

**University of California**  
**Report to the California State Legislature**  
**Performance Outcome Measures**

## Legislative background

California Education Code, Title 3, Division 9, Part 57, Chapter 6, Article 7.7, Section 92675 states<sup>1</sup>:

- 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 of undergraduate students who entered the university as freshmen at any campus and graduated from any campus within four years.
  - 2) The “two-year transfer graduation rate” means the percentage of a cohort of undergraduate students who entered the university at any campus as junior-level transfer students from the California Community Colleges and graduated from any campus within two years.
  - 3) “Low-income student” means an undergraduate student who has an expected family contribution, as defined in subdivision (g) of Section 69432.7, at any time during the student’s matriculation at the institution that would qualify the student to receive a federal Pell Grant. The calculation of a student’s expected family contribution shall be based on the Free Application for Federal Student Aid (FAFSA) application or an application determined by the Student Aid Commission to be equivalent to the FAFSA application submitted by that applicant.
- b) Commencing with the 2013–14 academic year, the University of California shall report, by March 15 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 from the California Community Colleges, and the percentage of California Community College transfer students as a proportion of the total number of undergraduate students enrolled.
  - 2) The number of new transfer students enrolled from the California Community Colleges, and the percentage of new California Community College transfer students as a proportion of the total number of new undergraduate students enrolled.
  - 3) The number of low-income students enrolled and the percentage of low-income students as a proportion of the total number of undergraduate students enrolled.
  - 4) The number of new low-income students enrolled and the percentage of new low-income students as a proportion of the total number of new undergraduate students enrolled.
  - 5) The four-year graduation rate for students who entered the university four years prior and, separately, for low-income students in that cohort.
  - 6) The two-year transfer graduation rate for students who entered the university two years prior and, separately, for low-income students in that cohort.
  - 7) The number of degree completions, in total and for the following categories:
    - A) Freshman entrants.
    - B) California Community College transfer students.
    - C) Graduate students.
    - D) Low-income students.
  - 8) The percentage of freshman entrants who have earned sufficient course credits by the end of their first year of enrollment to indicate they will graduate within four years.
  - 9) The percentage of California Community College transfer students who have earned sufficient course credits by the end of their first year of enrollment to indicate they will graduate within two years.
  - 10) 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.

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<sup>1</sup> This statutory text was updated by SB 85, chaptered on June 27, 2017.

- 11) 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.
- 12) The average number of University of California course credits and total course credits, including credit accrued at other institutions, accumulated by all undergraduate students who graduated, and separately for freshman entrants and California Community College transfer students.
- 13)
  - A) The number of degree completions in science, technology, engineering, and mathematics (STEM) fields, in total, and separately for 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.
- c) Commencing with the 2017–18 academic year, the University of California shall include in the report described in subdivision (b) goals for the three academic years immediately following the academic year of the report for each of the performance measures listed under that subdivision.
- d) It is the intent of the Legislature that the appropriate policy and fiscal committees of the Legislature review these performance measures in a collaborative process with the Department of Finance, the Legislative Analyst’s Office, individuals with expertise in statewide accountability efforts, the University of California, the California State University, and, for purposes of data integrity and consistency, the California Community Colleges, and consider any recommendations for their modification and refinement. It is further the intent of the Legislature that any modification or refinement of these measures be guided by the legislative intent expressed in Section 66010.93.

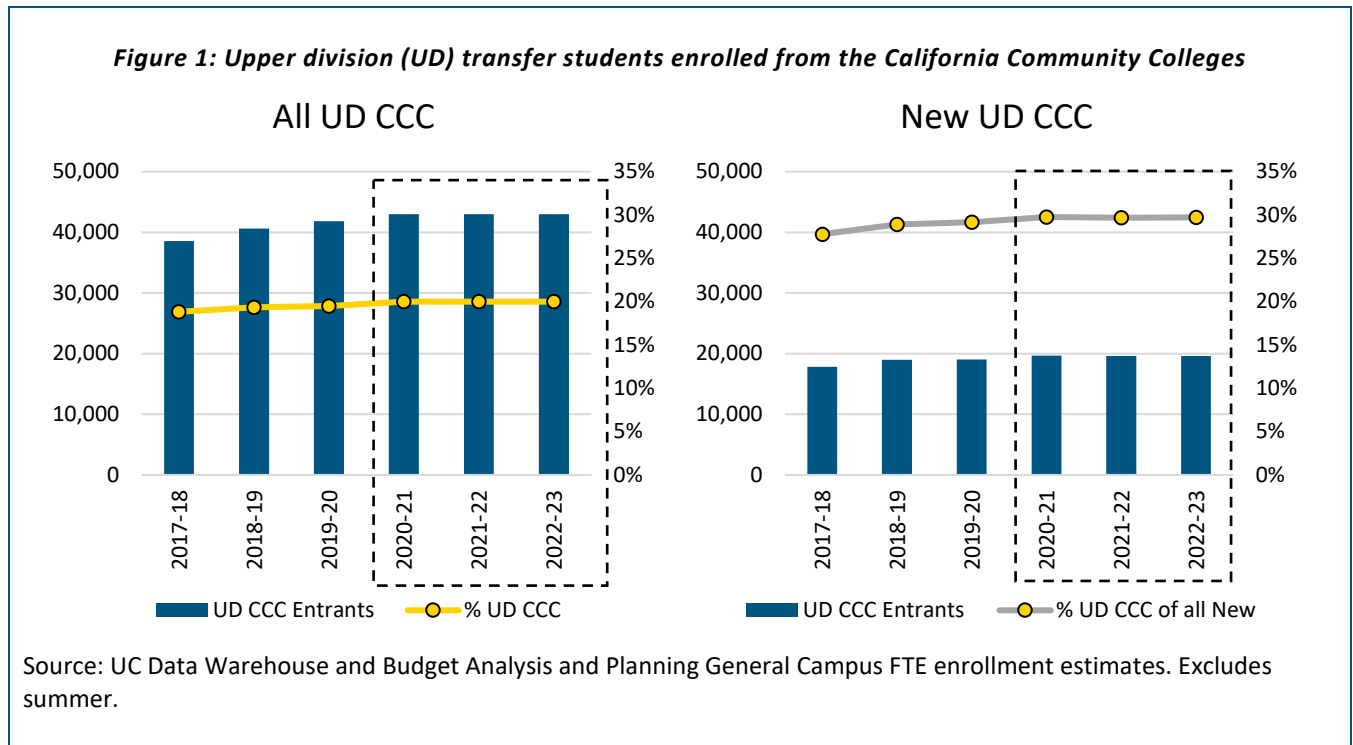
This report responds to the above language. Pursuant to subsection (c), for the first time, this report includes three yearly goals for each performance measure listed in subsection (b). University goals are noted in the dashed boxes below. Unless otherwise noted, all years refer to the academic year that begins in the fall term of the year indicated (e.g. 2019 refers to the 2019-20 academic year.) The appendix includes data for all graphs included in this report as well as details on how University goals are derived and data sources.

## California Community College Transfer Enrollment

This section responds to subsections (b)(1) and (b)(2) of the legislative text cited above.

The number of transfer students enrolling from a California Community College (CCC) campus continues to increase. Universitywide, UC has met its goal of the 2:1 ratio of new freshman to CCC transfers.

The dashed boxes show University goals pursuant to subsection (c).

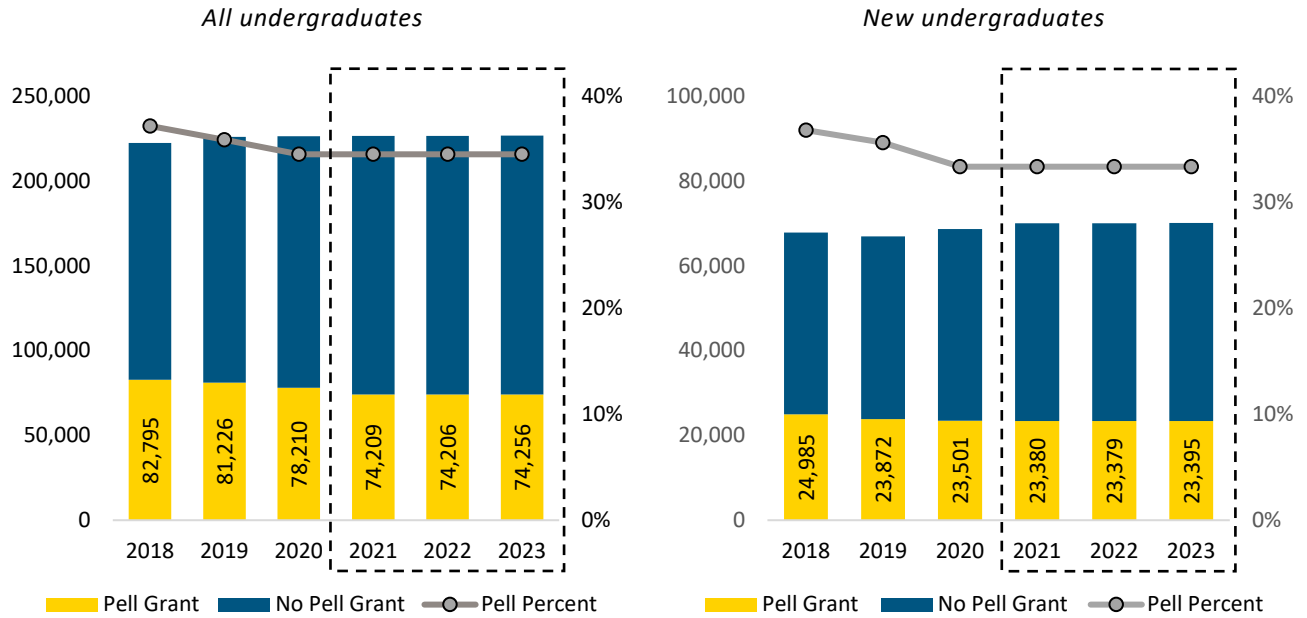


## Low Income Student Enrollment

This section responds to subsections (b)(3) and (b)(4) of the legislative text cited above.

Students who receive a federal Pell Grant during their enrollment at a UC campus are considered low-income for the purposes of this report. The dashed boxes show University goals pursuant to subsection (c).

Figure 2: Pell Student enrollment



Source: UC Information Center, fall headcount enrollment. Pell status is for the particular fall term.

## Graduation rates

This section responds to subsection (b)(5) and (b)(6) of the legislative text cited above.

The dashed boxes show University goals pursuant to subsection (c).

Figure 3: Freshmen four-year graduation rate by fall cohort entry year

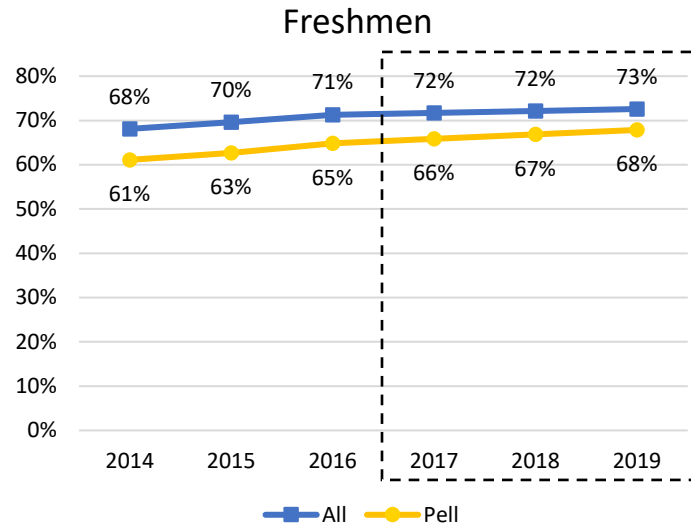


Figure 4: All transfer student two-year graduation rate by fall cohort entry year

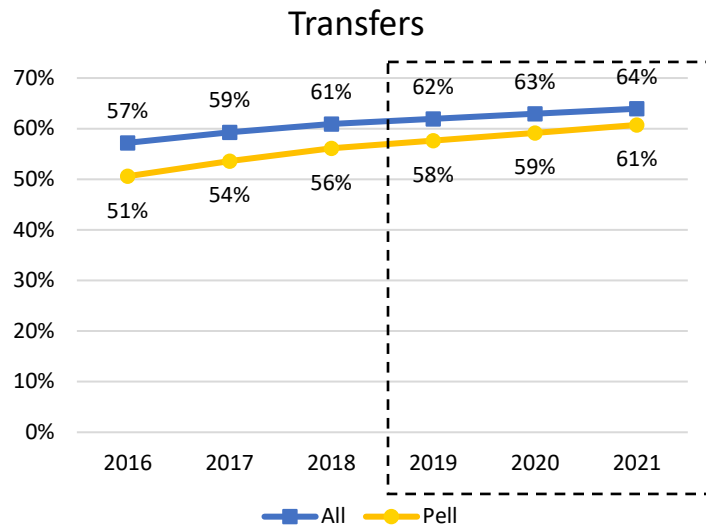
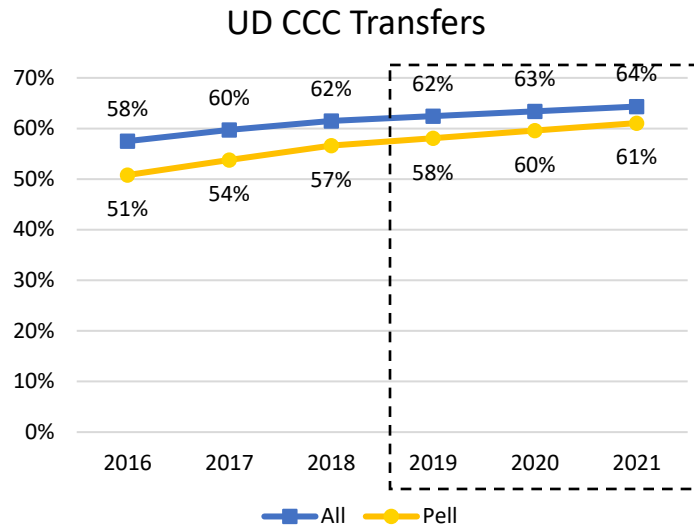


Figure 5: Upper-division CCC transfer student two-year graduation rate by fall cohort entry year



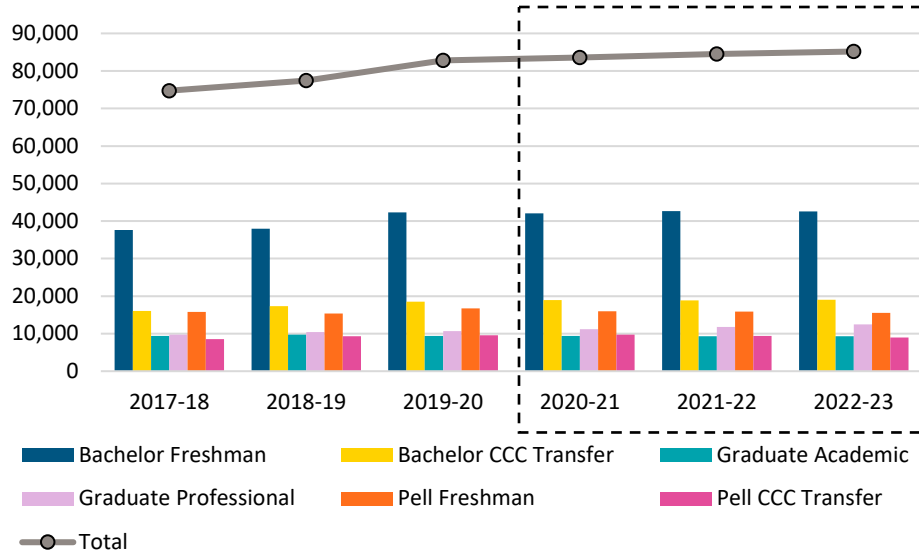
Source: UC Data Warehouse. Pell students are those who received a Pell grant at any time during enrollment.

## Degree completions

This section responds to subsection (b)(7) of the legislative text cited above.

The dashed box shows University goals pursuant to subsection (c).

Figure 6: Degree completions by type



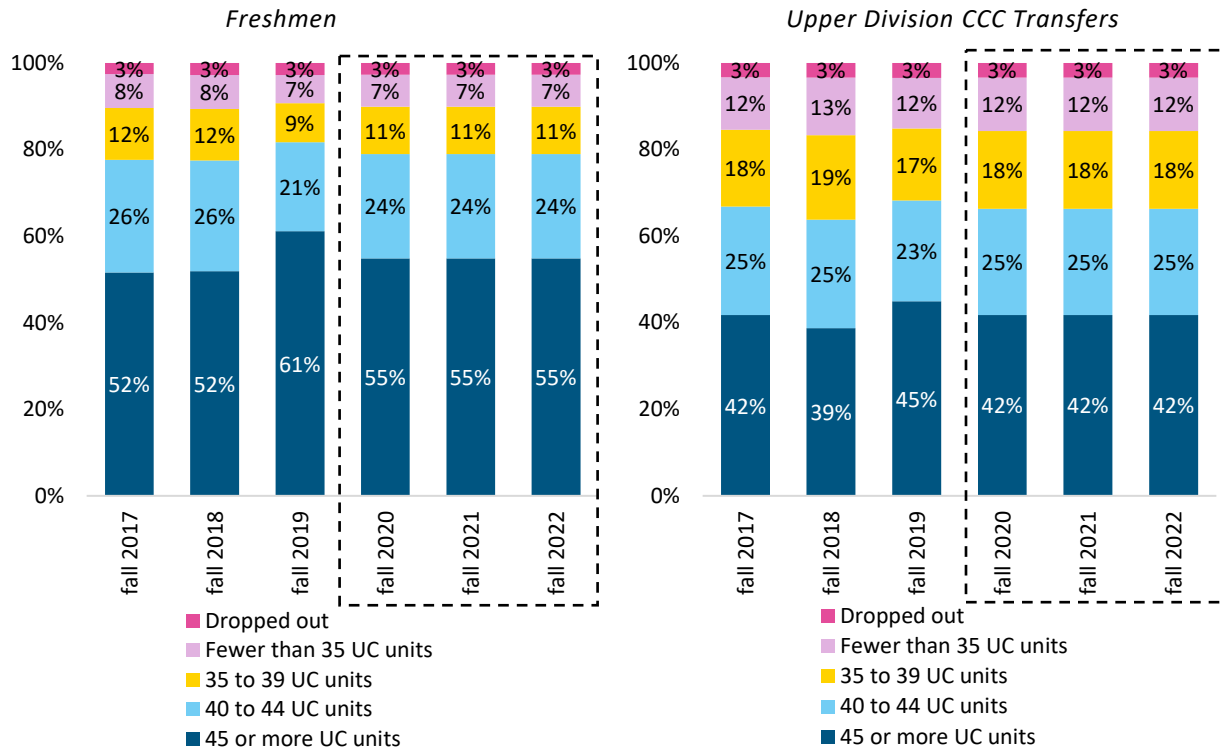
Source: UC Data Warehouse. Freshman and CCC transfer are at the time of entry. Other bachelor's degree entrants are not shown, but included in the total. Pell recipients are those who receive a Pell Grant at any point during their enrollment.

## First-year course credits

This section responds to subsections (b)(8) and (b)(9).

This report assumes that 45 UC quarter credit hours is the minimum a first-year UC student needs in order to graduate in four years if entering as a freshman, or in two years if entering as a CCC transfer.<sup>2</sup> The dashed boxes show University goals pursuant to subsection (c).

Figure 7: First-year course credits earned by entry type, by entry year



Source: UC Data Warehouse

<sup>2</sup> Most UC undergraduate degree programs require 180 quarter credit hours for graduation. The true number of credit hours needed for four- or two-year graduation will depend on the specific degree program, the number of credits transferred or accepted through AP/IB tests, as well as other individual factors.



## Student funding

This section responds to subsection (b)(10).

Figure 8: Total expenditures classified as “core funds” and degrees awarded

Fund	Actuals	Projections			Notes
	2019-20	2020-21	2021-22	2021-22	
State General Fund	\$3,938,304,000	\$3,465,953,000	\$3,826,562,000	\$3,941,359,000	Includes over \$300 million for debt service not available for the operating budget.
Systemwide tuition and fees	\$3,817,804,000	\$3,844,574,000	\$3,855,295,000	\$3,970,954,000	Excludes UNEX, summer session, and “other” fees
Nonresident tuition and fees and other student fees	\$1,232,780,000	\$1,209,085,000	\$1,229,448,000	\$1,266,331,000	Other student fees include admission application fees and other fees
University of California General Funds	\$350,014,000	\$352,026,000	\$344,237,000	\$354,564,000	Includes interest on General Fund balances and the portion of indirect cost recovery and patent royalty income used for core educational purposes
<b>Total</b>	<b>\$9,338,902,000</b>	<b>\$8,871,638,000</b>	<b>\$9,255,542,000</b>	<b>\$9,533,208,000</b>	

### Degrees Awarded, 2019-20: 77,301

Source: UC Budget Analysis & Planning. Degrees awarded excludes credentials and certificates.

The University does not believe that dividing total funding by total degrees awarded produces a meaningful statistic. Doing so does not convey the true cost of a degree because the calculation includes funding for areas other than instruction. Core funds support the tripartite mission of the University, and include substantial funding for non-instructional uses, specifically research and public service. In addition, over \$310 million of core funds were used to cover lease revenue and General

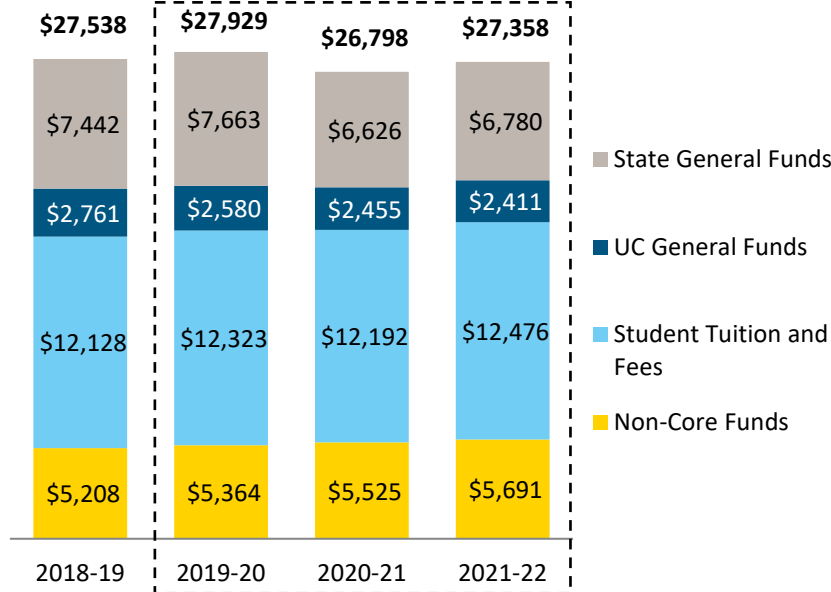
Obligation bond debt service in 2019-20 and were not available for the operating budget.

Section 92670 of the Education Code (AB 94) requests that the University conduct a study of expenditures for instruction. This report was submitted in October 2020 and includes a more relevant version of this calculation, which is included on the following page.

## Undergraduates pay less than what UC spends on their education.

This section responds to subsection (b)(11).

Figure 9: Expenditures for undergraduate instruction, NACUBO methodology  
University-wide, including projections



Source: UC “Report on Expenditures for Undergraduate and Graduate Instruction,” October 2020 (<https://www.ucop.edu/operating-budget/files/legreports/20-21/expenditures-for-undergraduate-and-graduate-instruction-and-research-activities-legrpt-9302020.pdf>). Report reflects 2018-19 data, the most recent available.

For many years, UC has provided average expenditures for instruction to the State, which show per-student expenditures based on a methodology agreed upon by both the State and the University. That calculation shows that average expenditures per student were \$25,740 in 2000-01. By 2019-20, they had dropped to \$20,420 per student.

To comply with the level of disaggregation required in AB 94, UC could not rely on the methodology used to compute the average expenditures for instruction, and based its approach instead on the NACUBO Cost of College methodology. UC’s Expenditures for Instruction (EFI) report describes the challenges associated with the AB 94 request, including:

- Categories requested do not reflect how UC is funded, how it distributes funds received, and how it tracks spending.

- UC is reliant on existing data, which is not available by course or other academic activity, but instead by campus and expenditure type.
- Proxies were required when expenses could not be disaggregated (e.g., STEM)

The EFI report demonstrates that undergraduates continue to pay less than what UC spends on their education (an average of \$13,956 in student fees compared to \$27,538 in expenditures).

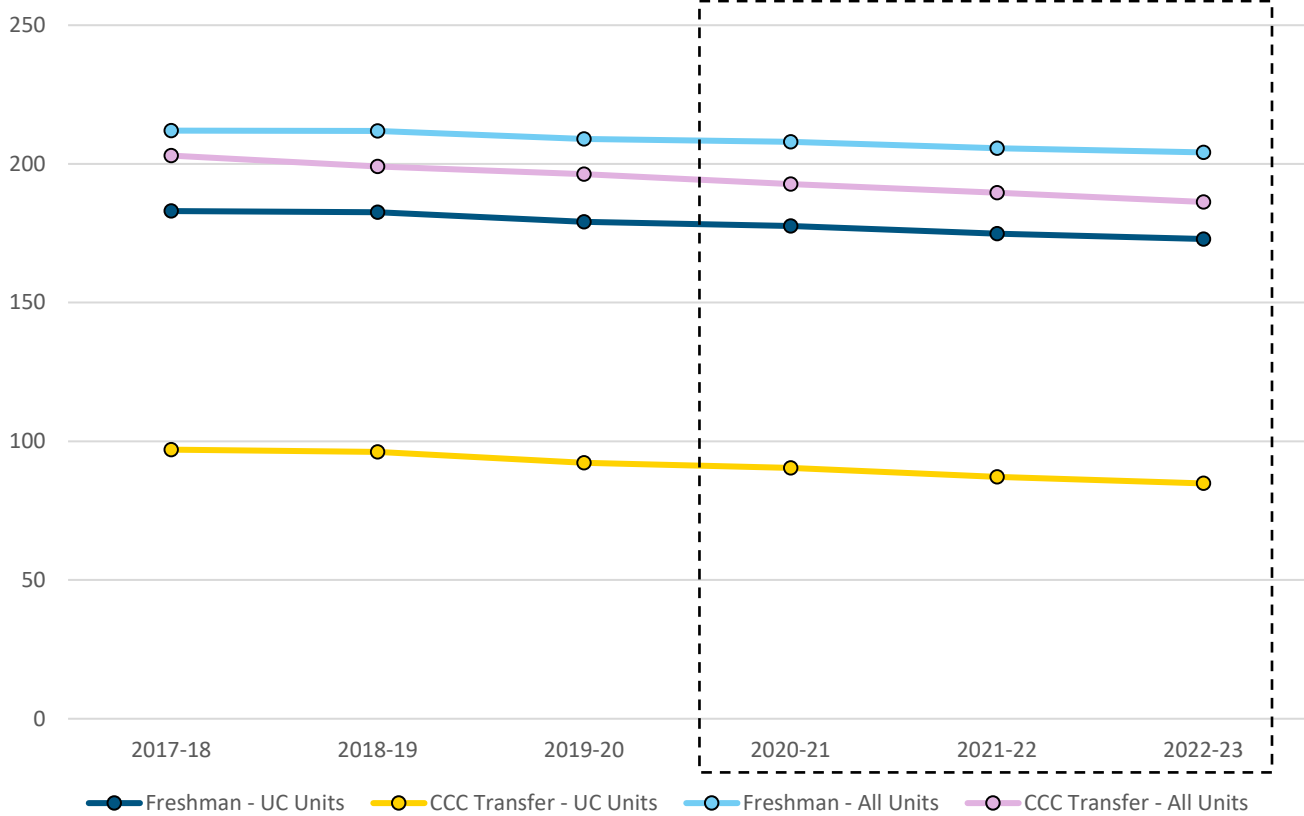
Although the EFI Report reflects expenditures for instruction, it does not represent the cost of instruction because it does not account for underfunded areas such as faculty salaries, worsening student-faculty ratios, or deferred maintenance. Expenditures in these areas can be reduced or deferred on a short-term basis but require greater funding in future years to avoid seriously damaging the student experience.

## Credits earned at graduation

This section responds to subsection (b)(12).

The normative number of units needed to graduate with a UC degree is 180. The dashed box shows University goals pursuant to subsection (c).

Figure 10: Average units (UC and all units) at graduation by entry type

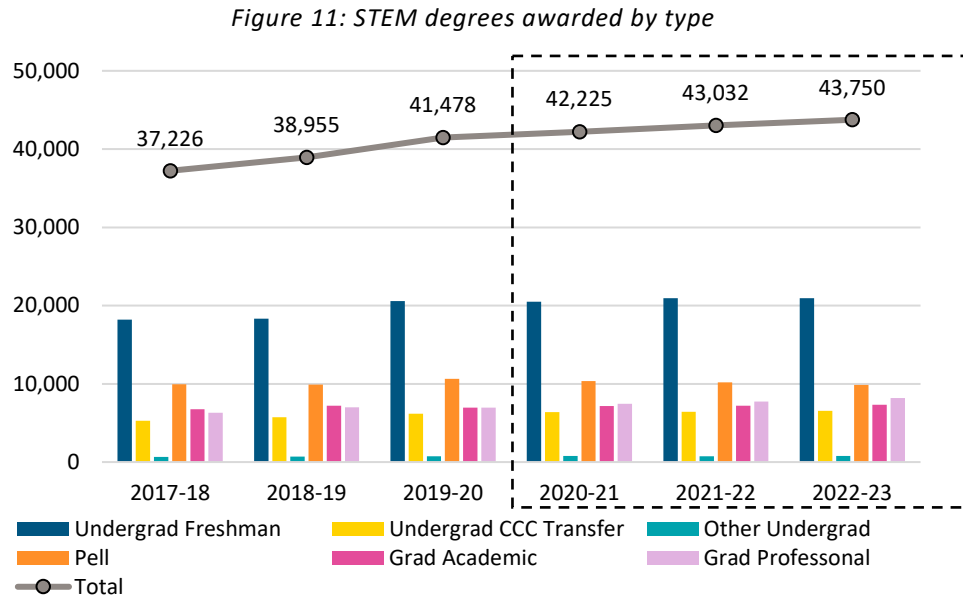


Source: UC Data Warehouse

## Science, technology, engineering and mathematics (STEM) degrees

This section responds to subsection (b)(13).

The dashed box shows University goals pursuant to subsection (c).



Source: UC Data Warehouse. Pell recipients are those who receive a Pell Grant at any point during their enrollment. Only undergraduates are eligible for Pell.

## Appendix

(b)(1) The number of transfer students enrolled from the California Community Colleges, and the percentage of California Community College transfer students as a proportion of the total number of undergraduate students enrolled.

(b)(2) The number of new transfer students enrolled from the California Community Colleges, and the percentage of new California Community College transfer students as a proportion of the total number of new undergraduate students enrolled.

	Actual Data			Goal Data (subsection (c))		
	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
<b>Upper Division CCC Entrants</b>	38,500	40,600	41,800	43,000	43,000	43,000
<b>% upper division CCC</b>	18.8%	19.3%	19.5%	20.0%	20.0%	20.0%
<b>New Upper Division CCC Entrants</b>	17,800	19,000	19,000	19,700	19,600	19,600
<b>% upper division CCC of all new entrants</b>	27.8%	28.9%	29.2%	29.8%	29.7%	29.7%

Source: UC Data Warehouse and Budget Analysis and Planning General Campus FTE enrollment estimates. Excludes summer FTE.

(b)(3) The number of low-income students enrolled and the percentage of low-income students as a proportion of the total number of undergraduate students enrolled.

(b)(4) The number of new low-income students enrolled and the percentage of new low-income students as a proportion of the total number of new undergraduate students enrolled.

	Fall Term	Actual Data			Goal Data (subsection (c))		
		2018	2019	2020	2021	2022	2023
<b>All Students</b>	Pell Grant	82,795	80,296	78,210	74,209	74,206	74,256
	No Pell Grant	139,698	145,829	148,239	152,475	152,470	152,573
	Total	222,493	226,125	226,449	226,684	226,676	226,830
	Pell Percent	37.2%	35.5%	34.5%	34.5%	34.5%	34.5%
<b>New Students</b>	Pell Grant	24,985	23,549	23,501	23,380	23,379	23,395
	No Pell Grant	42,853	43,447	45,175	46,688	46,686	46,718
	Total	67,838	66,996	70,430	70,068	70,065	70,113
	Pell Percent	36.8%	35.1%	33.4%	33.4%	33.4%	33.4%

Source: UC Information Center, fall enrollment headcount. Pell status is for the particular fall term.

(b)(5) The four-year graduation rate for students who entered the university four years prior and, separately, for low-income students in that cohort.

(b)(6) The two-year transfer graduation rate for students who entered the university two years prior and, separately, for low-income students in that cohort.

		<b>4 Year Freshman Grad Rate</b>	
	<b>Entry year</b>	All	Pell recipient
<b>Actual Data</b>	2014	68%	61%
	2015	70%	63%
	2016	71%	65%
<b>Goal Data</b>	2017	72%	66%
	2018	72%	67%
	2019	73%	68%

		<b>2 Year All Transfer Grad Rate</b>	
	<b>Entry year</b>	All	Pell recipient
<b>Actual Data</b>	2016	57%	51%
	2017	59%	54%
	2018	61%	56%
<b>Goal Data</b>	2019	62%	58%
	2020	63%	59%
	2021	64%	61%

		<b>2 Year Upper Division CCC Transfer Grad Rate</b>	
	<b>Entry year</b>	All	Pell recipient
<b>Actual Data</b>	2016	58%	51%
	2017	60%	54%
	2018	62%	57%
<b>Goal Data</b>	2019	62%	58%
	2020	63%	60%
	2021	64%	61%

Source: UC Data Warehouse. Pell students are those who received a Pell grant at any time during enrollment.

(b)(7) The number of degree completions, in total and for the following categories: a) Freshman entrants; B) California Community College transfer students; C) Graduate Students; D) Low-income students.

			Bachelor		Graduate		Pell
		Total	Freshman	UD CCC Transfer	Academic	Professional	
<b>Actual</b>	2017-18	74,742	37,663	16,083	9,433	9,756	24,419
	2018-19	77,437	37,982	17,351	9,715	10,404	24,666
	2019-20	82,799	42,309	18,497	9,362	10,690	26,315
<b>Goals</b>	2020-21	83,546	42,056	18,949	9,380	11,202	25,654
	2021-22	84,500	42,653	18,852	9,348	11,830	25,304
	2022-23	85,171	42,555	19,067	9,345	12,429	24,530

Source: UC Data Warehouse. Pell students are those who received a Pell grant at any time during enrollment. Total degree completion includes non-UD CCC transfer students



(b)(8) The percentage of freshman entrants who have earned sufficient course credits by the end of their first year of enrollment to indicate they will graduate within four years.

(b)(9) The percentage of California Community College transfer students who have earned sufficient course credits by the end of their first year of enrollment to indicate they will graduate within two years.

		Actual Data			Goal Data		
		2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Freshmen	45 or more UC units	52%	52%	61%	55%	55%	55%
	40 to 44 UC units	26%	26%	21%	24%	24%	24%
	35 to 39 UC units	12%	12%	9%	11%	11%	11%
	Fewer than 35 UC units	8%	8%	7%	7%	7%	7%
	Dropped out	3%	3%	3%	3%	3%	3%
UD CCC	45 or more units	42%	39%	45%	42%	42%	42%
	40 to 44 units	25%	25%	23%	25%	25%	25%
	35 to 39 UC units	18%	19%	17%	18%	18%	18%
	Fewer than 35 units	12%	13%	12%	12%	12%	12%
	Dropped out	3%	3%	3%	3%	3%	3%

Source: UC Data Warehouse.

(b)(12) The average number of University of California course credits and total course credits, including credit accrued at other institutions, accumulated by all undergraduate students who graduated, and separately for freshman entrants and California Community College transfer students.

	Actual Data			Goal Data		
	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
<b>Freshman - UC Units</b>	183	183	179	178	175	173
<b>UD CCC Transfer - UC Units</b>	97	96	92	90	87	85
<b>Freshman - All Units</b>	212	212	209	208	206	204
<b>UD CCC Transfer - All Units</b>	203	199	196	193	190	186

Source: UC Data Warehouse.

(b)(13) The number of degree completions in science, technology, engineering, and mathematics (STEM) fields, in total, and separately for undergraduate students, graduate students, and low-income students.

		Bachelor				Grad		Total
		Freshman	UD CCC Transfer	Other	Pell	Academic	Professional	
Actual	2017-18	18,199	5,296	665	9,958	6,768	6,298	37,226
	2018-19	18,308	5,724	718	9,895	7,203	7,002	38,955
	2019-20	20,593	6,190	755	10,653	6,969	6,971	41,478
Goals	2020-21	19,799	6,157	744	9,996	7,142	7,432	41,273
	2021-22	20,612	6,317	747	10,016	7,188	7,729	42,592
	2022-23	20,963	6,537	763	9,880	7,315	8,172	43,750

Source: UC Data Warehouse.

**Contact Information:**  
University of California  
Office of the President  
1111 Franklin Street  
Oakland, CA 94607  
<http://www.ucop.edu>