



UNIVERSITY OF CALIFORNIA

Michael V. Drake, MD  
President

December 9, 2021

Office of the President  
1111 Franklin St.  
Oakland, CA 94607

The Honorable Nancy Skinner  
Chair, Joint Legislative Budget Committee  
1020 N Street, Room 553  
Sacramento, California 95814

[universityofcalifornia.edu](http://universityofcalifornia.edu)

Dear Senator Skinner:

CAMPUSES

- [Berkeley](#)
- [Davis](#)
- [Irvine](#)
- [UCLA](#)
- [Merced](#)
- [Riverside](#)
- [San Diego](#)
- [San Francisco](#)
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Pursuant to Section 66057 of the Education Code, enclosed is the University of California’s annual report to the Legislature on Summer Enrollment.

If you have any questions regarding this report, Associate Vice President David Alcocer would be pleased to speak with you. He can be reached by telephone at (510) 987-9113, or by e-mail at [David.Alcocer@ucop.edu](mailto:David.Alcocer@ucop.edu).

Sincerely,

Michael V. Drake, MD  
President

MEDICAL CENTERS

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- [Irvine](#)
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Enclosure

NATIONAL LABORATORIES

- [Lawrence Berkeley](#)
- [Lawrence Livermore](#)
- [Los Alamos](#)

- cc: Senate Budget and Fiscal Review  
The Honorable John Laird, Chair  
Senate Budget and Fiscal Review Subcommittee #1  
(Attn: Mr. Christopher Francis)  
(Attn: Ms. Jean-Marie McKinney)  
The Honorable Kevin McCarty, Chair  
Assembly Budget Subcommittee #2  
(Attn: Mr. Mark Martin)  
(Attn: Ms. Carolyn Nealon)  
Mr. Hans Hemann, Joint Legislative Budget Committee  
Ms. Erika Contreras, Secretary of the Senate  
Ms. Amy Leach, Office of the Chief Clerk of the Assembly  
Ms. Sue Parker, Office of the Chief Clerk of the Assembly  
Mr. Chris Ferguson, Department of Finance  
Ms. Rebecca Kirk, Department of Finance  
Mr. Brian Rutledge, Department of Finance  
Mr. Gabriel Petek, Legislative Analyst Office

Ms. Jennifer Pacella, Legislative Analyst Office  
Mr. Jason Constantouros, Legislative Analyst Office  
Provost and Executive Vice President Michael Brown  
Executive Vice President and Chief Financial Officer Nathan Brostrom  
Vice President Pamela Brown  
Senior Vice President Brent Colburn  
Associate Vice President David Alcocer  
Associate Vice President and Director Kieran Flaherty

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## UNIVERSITY OF CALIFORNIA Summer Enrollment

The following report is submitted in compliance with Section 66057 of the Education Code, which states in part:

- “...(d) On or before January 10 of each year, the University of California is requested to, the California State University shall, submit to the Legislature a report describing summer enrollment for their respective systems. The report shall include all of the following information separately for each campus in the system:
- (1) The number of state-funded headcount students enrolled during the summer term of the preceding calendar year and, for comparison purposes, the year-average number of state-funded headcount students enrolled during the preceding fall, winter, and spring terms.
  - (2) The number of state-funded full-time equivalent students enrolled during the summer term of the preceding calendar year and, for comparison purposes, the number of year-average state funded full-time equivalent students enrolled during the preceding fall, winter, and spring terms.
  - (3) Efforts undertaken to increase summer enrollment.”

### SUMMARY

Facing extraordinary growth in high school graduating classes beginning in the late 1990s and the corresponding need to accommodate substantial enrollment increases, the University, with funding from the State, began expanding summer instruction programs in 2001. In the twenty years between 2001 and 2021, the University more than doubled its summer enrollments; growing from a little over 39,000 students to over 99,000 students. Although year-over-year growth in summer enrollments has fluctuated between two and five percent in recent years, summer 2021 enrollment fell by an estimated 14 percent, but enrollment levels remained higher than that of summer 2019 by an estimated 14 percent of total summer FTE. This decline in summer 2021, relative to summer 2020, is likely impacted in part by California lifting most COVID restrictions in early summer, along with other possible factors like remote learning fatigue, preference for in-person instruction, and activities available in summer 2021, that were not available in summer 2020; however, the continued growth trend over the course of the last two years is partially attributable to the transition to remote instruction resulting from, and occurring during, the COVID-19 pandemic. The systemwide summer 2021 headcount was approximately 39 percent of that in the 2020-21 fall, winter, and spring terms, ranging from 27 to 67 percent by campus. Summer enrollments represent 22 percent of an average academic year term’s full-time equivalent (FTE) student enrollment.

The key to achieving substantial enrollment growth in the summer has been to offer summer instruction that is critical to student progress toward graduation, along with essential student support services and student financial aid. Expansion of summer enrollments has resulted in more efficient uses of facilities and accelerated time-to-degree for undergraduates, making room for more students during the academic year. Campuses have offered a greater breadth of courses during the summer to maximize efficiency and student progress toward the degree; campuses offered more than 3,800 primary classes in summer 2020 (the last year for which complete data are available) - 40 percent more than the number of primary classes offered in summer 2000. Students report using summer as a means to graduate on time and enjoy the smaller class sizes and greater faculty contact often provided by summer courses.

**Display 1: Year-Average Headcount and Full-Time Equivalent Enrollment by Term\***

University Total	Year-Average Headcount	Full-Time Equivalent**
Fall-Winter-Spring 2020-21	253,862	249,532
Summer 2021	99,436	19,844
% of Fall-Winter-Spring	39%	22%

\* Includes undergraduate, post-baccalaureate, and graduate students. Excludes health sciences and self-supporting degree programs.

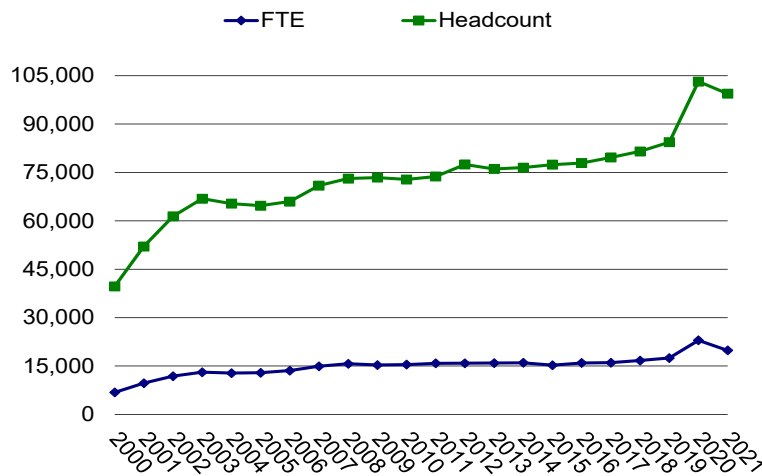
\*\* Full-time equivalency is based on the number of student credit hours (units) a student takes over the fall-winter-spring terms divided by the normative load for the student. On a quarter campus, for an undergraduate, 45 units equals 1.0 FTE; for a graduate student, 36 units. On a semester campus, the normative undergraduate load is 30 units and the graduate load is 24. Summer units are also divided by the normative load, so a student taking 15 units in the summer at a quarter campus would represent 1/3 FTE. See the footnote under Display 5 for a detailed explanation of how FTE percentages are derived.

Source: Budget Analysis and Planning, UC Office of the President.

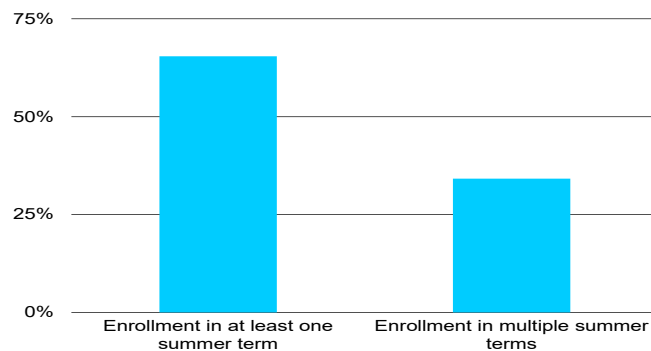
### CAMPUS EFFORTS TO INCREASE SUMMER ENROLLMENT

As Display 2 shows, FTE enrollment in summer instruction grew substantially with the onset of State support in 2001 but leveled off around 2009. As shown in Display 3, and as with earlier cohorts, among undergraduates who entered UC in 2015 and 2016, 65 percent enrolled during at least one summer term during their undergraduate careers and approximately 34 percent enrolled during multiple summer terms.

**Display 2: Summer Term Headcount and FTE Enrollment**



**Display 3: Summer Enrollment Patterns of UC Undergraduates \***



\*Among entering classes of 2015 and 2016.

Starting in 2001, State support enabled campuses to implement strategies that encourage more students to participate in the summer term and to increase summer unit loads. These strategies included providing more financial aid, reducing the cost of summer attendance through summer financial aid, and expanding the availability of summer courses and programs.

Ongoing budget pressures resulted in some campuses scaling back efforts to increase summer enrollment that they had made in earlier years. Most notably, two campuses that had offered a summer charges cap (in which students did not pay the per-unit charge for units beyond a certain number) discontinued this incentive in summer 2015. Diminished resources through summer 2015 also resulted in a reduction in advertising and marketing efforts that in past years had attracted additional summer enrollments.

In the 2016 summer session, as part of a budget framework agreement with former Governor Jerry Brown, the University piloted three initiatives aimed at increasing summer enrollment through alternative pricing models.<sup>1</sup> These initiatives led to an increase in summer enrollment at the pilot campuses by 638 undergraduate FTE, compared to a collective increase at the six non-pilot campuses of only 106 FTE. In the following years, campuses applied best practices established by the pilot programs to increase summer enrollment. As a result, the University increased undergraduate summer enrollment by approximately 260 FTE in summer 2017, approximately 500 FTE in summer 2018, and approximately 730 FTE in summer 2019. For example, one best practice implemented at UC Irvine in summer 2016, established a summer fee cap whereby current and incoming UC students paid no additional fees for units taken above a cap of eight (the “Pay for 8” pilot). Another example is the program at UC Santa Cruz, whereby students receive a substantial refund if they complete 15 units or more during the summer.

### *Effects of COVID-19 on Summer Enrollment*

Starting in spring 2020, the University has taken many measures to protect the UC community and the public at large from the spread of COVID-19. Among these measures was the necessary transition to remote instruction. This transition contributed to substantial enrollment growth in summer 2020; however, summer 2021 saw a slight decline from summer 2020 highs, with an estimated decline of 14 percent (or over 3,187) total undergraduate summer FTE. Students’ lesser ability to continue to take summer courses remotely, in association with California lifting most COVID restrictions thereby providing alternative options for summer activities (e.g., employment, vacation travel, research, other training opportunities, etc.), contributed to this summer enrollment decline from Summer 2020 to Summer 2021, but increase from pre-pandemic levels (see Display 4 for more details). Campuses have continued to adjust to the lessons learned from remote instruction in summers 2020 and 2021 to future summer sessions planning.

**Display 4: UC Undergraduate FTE Enrollment  
Summer 2020 and 2021\***

<b>Campus</b>	<b>Summer 2020 Undergraduate FTE</b>	<b>Summer 2021 Undergraduate FTE</b>	<b>Change from 2020</b>
Berkeley	3,491	2,740	(751)
Davis	2,928	2,402	(526)
Irvine	3,013	2,539	(474)
Los Angeles	3,439	2,846	(593)
Merced	611	623	12
Riverside	1,692	1,556	(136)
San Diego	2,982	2,723	(259)
Santa Barbara	2,650	2,268	(382)
Santa Cruz	1,627	1,548	(79)
<b>UC Total</b>	<b>22,432</b>	<b>19,245</b>	<b>(3,187)</b>

\*Summer 2021 figures submitted by campuses in November 2021. Figures submitted by campuses may slightly differ from the UC Information due to timing

<sup>1</sup> More information about the pilot programs and their outcomes can be found in a [report](https://www.ucop.edu/institutional-research-academic-planning/files/2016-Summer-Session-Pilot-Outcomes-final-report.pdf) published by the University in July 2017, available at <https://www.ucop.edu/institutional-research-academic-planning/files/2016-Summer-Session-Pilot-Outcomes-final-report.pdf>.

Display 5 provides more granular information about summer 2021 enrollment by campus, comparing it against 2020-21 year-average headcount and full-time equivalent enrollments. Display 6 below shows the University's summer enrollment trends since 2015.

**Display 5: Year-Average Headcount and Full-Time Equivalent Enrollment by Campus and Term\***

		Year-Average Headcount	Full-Time Equivalent**
Berkeley	Fall-Spring 2020-21	38,035	37,301
	Summer 2021	13,336	2,816
	% of Fall-Spring	35%	15%
Davis	Fall-Spring 2020-21	34,949	34,004
	Summer 2021	12,473	2,430
	% of Fall-Spring	36%	21%
Irvine	Fall-Spring 2020-21	31,811	31,632
	Summer 2021	11,475	2,668
	% of Fall-Spring	36%	25%
Los Angeles	Fall-Spring 2020-21	37,324	37,038
	Summer 2021	14,743	2,935
	% of Fall-Spring	40%	24%
Merced	Fall-Spring 2020-21	8,698	8,674
	Summer 2021	2,352	627
	% of Fall-Spring	27%	14%
Riverside	Fall-Spring 2020-21	24,542	23,666
	Summer 2021	8,464	1,638
	% of Fall-Spring	34%	21%
San Diego	Fall-Spring 2020-21	35,243	35,181
	Summer 2021	13,797	2,786
	% of Fall-Spring	39%	24%
Santa Barbara	Fall-Spring 2020-21	25,123	23,959
	Summer 2021	10,650	2,351
	% of Fall-Spring	42%	29%
Santa Cruz	Fall-Spring 2020-21	18,137	18,077
	Summer 2021	12,146	1,593
	% of Fall-Spring	67%	26%
Universitywide	Fall-Spring 2020-21	253,862	249,532
	Summer 2021	99,436	19,844
	% of Fall-Spring	39%	22%

\*Includes undergraduate and graduate students. Excludes self-supporting and health sciences programs, except Irvine's undergraduate health sciences program.

\*\* Full-time equivalency is based on the number of student credit hours (units) a student takes over the fall-winter-spring terms divided by the normative load for the student. On a quarter campus, for an undergraduate, 45 units equals 1.0 FTE; for a graduate student, 36 units. On a semester campus, the normative undergraduate load is 30 units and the graduate load is 24. Summer units are also divided by the normative load, so a student taking 15 units in the summer would represent 1/3 FTE on quarter campuses and 1/2 FTE on semester campuses. Just as summer FTE represents workload intensity (as opposed to headcount enrollment) during a summer term, academic year (Fall-Winter-Spring) FTE represents workload intensity over the course of two terms on semester campuses or three terms on quarter campuses. To express summer FTE as a proportion of a full workload, one must either scale summer FTE up (by multiplying it by 2 for Berkeley and Merced, and by 3 for the quarter campuses), or scale the academic year FTE down (by dividing it by 2 or 3). The summer FTE percentages shown in Display 4, for example, can be derived by multiplying summer FTE by 2 or 3 and then dividing the result by Fall-Winter-Spring (or Fall-Spring) FTE.

Source: Budget Analysis and Planning, UC Office of the President

**Display 6: UC Undergraduate FTE Enrollment by Campus  
Summer 2015-2021\***

Campus	Summer UC Undergraduate FTE						
	2015	2016	2017	2018	2019	2020	2021
Berkeley*	2,238	2,232	2,180	2,358	2,387	3,491	2,740
Change from Prior Year		(6)	(52)	178	29	1,133	(751)
YOY % change		0%	-2%	8%	1%	46%	-22%
Davis	1,964	1,974	2,108	2,156	2,209	2,928	2,402
Change from Prior Year		10	134	48	53	772	(526)
YOY change		1%	7%	2%	2%	33%	-18%
Irvine*	1,833	2,350	2,375	2,505	2,549	3,013	2,539
Change from Prior Year		517	25	130	44	508	(474)
YOY change		28%	1%	5%	2%	18%	-16%
Los Angeles	2,810	2,824	2,812	2,739	2,639	3,439	2,846
Change from Prior Year		14	(12)	(73)	(100)	700	(593)
YOY change		0%	0%	-3%	-4%	30%	-17%
Merced	418	422	436	417	468	611	623
Change from Prior Year		4	14	(19)	51	194	12
YOY change		1%	3%	-4%	12%	30%	2%
Riverside	1,173	1,160	1,008	1,083	1,238	1,692	1,556
Change from Prior Year		(13)	(152)	75	155	609	(136)
YOY change		-1%	-13%	7%	14%	37%	-8%
San Diego*	1,753	1,880	1,983	1,902	2,030	2,982	2,723
Change from Prior Year		127	103	(81)	128	1,080	(259)
YOY change		7%	5%	-4%	7%	47%	-9%
Santa Barbara	1,668	1,684	1,779	1,920	2,105	2,650	2,268
Change from Prior Year		16	95	141	185	730	(382)
YOY change		1%	6%	8%	10%	26%	-14%
Santa Cruz	669	744	847	1,025	1,183	1,627	1,548
Change from Prior Year		75	103	178	158	602	(79)
YOY change		11%	14%	21%	15%	37%	-5%
Systemwide	14,526	15,270	15,528	16,105	16,808	22,432	19,245
Change from Prior Year		744	258	577	703	6,327	(3,187)
YOY change		5%	2%	4%	4%	33%	-14%

\*2016 pilot initiatives participant

### ***Student Financial Aid***

Historically, the availability of additional financial aid during summer has made it possible for more students to attend summer terms. In an effort to provide financial access to all students in the summer, campuses continue to set aside a portion of summer charges revenue for financial aid. In summer 2020, the last year for which complete financial aid data for summer enrollments are available, campuses provided 42,960 students with more than \$125 million in need-based financial aid during the summer, including \$112 million in grants and scholarships, \$1.6 million of which were Cal Grants. These figures do not include COVID relief funding.

The Budget Acts of 2020 and 2021 set aside \$4 million of the University's State General Fund (SGF) appropriation for summer financial aid to UC students who are both California residents (including students receiving an exemption from Nonresident Supplemental Tuition) and eligible for State financial aid. The availability of this funding in the future is contingent on continuation of these SGF revenues in 2023-24 and 2024-25 or an equivalent action by the State to fund summer Cal Grants.

### ***Course Offerings and Special Programs***

Campuses have expanded course offerings to encourage more students to participate in the summer term. Between 2000 and 2020,<sup>2</sup> the number of primary courses available in the summer has grown from about 2,700 to more than 3,800. Some of this growth has been because of the special advantages the summer term offers. For example, campuses use summer to offer special courses not available as frequently during the regular academic year (e.g., internships, field study, and travel study). Additional benefits of enrolling during the summer term are included below.

- More campuses are offering special summer programs for entering students (new freshmen and transfers), which give them an early start on their UC coursework.
- Students can choose to take an entire year's worth of foreign language in less than three months.
- For undergraduates, enrolling in courses offered during the summer that are usually over-enrolled in the regular academic year can decrease their time-to-degree.
- Students are attracted to summer because of its shorter terms and more flexible scheduling, which allow them to use the remaining time to work, travel, or fulfill other personal obligations.
- Online instruction has attracted additional students to summer because of convenience and flexibility, helping students complete their UC coursework without having to stay on or commute to campus. The increase in summer FTE over summer 2019 due to the transition to remote instruction suggests that student access to their home campus courses when they are home during the summer is a factor in enrollment decisions.
- Students find the summer per-unit tuition model, which allows them to pay only for the courses they take, affordable and more tailored to their individual needs.
- Students often choose to enroll in the summer term to take advantage of the smaller class sizes and increased faculty contact that summer courses often provide.

### ***Administrative Improvements***

Campuses have been incorporating summer into the broader educational structure, spotlighting summer options as they help students plan their undergraduate careers. As a result, summer programs are more visible both to students and departments as strategic tools to address time-to-degree and academic priorities. Other strategies campuses use to accommodate summer enrollment include:

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<sup>2</sup> Course data for summer 2020 are not yet available.



- Allowing UC students to register in summer session earlier in the year and improving the management of wait lists so that students have more time to finalize their summer plans;
- Benchmarking best practices and tactics among UC campuses through close collaboration among UC Summer Session offices;
- Providing incentives to departments that offer more classes and otherwise increase enrollments; and
- Continuing the efforts to streamline cross-campus registration procedures and to increase online offerings, thereby enabling students to attend a UC campus that is accessible regardless of their whereabouts—in the past three years, about 2,000 UC students have taken advantage of the cross-campus enrollment option during the summer.

### Conclusion

Though the reasons are various, and unique circumstances contributed to the enrollment decline in summer 2021 relative to summer 2020, summer enrollment for regularly matriculated UC students has generally increased over time, in terms of both headcount and FTE. Although about 34 percent of the regular academic year’s students enroll in multiple summer terms, over 65 percent of undergraduates enroll in at least one summer term during their UC campus experience. However, 89 percent of UC undergraduates say it is at least somewhat important to take summer courses to graduate on time. Furthermore, 91 percent of Pell grant recipients and 92 percent of first-generation students recognize the importance of taking summer courses to graduating on time<sup>3</sup>. Those who never enroll in summer cite work, affordability, a desire to return home, and other conflicts as reasons for not enrolling. Providing compelling incentives to students, such as those implemented as part of the summer 2016 pilot initiatives, is considered a best practice and therefore, will be an important strategy for increasing UC summer enrollment in future years.

Summer enrollment has enabled some students to eliminate a fifth year of enrollment and other students to graduate in less than four years. Specifically, summer enrollment following the fourth year allowed 6.9 percent of the fall 2016 cohort to graduate without having to enroll in a fifth year (about 3,260 students). Similarly, summer enrollment after the second year allowed ten percent of the fall 2018 transfer cohort to graduate without having to enroll in a third year (about 1,960 students).

In addition to offering UC students an alternative for taking required courses during their undergraduate years, all of the UC campuses are creating innovative summer programs that are helping prepare incoming UC students at both the freshman and transfer levels, especially for demanding STEM majors. These innovative “summer start” and “summer bridge” programs should result in improvements in time-to-degree and in normative graduation rates over the next few years. Summer instruction has benefited students by providing them with unique academic offerings, additional opportunities to take impacted courses, and the flexibility of part-time enrollment. Summer instruction has benefited the State by increasing capacity of existing campus facilities, helping students graduate in a timely manner, and freeing up space for new enrollments.

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<sup>3</sup> 2020 UC Undergraduate Experience Survey (UCUES)