were incorporated into discussions about financial aid. Without factoring housing, the cost of campus fees, books, and supplies were increasing. Mr. Brick stated that some of those expenses have been decreasing over time. Students and professors have found alternatives to books and supplies. When passing campus-based fees, students voted to have return-to-aid attached to them. Regent Ortiz Oakley asked whether campuses such as UC Merced were testing some of these alternatives to buying textbooks. Interim Chancellor Brostrom replied that UCM had begun to experiment with textbook rentals and self-publishing. Provost Brown added that faculty were far more judicious about required materials and making them more accessible through inter-library loans. The UC system was trying to

lower the overall cost structure. Ms. Gauvain added that faculty were using electronic resources from the library and that librarians have been very helpful in developing those resources.

Committee Chair Anguiano stated that self-help must be better understood, as well as whether students were choosing not to work and what type of work was available.

3. **THE ROLE OF THE UNIVERSITY IN PREPARING HIGH-QUALITY TEACHERS AND ADMINISTRATORS TO SUPPORT ACHIEVEMENT AND OPPORTUNITY FOR ALL STUDENTS**

[Background material was provided to Regents in advance of the meeting, and a copy is on file in the Office of the Secretary and Chief of Staff.]

Provost Brown introduced the item by providing some highlights from the University's teacher education programs. From 2015 to 2018, over 8,000 of all mathematics and science teaching credentials were awarded to UC graduates. Thirty-four percent of UC's teacher candidates were from underrepresented groups, an increase of seven percent since 2014.

Tine Sloan, Director of California Teacher Education Research and Improvement Network (CTERIN), explained that the state has struggled to place well-prepared teachers in schools because pathways into teaching permitted by the State that were substandard due to the lack of preparation. The number of teachers going through these pathways has doubled in last five years. A disproportionate number of these teachers have been placed in high-poverty communities, comprised mostly of children of color with fewer opportunities. UC has innovative programs focusing on recruitment and retention of teachers of color, as well as the preparation of teachers who seek out inequities to solve them. UC Merced has a dual enrollment program with high schools. UC San Diego has a bilingual program with two universities in Mexico for cultural competency preparation. UC Irvine has partnered with Santa Ana Unified School District to prepare science, technology, engineering, and mathematics (STEM) teachers. CTERIN, a statewide coordinated research effort, aimed to develop a statewide data system to understand the effectiveness of the various pathways into teaching. In partnership with California State University (CSU) and other universities, CTERIN was pooling resources systemwide to better prepare doctoral students for teacher education. Ms. Sloan expressed optimism due to a robust budget outlook, Governor Newsom's commitment to funding education, and support from the Office of the President (UCOP).

Balboa High School Assistant Principal John Nepomuceno stated that he received his undergraduate, various graduate degrees, and teaching credentials at UC Berkeley. Mr. Nepomuceno had taught in 25 schools in the San Diego Unified School District. Mr. Nepomuceno earned his teaching credential in English through the Multicultural Urban Secondary English (MUSE) program at the UCB Graduate School of Education. The program was rigorous and focused on social justice and equity. Staff and faculty were very supportive, and Mr. Nepomuceno's MUSE cohort shared the same ideals. He became co-director of the Mandela Law and Public Service Academy at Fremont High School. He

enrolled in UC Berkeley's Principal Leadership Institute (PLI) to become an administrator while working as a full-time educator. Mr. Nepomuceno became assistant principal of Balboa High School after completing PLI and relied on a support network of UC Berkeley faculty and alumni in his challenging first year in the position. He has focused on developing teachers who served diverse students. He has offered teachers culturally responsive professional development opportunities and individualized coaching.

Provost Brown shared that, when he was chair of the Board of Admissions and Relations with Schools (BOARS), 80 percent of admitted students came from 20 percent of the state's schools. This had a profound effect on him, and he underscored the importance of providing an excellent and rigorous curriculum with regard to UC access.

Committee Chair Anguiano asked what percentage of the target population of teachers and principals UC teacher education programs were reaching and how they could reach a bigger percentage. She also asked what federal funding the University was receiving. Ms. Sloan replied that UC prepared five to seven percent of the state's teachers. UC also has an impact through its research and how it informs policy and practices. Committee Chair Anguiano wished to know what percentage of principals UC prepared and how that could grow. Provost Brown stated that he would return to the Committee with that information.

Regent Zettel stated that the statistic that Provost Brown shared was sobering. She asked how people were selected for the California Subject Matter Project (CSMP), who paid for their attendance, and whether the information was shared with other teachers in a school. Interim Vice President Gullatt stated that CSMP was a discipline-based professional development program. Any teacher in California could participate in these free to low-cost services. CSMP has served up 40,000 teachers per year. These were teacher-led networks.

Regent Lansing disclosed her involvement in EnCorps, a STEM teacher preparation program, and suggested sending a greater number of teachers to underserved areas. EnCorps prepared people with mathematics and science careers to become STEM teachers as a second career and serve an underserved area. EnCorps teachers were diverse and had a retention rate of 92 percent for five or more years. Regent Lansing suggested targeting professionals considering a second career and community service. Ms. Sloan expressed her agreement and added that career changers often have financial obligations and needed financial support to attend a high-quality program. The low cost of low-quality teacher preparation programs has discouraged people from attending high-quality programs. Highly prepared teachers were more likely to stay in the field. Regent Lansing suggested using corporate scholarships to help those training to be teachers in UC programs.

Regent Ortiz Oakley asked how debt load could be addressed, noting that it was nearly impossible for teachers in underserved areas to pay back loans. Mr. Nepomuceno stated that teachers in Oakland and San Francisco could not afford to live there. Many of his dedicated colleagues left teaching because of high debt load and cost of living. He suggested that UC be creative and provide financial aid opportunities to those without grants and fellowships, especially potential teachers of color. Regent Ortiz Oakley stated that UC should lead in this regard. CSU trained the most teachers, but UC has done very

good research on teacher quality, preparation, and policy. UC should encourage and support good policymaking from the State. With regard to UC taking 80 percent enrollment from 20 percent of schools, Regent Ortiz Oakley opined that there were many effective teachers in urban schools. Rather, this was an issue of leadership. UC could also show leadership in helping families that lack resources navigate the complexities of higher education. The state and country have struggled to reach, support, and retain people of color in all professions. He disagreed that students not accepted to UC were academically underprepared. Rather, they lacked resources. He cautioned against the narrative that these students were not able to perform at UC. Ms. Sloan added that UC could contribute information on programs that were appropriate for teachers in high-need schools. CTERIN was building such a database to determine the programs preparing teachers who stay in high-needs schools. The database would also determine how those programs were preparing equity-minded teachers. A research university should do this. UC could then target financial aid packages. Ms. Sloan cited the Woodrow Wilson-Rockefeller Brothers Fund Fellowships for Aspiring Teachers of Color, which sent fellows to high-performing teacher preparation programs, several of which were in UC. The State has spent \$200 million to address the teacher shortage, and loan forgiveness has also been successful.

Staff Advisor Klimow asked whether dual programs like the Program in Medical Education for the Latino Community at UC Irvine could be created to place interested and culturally competent teachers into underserved communities. Ms. Sloan replied that the State has funded the development of integrated undergraduate programs, with preference to colleges that partnered with community colleges and were training bilingual and STEM teachers in high-needs schools. Teacher preparation programs have been primarily post-baccalaureate following education reform in the 1970s that removed the undergraduate education major. There has been an increase of teachers of color through these programs. More funding was needed to continue building these programs. Interim Vice President Gullatt added that each UC undergraduate campus has a science and mathematics initiative for STEM majors to prepare to be teachers. Students who participated in those initiatives were more prepared for the credentialing program, more likely to stay in teaching, and more likely to teach in underserved schools.

Regent Reilly asked about the role of private philanthropy. Ms. Gullatt replied that philanthropy has been a major part of CalTeach and PLI. The University would like more private philanthropy, and many foundations were interested.

Faculty Representative Gauvain stated that teachers have relatively low status compared with other occupations. In her experience, many graduate students who were not initially interested in teaching would gravitate toward it over time. She suggested modifying recruitment efforts to portray teaching as a high-value profession and reach out broadly to more students. She asked whether there was follow-up for teachers who were already working and suggested mentorship for new teachers. Ms. Sloan stated that teaching was more respected in other countries. There was anecdotal evidence that UC prepares teacher leaders who reform schools. Better career ladders for teachers were needed, and UC should encourage teachers to become teacher-educators and not just administrators. Recruitment has increased through CalTeach, undergraduate majors, and undergraduate minors. The

education minor was the largest minor at UCSB and other campuses. Many campuses were developing majors in education.

Interim Chancellor Brostrom stated that UC has built tens of thousands of housing units for students, faculty, and staff. School districts and other public agencies have excess land that could be combined with tax-exempt financing for affordable housing for teachers and staff.

4. **EXAMINING THE UNIVERSITY OF CALIFORNIA UNDERGRADUATE EXPERIENCE OVER TIME**

[Background material was provided to Regents in advance of the meeting, and a copy is on file in the Office of the Secretary and Chief of Staff.]

Provost Brown stated that the UC Information Network provided a longitudinal view of results from the UC Undergraduate Experience Survey (UCUES) for examining trends over the last decade. Students have indicated four high-impact areas: overall satisfaction, undergraduate research, academic engagement, and understanding different perspectives.

Vice President Brown provided a tour of the longitudinal dashboard in the UC Information Center. Using the question about satisfaction with academic experience as an example, she noted that there was some decline in overall satisfaction. Information could be filtered by campus and further by subset of population. Pell Grant recipient, first-generation, and underrepresented students were grouped as “new generation” (new gen) students to help advance UC’s 2030 goals. The decline in satisfaction among new gen students has been greater. Ms. Brown provided statistics on this decline by further subsets. With investment in 2030 goals, UC hoped to address gaps, reinvest in UC, and support areas with slight declines.

Provost Brown remarked that this information would hopefully support discussion on changes in student satisfaction or other areas, how to balance and prioritize UC’s multi-year goals, and what should be prioritized with additional funding.

Regent Weddle asked how open-ended responses in UCUES were analyzed and whether there were lessons learned. Ms. Brown replied that asking about the most memorable academic experience has provided a wide range of student responses. The Office of the President (UCOP) was doing more textual analysis and identifying different approaches, drawing from campuses. Question clusters and related institutional data were considered. Provost Brown noted that the slight decline in retention rates was concerning. Regent Weddle suggested following up UCUES with focus groups or interviews. Ms. Brown added that there were opportunities for comments in UCUES as well. Many investment areas identified in the UC 2030 goals were aligned with some of the concerning trends.

Regent Weddle asked whether there was data on the satisfaction of students participating in retention and outreach programs. Ms. Brown replied that UCOP was starting to track

some of the programs to share the data systemwide although campuses were in a better position to provide feedback. Positive outcomes had been observed.

Chancellor Block shared that the deteriorating faculty-to-student ratio aligned with changes in satisfaction. UCLA students were concerned about enrolling into classes and class size. Ms. Brown stated that there was lowest satisfaction in access to small courses. There were fewer small classes at UC. Provost Brown added that the concerns Chancellor Block raised might proportionately affect students who need a more engaged experience, such as students from a challenged background.

Committee Chair Anguiano noted that 60 percent of lower division courses had class sizes of 150 students or more. She asked what progress was being made to change that. Provost Brown responded that faculty were using innovative strategies, such as a wide range of technology tools to reach more students and increasing close engagement, and offering more summer courses. He offered to present more information at an upcoming meeting. Ms. Brown added that campuses were rethinking course delivery, such as working with teaching and learning centers to identify engaged learning methods. UCI has identified 20 courses that over 90 percent of freshman would encounter and was working with faculty on co-curricular activities and enhancing in the syllabus, messaging, and support services.

Faculty Representative Gauvain suggested focusing analysis on context such as examining the data by major. Students in impacted majors might be more affected by class size issues, which would be driving some of the satisfaction data. Provost Brown responded that some students were not able to declare their desired majors. Ms. Brown confirmed that there was lower satisfaction among students in science, technology, engineering, and mathematics (STEM) fields or undeclared students.

Chancellor May asked whether there were national or other state trends against which UC could benchmark. Ms. Brown replied that UCUES questions were based on those from the Student Experience in the Research University Consortium, so UC was collecting similar data as other universities in the Consortium.

Chancellor Larive explained that faculty-to-student ratio and small classes were important because of the relationships between faculty and students, connections that supported students at UC and beyond. As UC has diversified its student body, additional effort has fallen disproportionately on faculty, especially those from certain demographic groups, such as faculty of color, those who support students from foster care, and women in STEM. The University must also increase faculty diversity and recognize the differential workload.

Regent Ortiz Oakley echoed Chancellor Larive's comments, adding that UC should focus on ways to engage with students whether in the classroom or through staff. He asked whether the data could be filtered by campus, and Ms. Brown responded in the affirmative. UCOP administered UCUES and provided data to campuses for their own use.

Regent Ortiz Oakley noted that UC Riverside was the only UC campus in the University Innovation Alliance (UIA), which focused on improving outcomes for Pell Grant recipient

and underrepresented students. He asked about UCR's experience with UIA and whether UC was using UCR's experience to inform decision-making. Chancellor Wilcox replied that the UIA board recently discussed how to more effectively share lessons learned. UIA information has been shared among campus leaders systemwide. He added that, in addition to the importance of class size and students' experience with faculty, a relationship with one professor or staff member could be singlehandedly driving positive responses about a student's satisfaction. The UC community must own this reality and work together to improve it.

The meeting adjourned at 12:00 p.m.

Attest:

Secretary and Chief of Staff