

**Office of the President**

**TO MEMBERS OF THE COMMITTEES ON FINANCE AND  
LONG RANGE PLANNING:**

## **ACTION ITEM**

*For Meeting of November 19, 2015*

### **APPROVAL OF THREE-YEAR FINANCIAL SUSTAINABILITY PLAN**

#### **EXECUTIVE SUMMARY**

The California State Budget Act of 2015 calls upon the University to submit a financial sustainability plan, approved by the Board of Regents, that includes projections of revenue, expenditures, and enrollment, as well as projected goals for specified performance outcome measures, for the years 2016-17, 2017-18, and 2018-19, based upon a set of assumptions provided by the California Department of Finance.

Under the assumptions provided by the Department, State funding would increase by four percent per year; in-state tuition would remain flat in 2016-17, with the potential for increases in subsequent years pegged generally to inflation; and the University would receive one-time appropriations in 2016-17 and 2017-18 to address unfunded liabilities of the University of California Retirement Plan.

This item requests approval of the attached *University of California Three-Year Financial Sustainability Plan*.

#### **RECOMMENDATION**

The President of the University recommends that the Committee on Long Range Planning recommend to the Regents that the *University of California Three-Year Financial Sustainability Plan* shown in Attachment 1 be approved, as requested in the California State Budget Act of 2015.

#### **BACKGROUND**

The Budget Act of 2015 includes language requesting UC and the California State University each to develop a three-year financial sustainability plan that includes revenue and expenditure projections based upon assumptions provided by the Department of Finance. The assumptions provided by the Department of Finance in August specified that the four-percent base budget

adjustment proposed for 2015-16 as part of the Governor's multi-year plan would continue to be provided through 2018-19. Under the assumptions, in-state tuition for University of California students would remain flat for a sixth consecutive year in 2016-17, with the expectation that the Regents may consider tuition increases in 2017-18 and subsequent years that are generally pegged to inflation. The assumptions also include expected one-time State General Fund appropriations of \$171 million in 2016-17 and \$169 million in 2017-18 to be used solely for unfunded liabilities of the University of California Retirement Plan (UCRP).

The language also requests UC to develop a three-year enrollment plan as well as three-year goals for various performance outcome measures. These measures include the following:

- graduation rates for freshmen, community college transfers, and low-income students;
- the number and proportion of undergraduate enrollment who are community college transfers;
- the number and proportion of undergraduate enrollment who are low-income;
- degree completions for freshmen, community college transfer, graduate, and low-income students;
- the percentage of undergraduates who have earned sufficient course credits by the end of their first year of enrollment to indicate they will complete a degree in four years; and
- the average number of course credits accumulated by students at the time they complete their degrees.

The requested performance measures also include information regarding the average costs of instruction and degree completion.

### **OVERVIEW OF THE UNIVERSITY'S PLAN**

Financial sustainability at the University means having sufficient resources to support its three pillars of success – access, affordability, and excellence. The long-term funding framework established by the Governor and the University represents an integrated strategy to support all three pillars.

The framework provides no specific funding level for California resident enrollment growth. Rather, the framework calls upon the University to explore strategies for increasing the number of students that it serves through other means – for example, by reducing students' time-to-degree. Such efforts may, indeed, enable the University to serve more students over time. By themselves, however, they are unlikely to significantly expand access to UC for graduating classes of high school students and California Community College transfer students in the near term.

The Budget Act of 2015 includes a provision to allocate an additional \$25 million to the University, beginning in 2015-16, to support enrollment growth of 5,000 California undergraduates by 2016-17 compared to 2014-15 levels. (The funding is contingent upon the University demonstrating by May 2016 that it will likely meet that target for 2016-17.) Together with other University resources, this funding will allow campuses to hire faculty members, to

expand academic support services, and to provide other critical services associated with enrolling 5,000 more California resident students next year.

The University has developed a sustainability plan that incorporates both the funding and the expected 2016-17 enrollment growth reflected in the Budget Act of 2015 while also sustaining expanded access in future years. The University's plan also includes modest growth in graduate student enrollment, consistent with UC's role as the primary research enterprise for California and recognizing the essential contributions that graduate students make to undergraduate education.

In addition, to meet the statutory requirement of the Budget Act of 2015, the University also developed an alternative sustainability approach that adheres to the Department of Finance assumptions although it does not reflect the University's intentions for the coming years. Consistent with those assumptions, the alternative approach reflects no State funding for enrollment growth in 2016-17 or subsequent years, resulting in only modest growth in California resident undergraduate enrollment and no graduate enrollment growth. The alternative approach appears as an Appendix to this report.

Both the University's plan and the alternative approach based on Department of Finance assumptions reflect continued efforts to maximize operational efficiencies and to control costs. The primary difference between the University's plan and the alternative approach is the inclusion in the University's plan of projected enrollment growth and an associated – and essential – increase in State support for those students. Both the University's plan and the alternative approach reflect expenditures that are critical to the University's ability to continue to provide the type of education students seek from UC.

The University's plan is attached. The alternative plan appears as an Appendix to the University's plan.

(Attachment)

## University of California Three-Year Financial Sustainability Plan

### Introduction

The University of California has maintained a remarkable track record of access, affordability, and excellence during periods of both economic growth and crisis. Most recently:

- UC campuses represent six of the seven top-ranked institutions according to the *New York Times* College Access Index 2015, which ranks universities on factors such as enrollment of low-income students, graduation rates, and net cost for needy students.
- Six of the top 13 national public universities are UC campuses according to the *U.S. News and World Report* 2016 college rankings, which are based on academic reputation, institutional resources, and selectivity in admissions.
- Four UC campuses rank among the top 20 best universities in the world according to the Academic Rankings of World Universities (ARWU), which is developed by the Shanghai Ranking Consultancy and considers factors such as faculty quality and research output.

This success is attributable to a historically strong and robust partnership between the State and the University. Despite shifting economic circumstances and competing priorities, the State of California continues to provide substantial support to the University's core budget. Combined with the State's commitment to the Cal Grant program, State support remains critical to the University's ability to serve California resident students.

The University, in turn, has continuously sought to serve more students while maintaining and enhancing the quality of instruction that it delivers at a lower overall cost per student. Examples of these cost-saving efforts include employing alternative instructional delivery models, streamlining paths to graduation, achieving administrative efficiencies, and adopting lower-cost models for procurement and insurance strategies. The University's financial aid programs, together with State and Federal programs, ensure that over one-half of California resident undergraduates have their systemwide tuition and fees fully covered by gift aid.

The University is determined to sustain this tradition of providing a world-class education to an increasingly diverse and talented cross-section of California students.

### Context for the University's Sustainability Plan

The Budget Act of 2015 calls upon the University to develop a sustainability plan and associated projections and goals for the years 2016-17, 2017-18, and 2018-19, based upon a set of assumptions provided by the Department of Finance. The relevant statutory language appears in Appendix 1 of this report.

Financial sustainability at the University means having sufficient resources to support all three goals of access, affordability, and excellence.

The long-term funding framework established by the Governor and the University represents an integrated strategy to support all three pillars. The framework provides no specific funding level for California resident enrollment growth. Rather, the framework calls upon the University to explore strategies for increasing the number of students that it serves through other means – for example, by reducing students' time-to-degree. Such efforts may, indeed, enable the University to serve more students over time. By themselves, however, they are unlikely to significantly expand access to UC for graduating classes of high school students and California Community College transfer students in the near term.

The Budget Act of 2015 includes a provision to allocate an additional \$25 million to the University, beginning in 2015-16, to support enrollment growth of 5,000 California undergraduates by 2016-17 compared to 2014-15 levels. (The funding is contingent upon the University demonstrating by May 2016 that it will likely meet that target for 2016-17.) Together with other University resources, this funding will allow campuses to hire faculty members, to expand academic support services, and to provide other critical services associated with enrolling 5,000 more California resident students next year.

The University has developed a sustainability plan that incorporates both the funding and the expected 2016-17 enrollment growth reflected in the Budget Act of 2015 while also sustaining expanded access in future years. The University's plan also includes modest growth in graduate student enrollment, consistent with UC's role as the primary research enterprise for the State and recognizing the essential contributions that graduate students make to undergraduate education.

In addition, to meet the statutory requirement of the Budget Act of 2015, the University also developed an alternative sustainability approach that adheres to the Department of Finance assumptions although it does not reflect the University's intentions for the coming years. Consistent with those assumptions, the alternative approach reflects no State funding for enrollment growth in 2016-17 or subsequent years, resulting in limited growth in California resident undergraduate enrollment and no graduate enrollment growth. The alternative approach appears as Appendix 2 of this report.

Both the University's plan and the alternative approach based on Department of Finance assumptions reflect continued efforts to maximize operational efficiencies and to control costs. The primary difference between the University's plan and the alternative approach is the inclusion in the University's plan of projected enrollment growth and an associated – and essential – increase in State support for those additional students. Both the University's plan and the alternative approach reflect expenditures that are critical to the University's ability to continue to provide the type of education students seek from UC.

## SECTION A. FINANCIAL PLAN

In developing its long-range financial plan, the University has looked carefully at the basic cost drivers of the institution and the resources available to cover those costs.

### Expenditure Assumptions of UC's Financial Plan

The University's financial plan for 2016-17, 2017-18 and 2018-19 includes projected expenditures based on the following baseline expenditure assumptions:

- The plan includes an increase of 5,000 California resident undergraduate students and 600 graduate students in 2016-17 compared to 2014-15, followed by sustained enhanced access with annual increases of 2,500 resident undergraduates and 700 graduate students per year.
- Employer contributions to the University's retirement system will remain at the current 14% of compensation over the three-year period. (Note that while the framework calls for the University to receive one-time support over three years totaling nearly \$500 million to reduce the unfunded liability of its retirement plan, those funds will not impact annual employer contributions during this period.)
- The University assumes average annual increases in health benefit costs for active employees and retirees of 5.0% during the period covered by the plan.
- The financial plan assumes non-salary price increases of 2% in each of the next three years, with a slightly higher estimated rate of increase for energy-related purchased utilities.
- The plan assumes that \$96 million will be directed over the three-year planning horizon to the Faculty Merit Program. This program is a rigorous peer review of each faculty member every two to three years

to ensure that UC retains the best faculty for teaching and research. The program remains a cornerstone of UC's compensation program to recruit and retain high-quality faculty.

- The financial plan assumes compensation increases over the next three years equivalent to 3% each year, including represented and non-represented academic and non-academic staff. The latest faculty compensation study concluded that UC's faculty salaries are nearly 12% behind market. The proposed compensation increases are not expected to close UC's salary lag but to keep UC salaries from slipping further behind those of UC's principal competitor institutions.
- The plan includes permanent funds to meet a portion of the University's deferred maintenance needs. Addressing the deterioration of UC's aging buildings and supporting infrastructure is a very high priority of the President and the Regents, as the deferred maintenance backlog represents a growing life-safety and economic risk to the institution.
- The plan provides funding for the operating budget to support a modest capital program, consistent with the provisions set forth in AB 94 trailer bill language. This funding is essential to allow the Merced campus to build new facilities that will allow the campus to continue to grow and to address critical life-safety and other capital needs at the other campuses.
- The plan includes annual investments in critical elements of the academic program. These include improving the student-faculty ratio; funding for startup packages for new faculty, which is a major obstacle for many campuses seeking to hire new faculty; augmenting graduate student support to ensure that the level of support offered by UC is sufficient to attract top graduate students; and enhancing undergraduate instructional support (including instructional technology, libraries, instructional equipment replacement, and building maintenance).

### **Projections of Available Resources**

The University's financial plan proposes to address its expenditure needs over the next three years through a combination of the resources shown below.

#### ***State General Funds and Student Tuition and Fees***

The University's plan includes the following revenue projections, which reflect elements from both the funding framework, the Budget Act of 2015, and the State's historic practice of supporting expanded access at UC for California resident students:

- annual 4% base budget adjustments in State funding, consistent with the framework;
- \$25 million annually of State funding to support an additional 5,000 California resident undergraduate students beyond 2014-15 levels, consistent with the Budget Act of 2015, along with marginal cost funding for graduate enrollment growth and sustained, moderate California resident enrollment growth in future years;
- annual increases of 5% in the Student Services Fee, with one-half of the revenue (net of aid) to be set aside for enhanced student mental health services; and
- beginning in 2017-18, annual increases in Tuition pegged generally to inflation.

The plan does not address projected increases in Professional Degree Supplemental Tuition (PDST). Any increase in PDST revenue resulting from enrollment growth in programs that charge PDST and/or to increases in PDST levels would cover cost increases associated with those programs and hence would not affect other aspects of the University's budget plan.

### ***Cost-Saving Measures, Efficiencies, and Alternative Revenue Sources***

The University's financial plan assumes that the following further operational efficiencies and alternative revenues will also be available to help meet its funding needs.

- The plan assumes \$60 million of increased revenue over a three-year period available for operating budget purposes from philanthropy. While the University has been successful in increasing philanthropic giving, the vast majority of gifts to the University are restricted and not available to enhance the core operating budget. Achieving this goal will require the University not only to continue to increase existing levels of philanthropic support, but also to implement innovative new strategies to increase the flexibility of these funds.
- Nonresident Supplemental Tuition will continue to play an important role in the University's finances. Additional revenue is projected from increases in undergraduate Nonresident Supplemental Tuition of 8% in 2016-17 and 5% in subsequent years. The University's plan also includes a reduction in the growth of the University's nonresident undergraduate population each year.
- The plan also assumes that the University will secure additional funding for operating budget purposes from liquidity management strategies.
- In recent years, the strategic sourcing initiative, also known as procurement reform, has delivered substantial cost savings (much of which accrues to non-core funds). The financial plan assumes that the University will secure an additional \$30 million in permanent core fund savings from this systemwide initiative in 2016-17 alone.
- Although many campuses have experienced declines in federal research funding due to sequestration and other changes in the way federal research funding is awarded, a number of UC campuses have managed to partially mitigate the impact of these declines recently by renegotiating higher indirect cost recovery rates from the federal government, as well as by securing more nonfederal research funding. As a result of these efforts, the financial plan assumes that indirect cost recovery will remain flat during the next three-year period, despite potential decreases in federal funding for research.
- Under the plan, funding from the University's University Student Aid Program awarded to financially needy nonresident undergraduate students would be redirected to support enrollment growth. (This change would apply only to future cohorts of nonresident undergraduate students, not to students currently enrolled at UC.)

### ***Other Efforts to Improve Student Access and Outcomes***

Under the framework, the University has committed to a number of key reforms that have the potential, over time, to improve student success, to expand the University's capacity to serve students, and to reduce elements of the University's cost structure. These include, but are not limited to, the following:

- an enhanced commitment to the transfer function, reflected in both enrollment goals and efforts to clarify and streamline the transfer function;
- innovations to support student progress and improve time-to-degree, such as reviewing the number of undergraduate upper division major units required for graduation across the system, identifying three-year degree pathways, and piloting alternative pricing models in summer sessions;
- continued development of online undergraduate courses, with funding priority for bottleneck courses;
- supporting the innovative use of data to identify students at risk, to explore different methods for assessing costs of instruction, and to support student learning; and

- developing new options for benefits under the University of California Retirement Plan (UCRP) for future hires that incorporate the pensionable salary cap reflected in State’s Public Employee Pension Reform Act (PEPRA) for defined benefit plans.

Collectively, these far-reaching reforms represent a University-wide effort to rethink key elements of the educational and support services provided by the University to students and how those services may be delivered more effectively. Working closely with the Academic Senate, the administration has convened task forces throughout the University that are working simultaneously to make progress in each of these areas.

### Differences between the University’s Plan and the Alternative Approach Using Department of Finance Figures

As noted earlier, an alternative approach that is consistent with Department of Finance planning assumptions is included as an appendix to this plan in order to meet the statutory requirements of the Budget Act of 2015. In contrast to the University’s plan, the alternative approach assumes no State support for enrollment growth and hence projects no material growth in California resident undergraduates or graduate students. The University does not intend to follow that approach; instead, the University intends to significantly expand enrollment. The alternative approach based on Department of Finance parameters assumes that University Student Aid Program funding currently received by nonresident undergraduate students would instead be redirected to provide additional financial aid for California resident students.

#### *Projections of Available Resources and Expenditures in 2016-17, 2017-18, and 2018-19*

	<u>Cumulative Change from 2015-16 Base (\$M)</u>		
	University's Plan		
	2016-17	2017-18	2018-19
<b>Revenue</b>			
State General Funds	\$157	\$319	\$488
Tuition and Fees (Gross)	97	250	406
Redirection of Nonresident Aid	14	28	42
Nonresident Suppl. Tuition (net of instr. costs)	69	121	173
Other Alternative Revenue	95	160	210
Deferred Maintenance (One-time)	25	25	0
Enrollment Pre-Funding (One-time)	25	0	0
<b>Total</b>	<b>\$481</b>	<b>\$903</b>	<b>\$1,319</b>
<b>Expenditures</b>			
Employee & Retiree Benefits (incl. UCRP & health)	\$56	\$111	\$168
Academic Merit Program	32	64	96
Compensation	156	297	443
Non-Salary Price Increases	30	54	78
Resident Enrollment Growth	56	88	120
Deferred Maintenance and Capital Program	65	100	120
Financial Aid	36	89	144
Academic Quality	50	100	150
<b>Total</b>	<b>\$481</b>	<b>\$903</b>	<b>\$1,319</b>

Source: UC Budget Office



## SECTION B. ENROLLMENT PLAN

### B.1 ENROLLMENT

**Under the University’s plan, UC will be able to enroll substantially more California resident undergraduates over the next 3 years.**

Under the University’s plan, the enrollment of California undergraduates would increase by 5,000 over 2014-15 levels by 2016-17 and would continue to grow by 2,500 California undergraduates in each of the following 2 years. By 2018-19 – the last year included in the plan – UC will enroll 10,000 more California resident undergraduates than it did in 2014-15.

Graduate and professional student enrollment, essential for California’s economy and societal needs and to support the additional undergraduates who would be enrolled under the University’s plan, would grow by 600 students in 2016-17 and by 700 students in subsequent years, for a total growth of 2,000 during this same period.

In contrast, enrollment growth among nonresident undergraduates would steadily decline for several years. Year-to-year growth in nonresident enrollment would fall from 1,200 in 2016-17 to 800 in 2018-19, as compared to budgeted growth of 2,000 for 2015-16.

***Enrollment Projections Under the University’s Plan***

FTE Enrollment	2014-15	2015-16	University's Plan		
			2016-17	2017-18	2018-19
CA res UG	175,034	175,052	180,034	182,534	185,034
Nonresident UG	25,053	28,532	29,732	30,732	31,532
Graduate/ Prof	49,792	50,952	51,552	52,252	52,952
% Nonresident UG (excludes summer)	13.4%	15.2%	15.3%	15.5%	15.7%

Note: 2015-16 are estimates. Figures are FTE and include summer, except for the nonresident calculation.

### B.2 ENROLLMENT — UPPER DIVISION CCC TRANSFERS

**Under the University’s plan, the number of transfer students will increase.**

Supporting California Community College transfers is fundamental to the University’s mission. From 2008-09 through 2011-12, UC increased both the proportion and the number of new transfer students enrolled. This trend has reversed in recent years due to lack of funding for new enrollment as well as declining transfer applicants—which reflect enrollment reductions at the community college level during the state’s economic crisis. It is expected that demand from community college transfer applicants will begin to grow again, as a result of substantial new funding directed to the California Community Colleges in recent years.

In recognition of the importance of providing access for CCC students to the UC system, President Napolitano launched a transfer initiative to identify ways to broaden access, ease the transfer pathways, and improve educational outcomes for transfer students. Under the University’s plan, which allows for increased enrollment of new California students, UC would be able to make progress on these goals.

### Upper-division transfer students enrolled annually from the California Community Colleges (CCC)

Academic Year FTE	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	University's Plan		
							2016-17	2017-18	2018-19
Number	32,523	34,041	33,807	33,615	34,086	34,344	35,756	36,980	37,531
% of all undergrads (FTE)	19.2	19.8	19.4	18.9	18.5	18.2	18.4	18.7	18.7

Note: 2015-16 are estimates. Excludes the summer term. Source: UC Corporate Student System. Upper-division CCC transfer students are those who enter UC from a California Community College with junior or senior standing. Postbaccalaureate teaching credential students are not counted as undergraduates.

### B.3 ENROLLMENT — LOW-INCOME UNDERGRADUATES

**Under the University's plan, UC's commitment to access for low-income students will be undiminished, although enrollment of low-income Pell-eligible students may decline slightly as a result of changes in the economy.**

The University's track record for enrolling low-income students is unmatched by other research universities and is a strong engine for social mobility and economic equity in the state. Growth in Pell grant recipients over the past decade at UC reflects a combination of admission policies that seek out highly talented students from disadvantaged backgrounds, a robust financial aid program which keeps UC financially accessible for low income students, the poor economy (which lowered families' income and hence made more students eligible for Pell grants), and changes to the federal Pell program that expanded eligibility to more students.

Trends in the number of Pell-eligible students can reflect both changes in the economy and changes to Pell program requirements. As a result, change in the enrollment of Pell grant recipients *over time* is an imperfect measure of accessibility for low-income students. For example, UC projects that the proportion of Pell-eligible students will decline slightly at UC (and nationally) in the coming years. This change is due in part to the ongoing economic recovery, which should result in higher family incomes generally. This is good news and does not reflect any reduction in the University's financial accessibility for students from low-income families.

#### **Enrollment of Undergraduate Pell Grant Recipients**

Academic Year FTE	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	University's Plan		
							2016-17	2017-18	2018-19
Number	68,933	71,565	73,147	74,984	76,183	76,452	78,890	80,349	81,392
% of all undergrads (FTE)	41%	42%	42%	42%	41%	41%	41%	41%	40%

Note: 2015-16 are estimates. Excludes the summer term. Source: UC Corporate Student System.

### B.4 ENROLLMENT — UNDERREPRESENTED MINORITY UNDERGRADUATES

**Under the University's plan, UC will be able to enroll more California resident undergraduates, who are more likely to come from underrepresented groups. This enrollment growth will provide greater opportunities for populations like Latino students, who are growing rapidly in number and whose levels of academic preparation are also rising.**

Undergraduate students from underrepresented minority groups (African American, Latino, and American Indian) have been steadily increasing in numbers and in share at UC even as, in the past few years, enrollment growth has slowed in response to the lack of funding for new enrollment. Under the University's plan, UC will be able to increase access for California students, and underrepresented students are likely to increase in both number and proportion over current levels.

## ***Enrollment of Underrepresented Minority Undergraduate Students***

Academic Year FTE	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	University's Plan		
							2016-17	2017-18	2018-19
Number	37,411	40,552	43,100	45,702	49,089	50,362	54,140	57,347	60,404
% of all undergrads (FTE)	22%	24%	25%	26%	27%	27%	28%	29%	30%

Note: 2015-16 are estimates. Excludes the summer term. Source: UC Corporate Student System.

## **SECTION C. PERFORMANCE METRICS**

### **Introduction**

The text and tables on the following pages display the outcomes the University projects would be associated with the financial and enrollment assumptions reflected in the University's plan. Most of these metrics move very slowly. For example, degree completions associated with enrollment growth generally will not be reflected until after two years for transfer entrants, and after four years for new freshmen. Similarly, program enhancements designed to increase graduation rates cannot show immediate results because the cohorts that benefit from these programs are often early in their student careers. In some cases, it is even possible that indicators will move in the opposite direction for several years after a positive change is implemented because earlier cohorts will continue to exhibit outcomes based on conditions that existed in previous years.

The University carefully tracks graduation rates and degree completions and works at all levels to produce improvements in these metrics.

### **C.1 STUDENT SUCCESS — FRESHMAN AND TRANSFER GRADUATION RATES**

Graduation rates for both freshman and transfer entrants at UC have been rising steadily in recent years. UC expects the rate of increase to slow because several campuses have reached rates that leave little room for dramatic improvements, and the improvements that will be achieved will come more slowly. In addition, as noted earlier, most of the students who will graduate during this three-year period are already enrolled and new improvements in the academic programs on the campuses will have a limited effect on their graduate rate or time to degree.

Nonetheless, UC's campuses continue to aggressively pursue new ideas and programs to improve student success. As a result of these efforts, UC projects that four-year graduation rates for freshman entrants and two-year graduation rates for transfer entrants for both Pell and non-Pell students will increase by about 1% per year.

In comparing graduation rates below for Pell grant recipients and non-Pell recipients, note that while freshman four-year and transfer two-year rates show differences between Pell and non-Pell students, these gaps largely disappear when comparing six year (freshman) and four-year (transfer) rates. Put another way, Pell-eligible students graduate at roughly the same rate as non-Pell students, but their average time-to-degree is longer. These differences are associated with family education levels and high school preparation levels that are lower for Pell grant recipients, on average, than they are for students without Pell grants. Six-year freshman graduation rates and four-year transfer graduation rates are not included in the performance metrics requested for this report but can be found online at [accountability.universityofcalifornia.edu/2015/chapters/chapter-3.html](http://accountability.universityofcalifornia.edu/2015/chapters/chapter-3.html).

## Graduation Rates

Entering cohort	F'06	F'07	F'08	F'09	F'10	University's Plan			
						F'11	F'12	F'13	F'14
<b>4 yr grad rate, freshman entrants</b>	60%	60%	61%	63%	62%	63%	64%	65%	66%
<b>4 yr grad rate, Pell freshman entrants</b>	51%	52%	54%	57%	56%	57%	58%	59%	60%
Entering cohort	F'08	F'09	F'10	F'11	F'12	F'13	F'14	F'15	F'16
<b>2 yr grad rate, Up Div CCC transfer entrants</b>	52%	54%	55%	55%	56%	57%	58%	59%	60%
<b>2 yr grad rate, Pell Up Div CCC transfer entr</b>	44%	47%	48%	51%	52%	53%	54%	55%	56%

Graduation rates include UC-intercampus transfers. Students who graduate in the summer term are included with the prior year. Low-income Pell students are those who received a Pell grant during their time at UC.

### C.2 STUDENT SUCCESS — DEGREE COMPLETIONS

#### Differences completions are expected to increase steadily.

Degree completions have risen steadily at UC, particularly among undergraduates from low-income households. Degree completions are influenced by changes in the total number of students enrolled, as well as by completion rates. As with graduation rates, degree completions are lagging indicators that will not show dramatic change during the three-year horizon of this plan.

## Degree Completions

	2010-11	2011-12	2012-13	2013-14	2014-15	University's Plan			
						2015-16	2016-17	2017-18	2018-19
<b>Freshman entrants</b>	31,673	32,778	32,608	31,866	33,123	34,312	35,478	36,177	36,270
<b>Up Div CCC transfer entrants</b>	13,093	14,191	14,717	14,651	14,745	14,893	14,936	15,013	16,416
<b>STEM freshman entrants</b>	11,745	12,403	12,921	12,496	14,558	15,080	15,593	15,900	15,941
<b>STEM Up Div CCC transfer entrants</b>	3,381	3,724	3,961	3,831	4,482	4,526	4,540	4,563	4,990
<b>Pell recipients</b>	19,437	21,634	23,154	21,469	23,999	24,658	25,250	25,632	26,423
<b>STEM Pell recipients</b>	6,366	6,874	7,578	7,027	8,775	9,016	9,232	9,372	9,661
<b>Graduate (excludes self-supporting)</b>	13,717	14,290	14,579	14,322	13,976	14,260	14,543	14,827	15,410
<b>STEM Graduate (excl self-supporting)</b>	7,240	7,694	7,950	8,012	8,167	8,333	8,498	8,664	9,005

2015-16 is an estimate. Source: UC Corporate Student System. Graduate degrees exclude self-supporting programs.

### C.3 ADDITIONAL METRICS — FIRST-YEAR UNITS

#### About half of new students take 45 units or more in their first year at UC and we do not anticipate changes in this metric.

In fall 2012, 51% of freshman entrants and 44% of transfer entrants took 45 units or more their first year. UC analysis of this indicator shows that whether or not a student has completed 45 units at the end of his or her first year is a poor predictor of eventual graduation or time-to-degree. Many students are eventually awarded units for courses taken elsewhere that have not yet been recorded at this point or earn units in later years through summer enrollment or by enrolling in a greater number of units during the academic year.

### Percentage of undergraduates who take 45 units in their first year at UC

	F'13	University's Plan				
		F'14	F'15	F'16	F'17	F'18
% of freshmen completing 45 qtr units	51%	51%	51%	51%	51%	51%
% of UD CCC transfers completing 45 qtr units	44%	43%	43%	43%	43%	43%

Source: UC Corporate Student System. Transferred units are not included. Semester units (Berkeley and Merced) are converted to quarter equivalents at the rate of 1 semester unit=1.5 quarter units. Includes the trailing summer term.

#### C.4 ADDITIONAL METRICS — UNITS AT GRADUATION

##### Efforts to review major requirements may, over time, reduce UC students' total units at graduation.

A UC bachelor's degree requires a minimum of 180 quarter units (120 semester units). Transfer students use units transferred from community college to complete their degree requirements. Students pursuing majors with high unit requirements (such as engineering/computer science) and those pursuing multiple majors graduate with higher units, on average, than those in other majors.

As noted earlier, the University is engaged in a systemwide effort to review the major unit requirements for its most popular undergraduate majors with the goal of streamlining those requirements where possible. This effort, which is to be completed by July 1, 2017, is likely to result in declines in students' total units at graduation for future cohorts of graduating students, as shown in the display below.

##### Average number of UC quarter units at degree completion

	2013-14	University's Plan				
		2014-15	2015-16	2016-17	2017-18	2018-19
Freshman entrants	187	187	187	187	185	183
Upper-div CCC entrants	97	97	97	97	95	93

Source: UC Corporate Student System. Only UC units are shown. AP/IB/transferred units are not included. Semester units (Berkeley and Merced) are converted to quarter equivalents at the rate of 1 semester unit=1.5 quarter units.

#### C.5 ADDITIONAL METRICS — CORE FUND EXPENDITURES PER DEGREE AWARDED

##### Dividing total funding by degrees awarded does not result in a useful metric.

In its March 2014 Performance Indicators Report, the University described its concerns with using a ratio of total funding to degrees awarded as an indicator of institutional performance. Such a ratio is a poor indicator of either productivity or quality, for example, because it cannot distinguish between reduced expenditures attributable to cost-cutting measures that should be applauded (e.g., operational efficiencies) and cost reductions that can reflect a genuine erosion of quality (e.g., a higher student-faculty ratio).

The University fully supports the goals of transparency and accountability in higher education. The University's *Annual Accountability Report*, for example, contains dozens of indicators that collectively provide insight into virtually every aspect of the University's mission – including student access, affordability, and success; undergraduate and graduate enrollment trends; faculty and staff demographics; student learning outcomes; research activities; and health sciences and services (along with many others). The most recent edition of the report is available at [accountability.universityofcalifornia.edu](http://accountability.universityofcalifornia.edu).

***Estimated Total Core Funds Expenditures (\$M) and Degrees Awarded***

	<b>University's Plan</b>		
	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>
State General Funds	\$3,112	\$3,275	\$3,444
Tuition and Fees	3,326	3,479	3,635
NRST	927	995	1,061
Other UC General Funds	292	301	310
<b>Total Core Funds</b>	<b>\$7,658</b>	<b>\$8,049</b>	<b>\$8,451</b>
Degree Completions	66,276	67,344	69,548

Source: UC Budget Office

**C.6 ADDITIONAL METRICS — CORE FUNDS FOR UNDERGRADUATE DEGREES AWARDED**

**Estimates of core fund support for undergraduate education are now available.**

In its *Expenditures for Undergraduate and Graduate Instruction and Research Activities* report, published in February 2015, the University developed a methodology for allocating core fund expenditures for education between undergraduate and graduate instruction. For purposes of this sustainability plan, figures in that report have been adjusted to reflect projected changes in core funds and enrollment. Estimated core funds for undergraduate education are shown below, along with projected undergraduate degrees awarded, for the years 2016-17 through 2018-19. Expenditure figures are in millions of dollars.

***Estimated Total Core Funds Expenditures for Undergraduate Instruction (\$M) and Undergraduate Degrees Awarded***

	<b>University's Plan</b>		
	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>
State General Funds	\$1,408	\$1,481	\$1,556
Tuition and Fees	\$1,505	\$1,573	\$1,643
NRST	\$419	\$450	\$479
Other UC General Funds	\$132	\$136	\$140
<b>Total Core Funds</b>	<b>\$3,465</b>	<b>\$3,640</b>	<b>\$3,819</b>
Undergraduate Degree Completions	51,733	52,517	54,137

Source: UC Budget Office

## APPENDIX 1

Provision 3 of Item 6440-001-0001 of the Budget Act of 2015 states the following:

2. (a) The Regents of the University of California shall approve a plan that includes at least all of the following:

(1) Projections of available resources in the 2016–17, 2017–18, and 2018–19 fiscal years. In projecting General Fund appropriations and student tuition and fee revenues, the university shall use any assumptions provided by the Department of Finance. The Department of Finance shall provide any assumptions no later than August 1, 2015.

(2) Projections of expenditures in the 2016–17, 2017–18, and 2018–19 fiscal years and descriptions of any changes to current operations necessary to ensure that expenditures in each of those years are not greater than the available resources projected for each of those years pursuant to paragraph (1).

(3) Projections of resident and non-resident enrollment in the 2016–17, 2017–18, and 2018–19 academic years, assuming implementation of any changes described in paragraph (2).

4) The university’s goals for each of the measures listed in subdivision (b) of Section 92675 of the Education Code for the 2016–17, 2017–18, and 2018–19 academic years, assuming implementation of any changes described in paragraph (2). It is the intent of the Legislature that these goals be challenging and quantifiable, address achievement gaps for underrepresented populations, and align the educational attainment of California’s adult population to the workforce and economic needs of the state, pursuant to the legislative intent expressed in Section 66010.93 of the Education Code.

(b) The plan approved pursuant to subdivision (a) shall be submitted no later than November 30, 2015, to the Director of Finance, the chairpersons of the committees in each house of the Legislature that consider the State Budget, the chairpersons of the budget subcommittees in each house of the Legislature that consider appropriations for the University of California, the chairpersons of the committees in each house of the Legislature that consider appropriations, and the chairpersons of the policy committees in each house of the Legislature with jurisdiction over bills relating to the university.

[California Education Code, Title 3, Division 9, Part 57, Chapter 6, Article 7.7, Section 92675: Reporting of Performance Measures](#)

(a) For purposes of this section, the following terms are defined as follows:

(1) The “four-year graduation rate” means the percentage of a cohort that entered the university as freshmen that successfully graduated within four years.

(2) The “two-year transfer graduation rate” means the percentage of a cohort that entered the university as junior-level transfer students from the California Community Colleges that successfully graduated within two years.

(3) “Low-income students” means students who receive a Pell Grant at any time during their matriculation at the institution.

(b) Commencing with the 2013-14 academic year, the University of California shall report, by March 1 of each year, on the following performance measures for the preceding academic year, to inform budget and policy decisions and promote the effective and efficient use of available resources:

- (1) The number of transfer students enrolled annually from the California Community Colleges, and the percentage of transfer students as a proportion of the total undergraduate student population.
- (2) The number of low-income students enrolled annually and the percentage of low-income students as a proportion of the total student population.
- (3) The systemwide four-year graduation rates for each cohort of students and, separately, for each cohort of low-income students.
- (4) The systemwide two-year transfer graduation rates for each cohort of students and, separately, for each cohort of low-income students.
- (5) The number of degree completions annually, in total and for the following categories:
  - (A) Freshman entrants.
  - (B) Transfer students.
  - (C) Graduate students.
  - (D) Low-income students.
- (6) The percentage of first-year undergraduates who have earned sufficient course credits by the end of their first year of enrollment to indicate they will complete a degree in four years.
- (7) For all students, the total amount of funds received from all sources identified in subdivision (c) of Section 92670 for the year, divided by the number of degrees awarded that same year.
- (8) For undergraduate students, the total amount of funds received from the sources identified in subdivision (c) of Section 92670 for the year expended for undergraduate education, divided by the number of undergraduate degrees awarded that same year.
- (9) The average number of course credits accumulated by students at the time they complete their degrees, disaggregated by freshman entrants and transfers.
- (10) (A) The number of degree completions in science, technology, engineering, and mathematics (STEM) fields, disaggregated by undergraduate students, graduate students, and low-income students.
  - (B) For purposes of subparagraph (A), "STEM fields" include, but are not necessarily limited to, all of the following: computer and information sciences, engineering and engineering technologies, biological and biomedical sciences, mathematics and statistics, physical sciences, and science technologies



## APPENDIX 2

### Alternative Approach Submitted Pursuant to the Budget Act of 2015 and Department of Finance Planning Assumptions

The tables in this section are included in order to satisfy the University's requirement, under the Budget Act of 2015, to submit a three-year sustainability plan that is based upon assumptions provided by the Department of Finance.

The assumptions provided by the Department of Finance included no additional funding for California resident enrollment growth – either in 2015-16 (as provided in the Budget Act of 2015) or in subsequent years. As a result, the alternative financial approach, enrollment strategy, and student outcomes depicted below differ from those in the University's plan in several ways. Specifically,

- Under the alternative approach, UC's enrollment of California resident students would remain largely unchanged from what it is today.
- Because UC's enrollment of California resident students would remain relatively flat under the alternative approach, UC would enroll a smaller number and a smaller percentage of students from underrepresented minority families and from low-income families compared to student enrollment under the University's plan.
- UC would not be able to grow enrollment among graduate students, who are critical to the University's research enterprise and to meeting State workforce needs.
- Absent enrollment growth, several categories of enrollment-related expenditures would be lower under the alternative approach. However, with no anticipated increase in State support beyond an annual budget adjustment of 4% in State General Funds, other aspects of the University's budget plan would be affected as well. For purposes of this approach, the impact is shown as annual shortfalls in spending to address the University's deferred maintenance needs compared to the University's plan.
- Rather than redirect revenue currently used for nonresident financial aid to support California resident enrollment growth, the University would consider other users for such funds, such as providing additional financial aid to California resident students.

The same assumptions regarding alternative revenue sources, cost-cutting initiatives, and cost drivers unrelated to enrollment growth that were included in the University's plan would apply to the alternative approach as well.

**Projections of Available Resources and Expenditures in 2016-17, 2017-18, and 2018-19**

	<u>Cumulative Change from 2015-16 Base (\$M)</u>		
	<u>Alternative Approach</u>		
	<u>2016-17</u>	<u>2017-18</u>	<u>2018-19</u>
<b>Revenue</b>			
State General Funds	\$124	\$254	\$388
Tuition and Fees (Gross)	36	154	275
Nonresident Suppl. Tuition (net of instr. costs)	69	121	173
Other Alternative Revenue	95	160	210
<b>Total</b>	<b>\$324</b>	<b>\$689</b>	<b>\$1,046</b>
<b>Expenditures</b>			
Enrollment Growth	\$7	\$13	\$20
Employee & Retiree Benefits (incl. UCRP & health)	47	96	146
Academic Merit Program	32	64	96
Compensation	114	231	349
Non-Salary Price Increases	29	52	76
Deferred Maintenance and Capital Program	33	80	115
Financial Aid	13	53	94
Academic Quality	50	100	150
<b>Total</b>	<b>\$324</b>	<b>\$689</b>	<b>\$1,046</b>

Source: UC Budget Office

**Enrollment Projections Under the Alternative Approach**

FTE Enrollment	2014-15	2015-16	<u>Alternative Approach</u>		
			2016-17	2017-18	2018-19
CA res UG	175,034	175,052	175,702	176,352	177,002
Nonresident UG	25,053	28,532	29,732	30,732	31,532
Graduate/ Prof	49,792	50,952	50,952	50,952	50,952
% Nonresident UG (excludes summer)	13.4%	15.2%	15.7%	16.1%	16.5%

Note: 2015-16 are estimates. Figures are FTE and include summer, except for the nonresident calculation.

**Upper-division transfer students enrolled annually from the California Community Colleges (CCC)**

Academic Year FTE	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	<u>Alternative Approach</u>		
							2016-17	2017-18	2018-19
Number	32,523	34,041	33,807	33,615	34,086	34,344	34,254	34,307	34,425
% of all undergrads (FTE)	19.2%	19.8%	19.4%	18.9%	18.5%	18.2%	18.1%	18.0%	18.0%

Note: 2015-16 are estimates. Excludes the summer term. Source: UC Corporate Student System. Upper-division CCC transfer students are those who enter UC from a California Community College with junior or senior standing. Postbaccalaureate teaching credential students are not counted as undergraduates.

### **Enrollment of Undergraduate Pell Grant Recipients**

Academic Year FTE	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Alternative Approach		
							2016-17	2017-18	2018-19
Number	68,933	71,565	73,147	74,984	76,183	76,452	76,571	76,648	76,708
% of all undergrads (FTE)	41%	42%	42%	42%	41%	41%	40%	40%	40%

Note: 2015-16 are estimates. Excludes the summer term. Source: UC Corporate Student System.

### **Enrollment of Underrepresented Minority Undergraduate Students**

Academic Year FTE	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Alternative Approach		
							2016-17	2017-18	2018-19
Number	37,411	40,552	43,100	45,702	48,976	50,407	52,689	54,938	57,174
% of all undergrads (FTE)	22%	24%	25%	26%	27%	27%	28%	29%	30%

Note: 2015-16 are estimates. Excludes the summer term. Source: UC Corporate Student System.

### **Graduation Rates**

	Entering cohort	F'06	F'07	F'08	F'09	F'10	Alternative Approach			
							F'11	F'12	F'13	F'14
<b>4 yr grad rate, freshman entrants</b>		60%	60%	61%	63%	62%	63%	64%	65%	66%
<b>4 yr grad rate, Pell freshman entrants</b>		51%	52%	54%	57%	56%	57%	58%	59%	60%
	Entering cohort	F'08	F'09	F'10	F'11	F'12	F'13	F'14	F'15	F'16
<b>2 yr grad rate, Up Div CCC transfer entrants</b>		52%	54%	55%	55%	56%	57%	58%	59%	60%
<b>2 yr grad rate, Pell Up Div CCC transfer entr</b>		44%	47%	48%	51%	52%	53%	54%	55%	56%

Graduation rates include UC-intercampus transfers. Students who graduate in the summer term are included with the prior year. Low-income Pell students are those who received a Pell grant during their time at UC.

### **Degree Completions**

	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Alternative Approach		
							2016-17	2017-18	2018-19
<b>Freshman entrants</b>	31,673	32,778	32,608	31,866	33,123	34,312	35,478	36,177	36,270
<b>Up Div CCC transfer entrants</b>	13,093	14,191	14,717	14,651	14,745	14,893	14,936	15,013	15,080
<b>STEM freshman entrants</b>	11,745	12,403	12,921	12,496	14,558	15,080	15,593	15,900	15,941
<b>STEM Up Div CCC transfer entrants</b>	3,381	3,724	3,961	3,831	4,482	4,526	4,540	4,563	4,583
<b>Pell recipients</b>	19,437	21,634	23,154	21,469	23,999	24,658	25,250	25,632	25,660
<b>STEM Pell recipients</b>	6,366	6,874	7,578	7,027	8,775	9,016	9,232	9,372	9,382
<b>Graduate (excludes self-supporting)</b>	13,717	14,290	14,579	14,322	13,976	14,260	14,543	14,827	15,110
<b>STEM Graduate (excl self-supporting)</b>	7,240	7,694	7,950	8,012	8,167	8,333	8,498	8,664	8,830

2015-16 is an estimate. Source: UC Corporate Student System. Graduate degrees exclude self-supporting.

**Percentage of undergraduates who take 45 units in their first year at UC**

	Alternative Approach					
	F'13	F'14	F'15	F'16	F'17	F'18
% of freshmen completing 45 qtr units	51%	51%	51%	51%	51%	51%
% of UD CCC transfers completing 45 qtr units	44%	43%	43%	43%	43%	43%

Fall 2014 is an estimate. Source: UC Corporate Student System. Transferred units are not included. Semester units (Berkeley and Merced) are converted to quarter equivalents at the rate of 1 semester unit=1.5 quarter units.

**Average number of UC quarter units at degree completion**

	Alternative Approach					
	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Freshman entrants	187	187	187	187	185	183
Upper-div CCC entrants	97	97	97	97	95	93

Source: UC Corporate Student System. Only UC units are shown. AP/IB/transferred units are not included. Semester units (Berkeley and Merced) are converted to quarter equivalents at the rate of 1 semester unit=1.5 quarter units.

**Estimated Total Core Funds Expenditures (\$M) and Degrees Awarded**

	Alternative Approach		
	2016-17	2017-18	2018-19
State General Funds	\$3,080	\$3,209	\$3,344
Tuition and Fees	3,265	3,384	3,504
NRST	927	995	1,061
Other UC General Funds	292	301	310
<b>Total Core Funds</b>	<b>\$7,565</b>	<b>\$7,889</b>	<b>\$8,219</b>
Undergraduate Degree Completions	66,276	67,344	67,684

Source: UC Budget Office

**Estimated Total Core Funds Expenditures for Undergraduate Instruction (\$M) and Undergraduate Degrees Awarded**

	Alternative Approach		
	2016-17	2017-18	2018-19
State General Funds	\$1,392	\$1,454	\$1,517
Tuition and Fees	\$1,476	\$1,532	\$1,589
NRST	\$419	\$450	\$481
Other UC General Funds	\$132	\$136	\$141
<b>Total Core Funds</b>	<b>\$1,392</b>	<b>\$1,454</b>	<b>\$1,517</b>
Degree Completions	51,733	52,517	52,574

Source: UC Budget Office