



UNIVERSITY OF CALIFORNIA

Michael V. Drake, MD
President

January 11, 2023

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

Dear Senator Skinner:

CAMPUSES

- Berkeley
- Davis
- Irvine
- UCLA
- Merced
- Riverside
- San Diego
- San Francisco
- Santa Barbara
- Santa Cruz

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.

Sincerely,

Michael V. Drake, MD
President

MEDICAL CENTERS

- Davis
- Irvine
- UCLA
- San Diego
- San Francisco

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: Mr. Kirk Feely)
The Honorable Kevin McCarty, Chair
Assembly Budget Subcommittee #2
(Attn: Mr. Mark Martin)
(Attn: Ms. Sarah Haynes)
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
Ms. Tammy Weis, Office of the Chief Clerk of the Assembly
Mr. Chris Ferguson, Department of Finance
Mr. Jack Zwald, Department of Finance
Ms. Gabriela Chavez, Department of Finance

DIVISION OF AGRICULTURE AND NATURAL RESOURCES

Mr. Gabriel Petek, Legislative Analyst Office
Ms. Jennifer Pacella, Legislative Analyst Office
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Executive Vice President and Chief Financial Officer Nathan Brostrom
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Senior Vice President Brent Colburn
Associate Vice President David Alcocer
Associate Vice President and Director Kieran Flaherty

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. Since then, the University has more than doubled its summer enrollments, growing from a little over 39,000 students (on a headcount basis) in 2001 to over 93,000 students in 2022. For several years prior to the COVID-19 pandemic, annual growth in summer enrollments fluctuated between two and five percent. Summer enrollment increased significantly in 2020 with the onset of the pandemic and the resulting large-scale shift to remote instruction. Summer enrollment declined in 2021 and 2022 but remains above pre-pandemic levels. The decline in summer 2022 relative to summer 2021 is likely attributable in part to California lifting most COVID restrictions in early summer, along with other possible factors including preferences for in-person instruction and activities available in summer 2022 that were not available in summer 2021. The systemwide summer 2022 headcount was approximately 36 percent of the 2021-22 fall, winter, and spring term year average headcount, with that proportion ranging from 20 to 59 percent by campus. Alternatively, summer enrollments represent 21 percent of an average academic year term’s full-time equivalent (FTE) student enrollment.

The key to achieving substantial long-term 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 additional 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 5,893 primary classes in summer 2021 (the last year for which complete data are available), 54 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 2021-22	261,191	252,901
Summer 2022	93,060	18,985
% of Fall-Winter-Spring	36%	21%

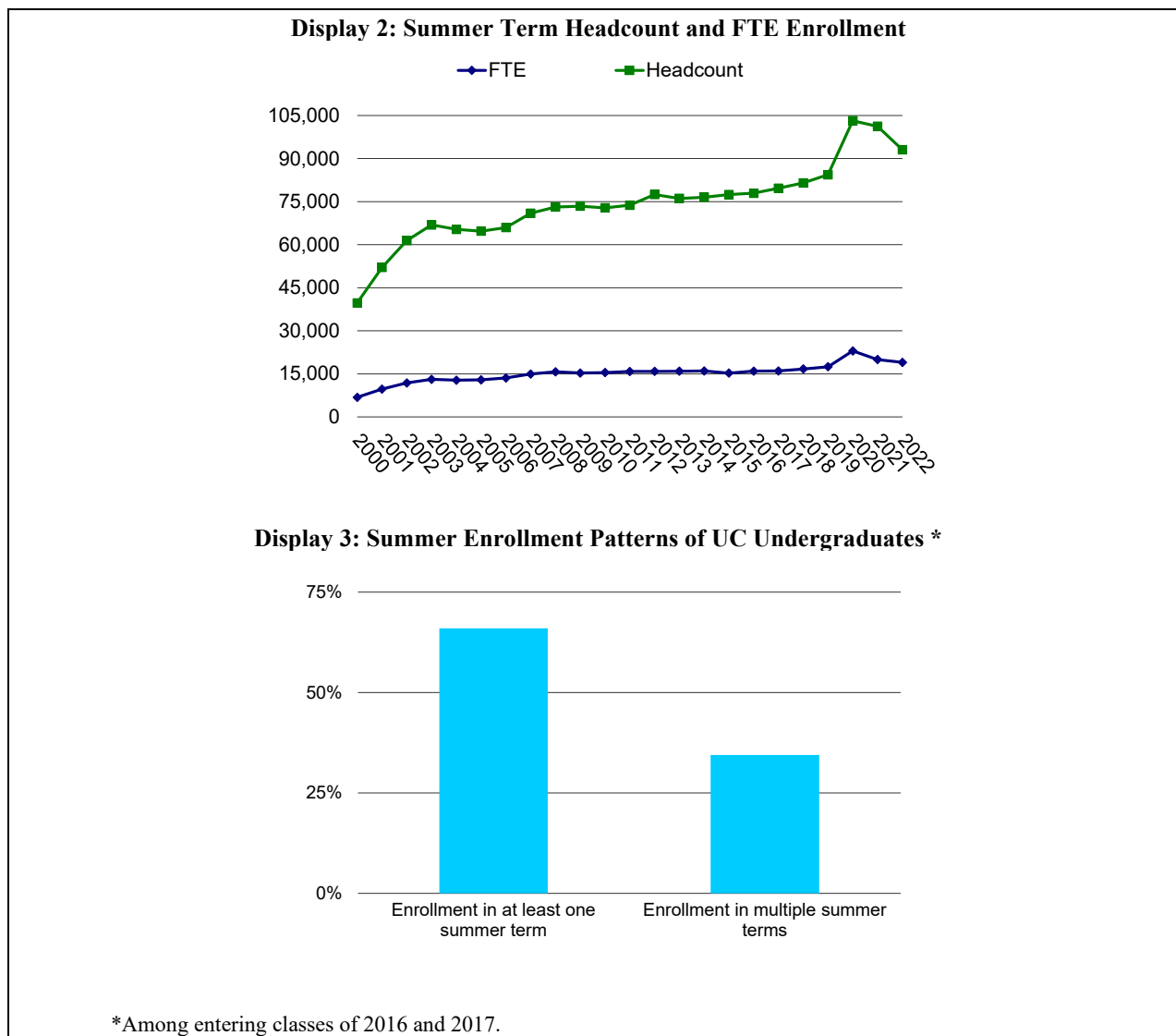
* Includes undergraduate, post-baccalaureate, and graduate students. Excludes health sciences and self-supporting degree programs.

** 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

Display 2 shows FTE enrollment in summer instruction grew substantially with the onset of State support in 2001, but remained nearly flat from 2009 to 2015, before resuming growth in 2016. Display 3 shows the summer enrollment patterns of UC undergraduates in one or more summer terms. Among undergraduates who entered UC in 2016 and 2017, approximately 66 percent enrolled during at least one summer term during their undergraduate careers, and approximately 34 percent enrolled during multiple summer terms.



Starting in 2001, State support enabled campuses to implement strategies that encourage more students to participate in the summer term and to increase summer average unit attempted. 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 cap on summer charges (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 than 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.¹ 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 cap on summer fees 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 16 percent (or over 3,207) total undergraduate summer FTE. Enrollment in summer 2022 was also down roughly 8 percent (or over 1,575) total undergraduate summer FTE, relative to summer 2021; however, summer enrollment remains 5 percent above summer 2019 levels. 73 percent of the summer 2022 total undergraduate FTE decline was at 3 UC campuses that offered less than 20 percent of their summer courses remote or online.

**Display 4: UC Undergraduate FTE Enrollment
Summer 2021 and 2022***

Campus	Summer 2021 Undergraduate FTE	Summer 2022 Undergraduate FTE	Change from 2021
Berkeley	2,740	2,315	(425)
Davis	2,408	1,920	(488)
Irvine	2,539	2,390	(149)
Los Angeles	2,867	2,828	(39)
Merced	623	458	(165)
Riverside	1,555	1,581	26
San Diego	2,677	2,638	(39)
Santa Barbara	2,268	2,033	(235)
Santa Cruz	1,548	1,487	(61)
UC Total	19,225	17,650	(1,575)
*Summer 2022 figures submitted by campuses in November 2022. Figures submitted by campuses may slightly differ from the UC Information due to timing			

¹ 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>.

Students' reduced ability to continue to take summer courses remotely, in association with California lifting most COVID restrictions (thereby providing alternative options for summer activities such as employment, vacation travel, research, other training opportunities, etc.), contributed to this summer enrollment decline from summer 2021 to summer 2022. Campuses have continued to adjust to the lessons learned from remote instruction in summers 2021 and 2022 when planning future summer sessions.

Display 5 provides more granular information about summer 2022 enrollment by campus, comparing it against 2021-22 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 2021-22	40,010	38,669
	Summer 2022	11,828	2,460
	% of Fall-Spring	30%	13%
Davis	Fall-Spring 2021-22	35,904	34,413
	Summer 2022	11,225	2,232
	% of Fall-Spring	31%	19%
Irvine	Fall-Spring 2021-22	31,748	30,951
	Summer 2022	10,810	2,533
	% of Fall-Spring	34%	25%
Los Angeles	Fall-Spring 2021-22	38,440	37,505
	Summer 2022	14,996	3,072
	% of Fall-Spring	39%	25%
Merced	Fall-Spring 2021-22	8,777	8,761
	Summer 2022	1,776	462
	% of Fall-Spring	20%	11%
Riverside	Fall-Spring 2021-22	24,760	23,233
	Summer 2022	8,457	1,712
	% of Fall-Spring	34%	22%
San Diego	Fall-Spring 2021-22	37,258	37,031
	Summer 2022	13,894	2,864
	% of Fall-Spring	37%	23%
Santa Barbara	Fall-Spring 2021-22	25,314	23,445
	Summer 2022	8,871	2,126
	% of Fall-Spring	35%	27%
Santa Cruz	Fall-Spring 2021-22	18,980	18,893
	Summer 2022	11,203	1,524
	% of Fall-Spring	59%	24%
Universitywide	Fall-Spring 2021-22	261,191	252,901
	Summer 2022	93,060	18,985
	% of Fall-Spring	36%	21%

*Includes undergraduate and graduate students. Excludes self-supporting and health sciences 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 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 2015-2022***

Campus	Summer UC Undergraduate FTE							
	2015	2016	2017	2018	2019	2020	2021	2022
Berkeley*	2,238	2,232	2,180	2,358	2,387	3,491	2,740	2,315
Change from Prior Year		(6)	(52)	178	29	1,133	(751)	(425)
YOY % change		0%	-2%	8%	1%	46%	-22%	-16%
Davis	1,964	1,974	2,108	2,156	2,209	2,928	2,408	1,920
Change from Prior Year		10	134	48	53	772	(520)	(488)
YOY change		1%	7%	2%	2%	33%	-18%	-20%
Irvine*	1,833	2,350	2,375	2,505	2,549	3,013	2,539	2,390
Change from Prior Year		517	25	130	44	508	(474)	(149)
YOY change		28%	1%	5%	2%	18%	-16%	-6%
Los Angeles	2,810	2,824	2,812	2,739	2,639	3,439	2,867	2,828
Change from Prior Year		14	(12)	(73)	(100)	700	(572)	(39)
YOY change		0%	0%	-3%	-4%	30%	-17%	-1%
Merced	418	422	436	417	468	611	623	458
Change from Prior Year		4	14	(19)	51	194	12	(165)
YOY change		1%	3%	-4%	12%	31%	2%	-26%
Riverside	1,173	1,160	1,008	1,083	1,238	1,692	1,555	1,581
Change from Prior Year		(13)	(152)	75	155	609	(137)	26
YOY change		-1%	-13%	7%	14%	37%	-8%	2%
San Diego*	1,753	1,880	1,983	1,902	2,030	2,982	2,677	2,638
Change from Prior Year		127	103	(81)	128	1,080	(305)	(39)
YOY change		7%	5%	-4%	7%	47%	-10%	-1%
Santa Barbara	1,668	1,684	1,779	1,920	2,105	2,650	2,268	2,033
Change from Prior Year		16	95	141	185	730	(382)	(235)
YOY change		1%	6%	8%	10%	26%	-14%	-10%
Santa Cruz	669	744	847	1,025	1,183	1,627	1,548	1,487
Change from Prior Year		75	103	178	158	602	(79)	(61)
YOY change		11%	14%	21%	15%	38%	-5%	-4%
Systemwide	14,526	15,270	15,528	16,105	16,808	22,433	19,225	17,650
Change from Prior Year		744	258	577	703	6,328	(3,208)	(1,575)
YOY change		5%	2%	4%	4%	33%	-14.30%	-8.19%

*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 2021, the last year for which complete financial aid data for summer enrollments are available, campuses provided 42,074 students with more than \$138 million in need-based financial aid during the summer, including \$126 million in grants and scholarships, nearly \$1.7 million of which were Cal Grants. These figures do not include COVID relief funding.

The Budget Act of 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 2021, the number of primary courses available in the summer has grown from about 2,700 to more than 5,893. 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:

- 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 2022 relative to summer 2021, 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 66 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 time². 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 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 5.9 percent of the fall 2017 cohort to graduate without having to enroll in a fifth year (about 2,720 students). Similarly, summer enrollment after the second year allowed ten percent of the fall 2019 transfer cohort to graduate without having to enroll in a third year (about 1,850 students).

In addition to offering UC students an alternative to taking required courses during their undergraduate years, all 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 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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² 2020 UC Undergraduate Experience Survey (UCUES)