Technical Appendices

The Impact of Budget Cuts on California’s Community Colleges

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Appendix A
Survey of College Officials

In order to obtain additional information about the effect of budget cuts on community colleges, we fielded a survey of senior administrators at all community colleges in the state. Our survey gathered information about the tradeoffs campuses are facing, the choices they are making, and the opinions of senior managers regarding the effects of these choices on their college and students.

We targeted three groups of administrators in particular, since they are directly engaged in the budget process and program implementation—the chief financial officer or the vice-president of business or administrative services; the vice president of student services; and the vice-president of instruction or academic affairs. We obtained names and contact information for each participant from professional affiliations, websites, and the Chancellors Office. We sent the survey to over 300 individuals across all 112 community colleges in the state. We received a total of 99 responses, with 85 questionnaires fully completed and the remaining 14 partially completed.

Sample Disposition

Just over a third of the sample responded to the survey (this includes 4.5 percent who did not entirely complete the survey). There was no response from 63 percent of the sample, and 2 percent refused.

<table>
<thead>
<tr>
<th>Count</th>
<th>% of Valid</th>
<th>Disposition</th>
</tr>
</thead>
<tbody>
<tr>
<td>85</td>
<td>29.1</td>
<td>Complete</td>
</tr>
<tr>
<td>14</td>
<td>4.5</td>
<td>Incomplete</td>
</tr>
<tr>
<td>6</td>
<td>1.9</td>
<td>Refused</td>
</tr>
<tr>
<td>194</td>
<td>62.8</td>
<td>No response (multiple attempts via email, mail, phone)</td>
</tr>
<tr>
<td>309</td>
<td>100.0</td>
<td>Total (excludes vacant, unconfirmed, and duplicate positions)</td>
</tr>
</tbody>
</table>

The survey includes responses from 55 (76%) of the 72 community college districts in the state (some districts have more than one college). The districts from which we received no responses are generally small. The only larger districts from which we received no responses are Santa Barbara, Pasadena, and Riverside.

The survey instrument (presented below) was implemented primarily online but also by paper or phone for difficult-to-reach subjects in the sample. Responses were collected between October and December 2012.

The distribution of survey responses is included along with the survey instrument below. The percentages and means are based on all responses to the given question. Not all respondents answered all questions, however. The survey statistics cited in the accompanying report pertain only to respondents who answered all questions (unless otherwise noted).
Higher education in California is being transformed by reductions in public support, yet we have little information with which to judge the impact of these cuts on the quality of the programs we provide or the students we serve. This project seeks to provide some answers by examining the effect of budget cuts on community colleges. The purpose of this survey is to learn about the tradeoffs colleges confront, the choices they are making to remain viable, and senior management views about the impact of these choices on their institution, faculty, staff, and students.

"Your participation in the survey will help inform policymakers and voters about the challenges confronting Community Colleges in California in the face of reduced state support for higher education."

"All of the responses to this survey are absolutely, without qualification, confidential and will remain anonymous. No individual respondent, community college, or location will be identified in ways that would permit recognizing a particular person. Your name, address, and affiliations will remain strictly confidential and will be kept in encrypted files in a password-protected server."

You are free to answer as many questions as you want. The survey takes between 10 and 15 minutes to complete. We encourage you to answer the entire survey to generate reliable results. We will provide you with a copy of the study once completed, with summary results from the survey.

When you are ready to start answering the survey enter your email address in the space below __________________________.

If you have any questions about the study or the survey you may contact the principal investigator:

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San Francisco State University
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San Francisco CA 94112
(415) 405-7586
reyesb@sfsu.edu

THANK YOU IN ADVANCE FOR YOUR PARTICIPATION!
1. How would you assess the financial health of your institution at the end of fiscal year 2011-2012 (choose one)?

- 2.9% failing
- 18.3% poor
- 36.5% fair
- 29.8% good
- 8.7% excellent
- 1% don’t know

2. In your opinion, are reductions in state appropriation harming your college’s ability to do any of the following?

*Use a scale between 1 and 5, where 1=no harm and 5=extremely harmful, or select “don’t know”.*

- 3.85____ Maintain academic programs
- 4.47____ Maintain course offerings for students
- 4.25____ Maintain student support services
- 3.98____ Maintain access for at-risk students (e.g., low income, students of color, 1st generation or students with disabilities, etc.)
- 3.90____ Hire/Retain faculty
- 3.87____ Retain staff
- 4.00____ Maintain campus infrastructure, plant and facilities
- 4.30____ Invest in new technology

2a. Are there any other areas not already mentioned where reductions are causing harm to your college? (please describe)

________________________________________________

_____________________________________________________________________

3. In your opinion, how important are the following strategies for reducing operating expenses at your institution in the next two years?

*Use a scale between 1 and 5, where 1=not important and 5=extremely important, or select “don’t know”.*

- 3.17____ Increasing teaching loads for full-time faculty
- 3.41____ Using technology to reduce instructional costs
- 4.04____ Eliminating low-enrollment academic programs
- 3.53____ Centralizing or consolidating administrative functions
- 3.13____ Centralizing or consolidating IT resources
- 3.53____ Making more efficient use of facilities
- 2.77____ Developing or expanding early retirement programs
- 3.19____ Reducing or revising retirement benefits for employees
- 3.74____ Reducing or revising benefit packages

3a. Are there any other strategies not already mentioned for reducing operating expenses at your institution in the next two years? (please describe)

_____________________________________________________________________

4. For 2012-2013, do certain students have priority in course enrollment?

- 94.2% YES
- [ ] NO
- 1.9% Don’t know
If YES,

Please rank how you prioritize the following students where 1 = lowest priority and 5 = highest priority.

(You can repeat numbers, for example, if you believe more than one of these groups is your highest priority.)

<table>
<thead>
<tr>
<th>Score</th>
<th>Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.51</td>
<td>Recent high school graduates</td>
</tr>
<tr>
<td>4.00</td>
<td>Continuing students</td>
</tr>
<tr>
<td>3.62</td>
<td>Basic skills students</td>
</tr>
<tr>
<td>4.87</td>
<td>Military/Veterans</td>
</tr>
<tr>
<td>4.69</td>
<td>Students with disabilities</td>
</tr>
<tr>
<td>4.69</td>
<td>EOPS students</td>
</tr>
<tr>
<td>3.59</td>
<td>Vocational students</td>
</tr>
<tr>
<td>3.98</td>
<td>Puente/Umoja (or similar programs) students</td>
</tr>
</tbody>
</table>

5. Have the number of students on waiting lists for course registration grown over the past two years?

78.8% YES
8.7 NO
11.5 Don't know

IF YES,

What percentage of courses had waiting lists: 49%

6. In your opinion, do the following budget issues impact the academic performance of students at your college?

Use a scale between 1 and 5, where 1 = no impact and 5 = very strong impact, or select “don’t know”.

<table>
<thead>
<tr>
<th>Score</th>
<th>Issue</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.11</td>
<td>Budget shortfalls</td>
</tr>
<tr>
<td>3.56</td>
<td>Rising tuition/affordability</td>
</tr>
<tr>
<td>3.85</td>
<td>New access limitations</td>
</tr>
<tr>
<td>3.87</td>
<td>Cuts in federal student aid programs</td>
</tr>
<tr>
<td>4.27</td>
<td>Cuts in core state funding/operating support</td>
</tr>
<tr>
<td>3.97</td>
<td>Cuts in state student aid programs</td>
</tr>
<tr>
<td>3.15</td>
<td>Failure to make the most efficient use of current financial resources in our college</td>
</tr>
<tr>
<td>3.89</td>
<td>Categorical program funding</td>
</tr>
</tbody>
</table>

6a. Are there any other factors not already mentioned that impact academic performance of students? (please describe)

________________________________________________________________________

7. How important do you think the strategies listed below are to your institution’s ability to increase revenues in the next two years?

Use a scale between 1 and 5, where 1 = not important and 5 = very important, or select “don’t know”.

<table>
<thead>
<tr>
<th>Score</th>
<th>Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.74</td>
<td>Recruiting more out-of-state students (U.S. residents)</td>
</tr>
<tr>
<td>3.08</td>
<td>Recruiting more international students</td>
</tr>
<tr>
<td>3.02</td>
<td>Developing/expanding online programs</td>
</tr>
<tr>
<td>3.59</td>
<td>Increasing the revenue from other auxiliary enterprises</td>
</tr>
<tr>
<td>2.76</td>
<td>Moving more core campus operations and support services to the Web/cloud</td>
</tr>
<tr>
<td>3.66</td>
<td>Securing more corporate support (grants, gifts, contracts, etc.)</td>
</tr>
<tr>
<td>3.16</td>
<td>Becoming more aggressive about endowment investments</td>
</tr>
<tr>
<td>3.20</td>
<td>Significantly increasing the size of the endowment</td>
</tr>
</tbody>
</table>
7a. Are there any other strategies not already mentioned for your institution to increase revenues in the next two years? (please describe)

8. Leaders at many community colleges and universities say they will be forced to consider serious policy changes because of their inability to secure sufficient operating revenue. Please review the list below, classifying these items as they apply to what is being considered or have been implemented in your community college.

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Already implemented</th>
<th>Currently under discussion</th>
<th>Not under discussion currently</th>
<th>Not applicable</th>
<th>Don’t know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Streamlining administrative positions</td>
<td>48.1%</td>
<td>33.7%</td>
<td>7.7%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reorganizing (reducing) administrative units</td>
<td>43.3</td>
<td>33.7</td>
<td>12.5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reorganizing student support services</td>
<td>32.7</td>
<td>41.3</td>
<td>14.4</td>
<td>1.0</td>
<td></td>
</tr>
<tr>
<td>Eliminating underperforming academic programs</td>
<td>14.4</td>
<td>51</td>
<td>21.2</td>
<td>1.0</td>
<td>1.9</td>
</tr>
<tr>
<td>Revising our tenure policies</td>
<td>1.9</td>
<td>1.9</td>
<td>72.1</td>
<td>10.6</td>
<td>2.9</td>
</tr>
<tr>
<td>Increasing teaching loads for full-time faculty</td>
<td>7.7</td>
<td>18.3</td>
<td>57.7</td>
<td>2.9</td>
<td>2.9</td>
</tr>
<tr>
<td>Aggressively promoting early retirement programs</td>
<td>26.9</td>
<td>16.3</td>
<td>43.3</td>
<td>1.9</td>
<td>1.0</td>
</tr>
<tr>
<td>Exploring new collaboration opportunities for academic programs with other institutions/districts</td>
<td>4.8</td>
<td>40.4</td>
<td>36.5</td>
<td>3.8</td>
<td>3.8</td>
</tr>
<tr>
<td>Exploring new collaboration opportunities for administrative services with other institutions/districts</td>
<td>3.8</td>
<td>17.3</td>
<td>61.5</td>
<td>4.8</td>
<td>1.9</td>
</tr>
<tr>
<td>Outsourcing more administrative services</td>
<td>2.9</td>
<td>18.3</td>
<td>59.6</td>
<td>6.7</td>
<td>1.9</td>
</tr>
<tr>
<td>Cutting matriculation services</td>
<td>25.0</td>
<td>16.3</td>
<td>43.3</td>
<td>1.9</td>
<td>2.9</td>
</tr>
<tr>
<td>Moving away from our classroom-based model of instruction, shifting more classes online</td>
<td>10.6</td>
<td>21.2</td>
<td>49.0</td>
<td>4.8</td>
<td>3.8</td>
</tr>
<tr>
<td>Cutting spending for college athletics programs</td>
<td>16.3</td>
<td>33.7</td>
<td>34.6</td>
<td>2.9</td>
<td>1.9</td>
</tr>
<tr>
<td>Salary freezes or reductions for administrators, faculty, staff</td>
<td>40.4</td>
<td>38.5</td>
<td>10.6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Benefit revisions/reductions</td>
<td>27.9</td>
<td>43.3</td>
<td>15.4</td>
<td>1.0</td>
<td>1.9</td>
</tr>
</tbody>
</table>

8a. Are there any other serious policy changes not already mentioned that your institution will be forced to consider because of their inability to secure sufficient operating revenue? (please describe)

9. As you think about the various populations of students at your institution, have you changed your recruitment efforts to target some of the groups below in 2011-2012 as compared to prior years?
<table>
<thead>
<tr>
<th>Category</th>
<th>Decreased</th>
<th>No Change</th>
<th>Increased</th>
<th>Never a priority</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Full-time students</td>
<td>4.8%</td>
<td>56.7%</td>
<td>19.2%</td>
<td>1.0%</td>
<td>6.7%</td>
</tr>
<tr>
<td>Part-time students</td>
<td>6.7%</td>
<td>69.2%</td>
<td>3.8%</td>
<td>1.9%</td>
<td>6.7%</td>
</tr>
<tr>
<td>International students</td>
<td>9.6%</td>
<td>32.7%</td>
<td>34.6%</td>
<td>5.8%</td>
<td>5.8%</td>
</tr>
<tr>
<td>Latino or African American students</td>
<td>3.8%</td>
<td>54.8%</td>
<td>22.1%</td>
<td>1.0%</td>
<td>6.7%</td>
</tr>
<tr>
<td>Other underrepresented students</td>
<td>3.8%</td>
<td>57.7%</td>
<td>19.2%</td>
<td>1.0%</td>
<td>6.7%</td>
</tr>
<tr>
<td>Low-income students</td>
<td>3.8%</td>
<td>61.5%</td>
<td>13.5%</td>
<td>1.9%</td>
<td>7.7%</td>
</tr>
<tr>
<td>First generation students</td>
<td>2.9%</td>
<td>63.5%</td>
<td>13.5%</td>
<td>1.0%</td>
<td>7.7%</td>
</tr>
<tr>
<td>Out of state students</td>
<td>5.8%</td>
<td>52.9%</td>
<td>12.5%</td>
<td>9.6%</td>
<td>7.7%</td>
</tr>
<tr>
<td>High school graduates</td>
<td>3.8%</td>
<td>55.8%</td>
<td>21.2%</td>
<td>7.7%</td>
<td></td>
</tr>
<tr>
<td>Adult students (over 24)</td>
<td>6.7%</td>
<td>68.3%</td>
<td>3.8%</td>
<td>1.0%</td>
<td>8.7%</td>
</tr>
<tr>
<td>Veterans/Military personnel</td>
<td>1.0%</td>
<td>39.4%</td>
<td>39.4%</td>
<td>1.0%</td>
<td>7.7%</td>
</tr>
</tbody>
</table>

9a. Are there any other populations of students not already mentioned for whom you have changed your recruitment efforts in 2011-2012 as compared to prior years? (please describe)

________________________________________________________

10. How would you rate the importance of the following issues/challenges confronting your institution over the next two years?

Use a scale between 1 and 5, where 1=not important and 5=very important, or select “don’t know”.

4.78 Budget shortfalls
3.59 Rising tuition/affordability
3.56 Unfunded retirement liabilities
2.73 Not enough senior faculty retirements to create new positions for younger professors
4.19 Maintaining quality of academic programs
4.75 Declines in state support
4.19 Limits on our ability to respond to increased demand/and rising enrollments
4.10 Potential cuts in student aid programs
4.07 Student assessment and institutional outcomes
4.34 Student readiness for college
3.23 Student/family concerns about student debt
3.09 An increasingly diverse student body
4.72 Potential cuts in core state funding/operating support
4.06 Efficient use of current financial resources
4.09 Health care costs

10a. Are there any other issues/challenges not already mentioned confronting your institution over the next two years? (please describe)

________________________________________________________

11. Are equity and reducing the achievement gap among students of color a strategic goal in your community college?

66.3% YES
12. During the budget development process in your college, are issues of equity taken into account when allocating resources?

52.9% YES
25% NO
10.6% Don’t know

a. IF YES,

How are issues of equity addressed in your budget decisions?

________________________________________________________

________________________________________________________

________________________________________________________

13. What percentage of the unrestricted general fund budget (excluding athletics) is specifically allocated to support at risk students? _________ 12% ________________.

14. How well do various individuals and campus constituencies understand the financial challenges confronting your institution? Use a scale between 1 and 5, where 1 = not well and 5 = very well, or select “don’t know”.

4.51 Board of regents/trustees
4.89 President/CEO
4.88 Provost/chief academic officer
4.09 Department chairs and deans
4.01 Elected faculty leaders
3.34 Faculty
3.17 Local/state elected public officials
2.74 Community members/civic leaders
2.98 Students
2.12 Alumni

15. Are budget reductions disproportionately affecting particular students?

38.5% YES
41.3% NO
12.5% Don’t know

a. IF YES,

Which students are affected the most? Use a scale between 1 and 5, where 1 = not at all affected and 5 = very affected, or select “don’t know”.

4.03 High school students
3.60 Continuing students
4.16 Basic skills students
2.83 Military/Veterans
3.21 Students with disabilities
3.34 EOP students
3.83 Vocational students
3.54 Puente/Umoja (or similar programs) students
4.14 Students of Color
4.32 Low Income students
3.50 Middle Income students
2.59 High Income students

16. Is your institution a Hispanic Serving Institution (HSI)?

<table>
<thead>
<tr>
<th></th>
<th>YES</th>
<th>NO</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>51.9%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>29.8</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.8</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. If YES, when did it become an HSI? __50% 2002 or after__________

17. Thinking about the role that community colleges play in society more broadly, how important, if at all, is it that colleges and universities do each of the following?

<table>
<thead>
<tr>
<th></th>
<th>Very important</th>
<th>Somewhat important</th>
<th>Not too important</th>
<th>Not at all important</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prepare students to transfer to a 4 year college</td>
<td>81.7%</td>
<td>4.8%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prepare young people to be responsible citizens</td>
<td>62.5</td>
<td>22.1</td>
<td>1.0</td>
<td></td>
<td>1.0</td>
</tr>
<tr>
<td>Prepare students to become productive members of workforce</td>
<td>77.9</td>
<td>8.7</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provide continuing education for adults of all ages</td>
<td>27.9</td>
<td>39.4</td>
<td>14.4</td>
<td>4.8</td>
<td></td>
</tr>
<tr>
<td>Ensure that all qualified students have equal access to a college education</td>
<td>75</td>
<td>8.7</td>
<td>2.9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provide cultural events and enrichment to the surrounding community</td>
<td>22.1</td>
<td>47.1</td>
<td>13.5</td>
<td>2.9</td>
<td>1.0</td>
</tr>
<tr>
<td>Contribute to the economic development of their region and locality</td>
<td>66.3</td>
<td>18.3</td>
<td>1.9</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

18. In your opinion, please indicate your level of agreement or disagreement with each of the following statements.

<table>
<thead>
<tr>
<th></th>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Agree</th>
<th>Strongly agree</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Budget cuts initiated by my institution in the past three years have done major damage to the quality of our academic programs</td>
<td>8.7%</td>
<td>43.3%</td>
<td>26.0%</td>
<td>8.7%</td>
<td></td>
</tr>
<tr>
<td>Budget cuts initiated by my institution in the past three years have done major damage to the quality of our student academic support services (advising, tutoring, etc.)</td>
<td>4.8</td>
<td>25.0</td>
<td>40.4</td>
<td>16.3</td>
<td></td>
</tr>
<tr>
<td>Budget cuts initiated by my institution in the past three years have done major damage to the quality of campus operations and support services.</td>
<td>1.9</td>
<td>17.3</td>
<td>40.4</td>
<td>26.9</td>
<td></td>
</tr>
</tbody>
</table>
My institution can make additional and significant spending cuts without hurting the quality academic programs, support services, and campus operations.

| | 43.3 | 30.8 | 9.6 | 2.9 |

Increasingly decisions made at my campus about courses, programs and major are being made on the basis of efficiency and market demand and less on academic and curricular rationales.

| | 3.8 | 34.6 | 33.7 | 10.6 | 3.8 |

The district’s board of trustees influences budgetary allocations by directing resources towards improving equity and closing the achievement gap.

| | 8.7 | 30.8 | 31.7 | 4.8 | 10.6 |

Budget cuts initiated by my institution in the past three years have done major damage to staff and faculty morale.

| | 1.0 | 19.2 | 38.5 | 26.9 | 1.0 |

State leaders should be more willing to consider tax increases as part of the solution to state budget shortfalls.

| | 6.7 | 7.7 | 27.9 | 33.7 | 10.6 |

College costs in general are such that most people can afford to pay for a college education.

| | 8.7 | 38.5 | 29.8 | 9.6 |

The following questions are for categorization purposes only

19. Which of the following best describes your current administrative position?

- 26.9% CFO/Vice-President, Business or Administrative Services
- 20.2% Vice President, Student Services
- 29.8% Vice-President, Instruction or Academic Affairs
- 9.6% Other (please specify)

20. How many years have you served in this position? 6 years

21. Highest level of education:

- 1.0% Less than a BA
- 4.8% BA
- 44.2% Master’s degree
- 35.6% Ph.D
- 1.0% Don’t know/no answer

22. Age

- 4.8% 40 or less
- 15.4% 41-50
- 45.2% 51-60
- 19.2% More than 60
- 1.1% Don’t know/no answer

23. Gender

- 35.6% Female
- 49 Male
- □ Transgender
- □ Other (please specify) ___________________.
- 19.3% Don’t know/no answer
24. Ethnicity (choose one or more)

58.9% White
8.4% African American
10.5% Asian or Pacific Islander
15.8% Latino/Hispanic/Chicano
2.1% Native American
1.1% Other (please specify)
3.2% Don’t know/no answer

_____ THANK YOU FOR YOUR PARTICIPATION IN OUR SURVEY _____
Appendix B
Student Progress and Completion

This section provides supplementary information on student outcomes presented in the text.

To reiterate, we examine three measures of student progress: course completion, course success, and transfer rates. The course completion rate is the share of students who complete a course that they enrolled in; the course success rate is the share of students who complete a course with a passing grade; and the transfer rate is the share of students (from a particular cohort) who successfully transfer to a four-year college or university.

**FIGURE B1**
Course success rates by age of student

![Course success rates by age of student](image)

SOURCE: Authors’ calculations based on CCCO Data Mart (2012).
NOTE: Success rates are the share of students completing a course with a passing grade.

**FIGURE B2**
Success rates by course type for students ages 18 and 19

![Success rates by course type](image)

SOURCE: Authors’ calculations based on CCCO Data Mart (2012).
NOTE: Success rates are the share of students completing a course with a passing grade.

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1 We use CCC administrative data to measure these outcomes. See Bahr, Hom, and Perry (2005) for a thorough analysis of measuring transfer rates.
FIGURE B3
Success rates by course type for different ethnicities

SOURCE: Authors’ calculations based on CCCO Data Mart (2012).
NOTE: Success rates are the share of students completing a course with a passing grade.
FIGURE B4
Six-year transfer rates by cohort and ethnicity

SOURCE: CCCCO Data Mart (2012)

Figure B5
Number of students transferring and size of transfer-intending cohort

SOURCE: CCCCO Data Mart (2012)
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