



ACKNOWLEDGMENTS

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David Drummer conducted the analyses of CSU enrollment data and was the principal author of the sections of this report that summarize those data. Colleen Moore conducted the campus interviews and authored report sections summarizing those findings. Michele Siqueiros and Vikash Reddy, Ph.D., provided significant contributions and guidance. Additional research assistance was provided by Kendall Wulbrun, Lupe Renteria, and Idalys Perez. We are grateful to Jacob Jackson from the Public Policy Institute of California and additional reviewers for their feedback on this report.



MANY CALIFORNIA STATE UNIVERSITY CAMPUSES FACE ENROLLMENT CHALLENGES

From research universities to accessible four-year state universities and community colleges, California's public higher education institutions have been instrumental in propelling the state to its current position as the 5th largest economy in the world. The economic benefits of higher education are clear, including higher annual wages, lifetime earnings, and wealth accumulation for individuals, and higher tax revenues and lower costs for social programs for the state. The benefits go beyond employment and earnings: Having a college degree is associated with better health, higher civic engagement, and stronger personal relationships. Yet, despite strong evidence for the benefits of higher education, recent surveys have demonstrated growing skepticism about the value of college attendance due to concerns about affordability and unclear connections to rewarding employment. These doubts about the value of college, along with demographic changes that are leading to fewer high school graduates in some states, likely have contributed to reductions in college enrollment in recent years, a trend that was accelerated by the COVID-19 pandemic.

This report summarizes data on recent changes in undergraduate enrollment in the California State University (CSU) system. We find significant, but varying, enrollment challenges across CSU campuses and student groups. We explore the response to enrollment challenges at campuses that have fared better in undergraduate enrollment levels over the last few years, particularly for Latinx and Black student populations, and find that their efforts to maintain and grow their enrollments align with the CSU system's priorities under Graduation Initiative 2025 (GI 2025). In this report, we offer several recommendations to improve state and system policies to support undergraduate enrollment and to maintain the benefits to California of higher educational attainment.

COVID-19 Pandemic Had Significant Impact on College Enrollment

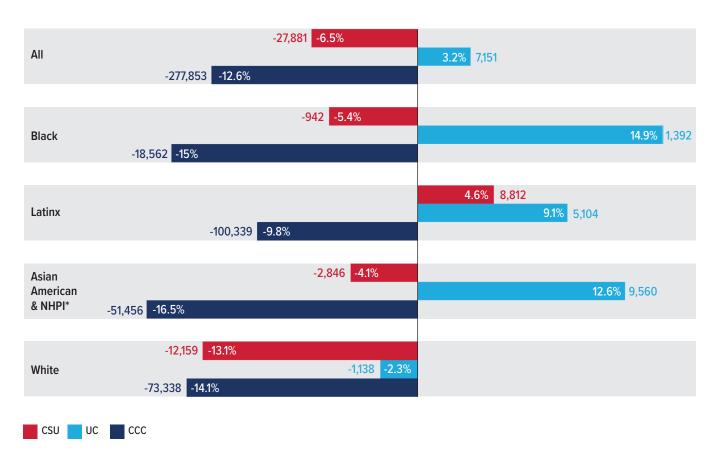
In March 2020, the global pandemic changed nearly every aspect of daily life for people around the world, with consequences for not only for public health, but for the economy and society. Colleges and universities were forced to close their physical facilities and deliver both instruction and support services online. Amid a challenging environment, administrators, faculty, and staff worked to ensure students had access to resources, with some schools providing free laptops and wi-fi hotspots, as well as basic needs resources and supports.

The impacts of the pandemic on California's colleges and universities varied, not only from system to system, but across campuses within each system. Both in California and across the nation, community colleges suffered much steeper enrollment declines than their four-year counterparts, reflecting the populations served by those institutions — lower-income, first-generation, and part-time students who were the most adversely affected by the health and economic challenges posed by the pandemic. Enrollment in the California Community Colleges declined by a staggering 21% from 2019-2020 to 2021-2022. It recovered somewhat in 2022-23, but enrollment levels remained 13% below pre-pandemic levels. Enrollment increased by 3% across the University of California (UC) system (and up 8% when considering only domestic students), which is consistent with national trends that show faster recovery from pandemic losses at more selective institutions (see Figure 1). At the CSU system, following several years of rising enrollment, the number of undergraduates peaked in 2020 at 432,264 students. Enrollment declined by about 10,000 students from fall 2020 to fall 2021, with a further decline of over 17,000 students to 404,820 students in fall 2022, the CSU's lowest total since fall 2014. Fall 2023 brought with it an additional decrease of roughly 2,500 students- indicating that the system is beginning to stabilize as the harshest impact of the COVID-19 pandemic has come and gone. Overall, the CSU has suffered a 6.5% decline from the system's prepandemic total.



Enrollment declined by over 6% at the CSU from fall 2019 to fall 2023. The California Community Colleges saw much larger decreases, while enrollment at the UC actually grew.

Figure 1. Percent Change In Undergraduate Enrollment by Race/Ethnicity (2019-20 to 2022-23).



*Native Hawaiian and Pacific Islander

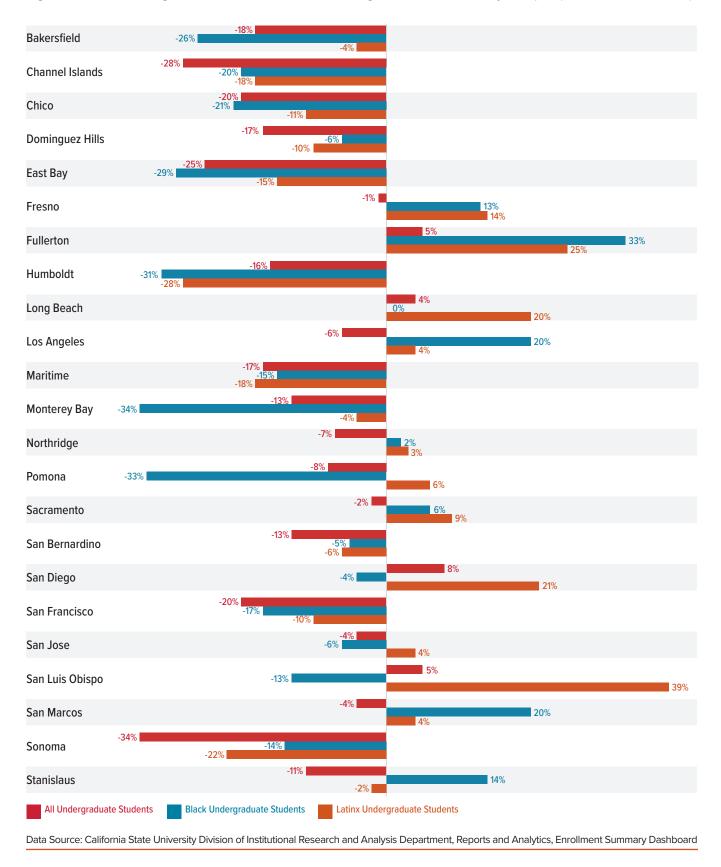
UC and CSU data is as of fall 2023. CCC data is as of 2022-23 which is the most recent data available

Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard, University of California Information Center, Fall Enrollment Dashboard and California Community College Chancellor's Office Management Information Systems Data Mart

In accordance with long observed demographic changes in the state, the Latinx student population in the CSU was growing steadily prior to the pandemic. While it declined slightly in 2021, by over 1,800 students, the Latinx population has rebounded and now slightly exceeds its previous all-time high as of fall 2023. Eleven CSU campuses experienced growth in enrollment of Latinx students over the pandemic period (see Figure 2).

Despite campuswide enrollment decreases, 11 of 23 campuses grew their Latinx enrollment totals, and 7 grew their Black enrollment totals.

Figure 2. Percent Change in Total, Black, and Latinx Undergraduate Enrollment by Campus (Fall 2019 to Fall 2023).



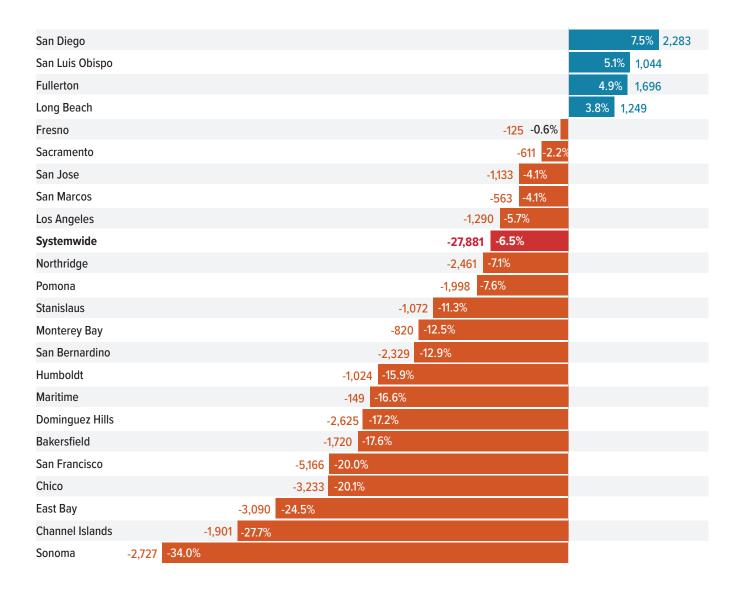
Enrollment Changes Vary Widely Across CSU Campuses

While undergraduate enrollment at the CSU declined by over 6% overall (27,881 students) between 2019 and 2023, there has been considerable variation in enrollment by campus (see Figure 3). Undergraduate enrollment at the Chico (-3,233), Channel Islands (-1,901), East Bay (-3,090), San Francisco (-5,166), and Sonoma (-2,727) campuses is down 20% or more from 2019 levels, while Fullerton, Long Beach, San Diego and San Luis Obispo have experienced small gains, and several other campuses have experienced flat enrollment or only slight declines (enrollment numbers for each year by campus are shown in Appendix A, Table A-1). Consistent with national trends, the more selective campuses have generally experienced enrollment growth or smaller declines; these include San Diego, San Luis Obispo, Long Beach, and Fullerton. Some less selective campuses, Sacramento and Fresno, have experienced minimal enrollment declines, and Los Angeles experienced flat enrollment before a small downturn in fall 2023.



Undergraduate enrollment has declined at 19 campuses since 2019.

Figure 3. Percent Change in Undergraduate Enrollment by Campus (Fall 2019 to Fall 2023).



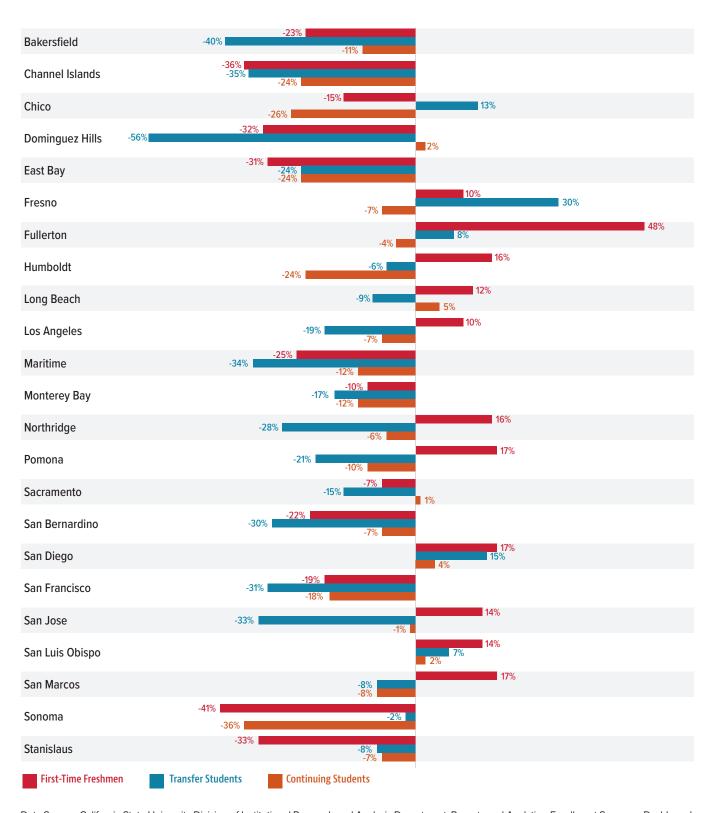
Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard

Enrollment Changes Also Vary by Student Group

The undergraduate student body can be thought of in three main groups — incoming first-time freshmen, incoming undergraduate transfer students, and continuing students. Each of these groups at the CSU has shown different enrollment patterns over the past few years (see Figure 4). Despite these differences, nine of 23 campuses suffered enrollment declines across all three groups since fall 2019 (Bakersfield, Channel Islands, East Bay, Maritime, Monterey Bay, San Bernandino, San Francisco, Sonoma and Stanislaus).

Nine campuses suffered enrollment decreases in all three student groups.

Figure 4. Percent Change in First-Time Freshmen, Transfer, and Continuing Students by Campus (Fall 2019 to Fall 2023).



Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard



The Number of First-Time Freshmen Enrolling in the CSU Has Recovered to Record-Levels

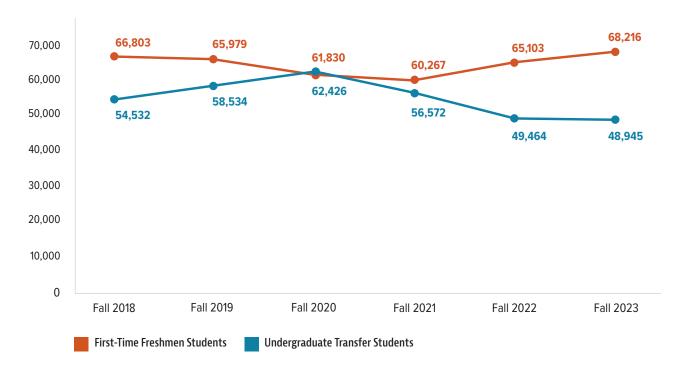
In 2018, CSU enrolled what was then an all-time high of nearly 67,000 first-time freshmen (FTF). In fall 2020 — the first full semester where enrollment decisions were made during the pandemic — the number of FTF decreased by over 4,000 from the prior year, with a further drop of over 1,500 students in fall 2021 (see Figure 5). Numbers for fall 2022 and 2023 have been far more encouraging, with the system exceeding pre-pandemic levels for first-time freshman enrollment and reaching a new all-time high of 68,216.

One key factor in the quick return of strong FTF enrollment has been the steady increase in California high school students graduating with the necessary course requirements, known as A-G requirements, to be eligible for the UC and CSU. There has been a steady increase of college-ready graduates across the state over the last decade, with only a minor decline in 2020 that was reversed the very next year. The 2022 high school graduating class included about 12,000 more A-G graduates compared to 2019, resulting in a substantial increase in students eligible to enroll directly into the CSU.

The number of first-time undergraduate transfer students rose to an all-time high of 62,426 in fall 2020, despite coinciding with the first full semester for which enrollment decisions were made with full knowledge of the pandemic, before dropping by over 13,000 students as of fall 2023. The sizable declines in California Community Colleges' enrollment shown in Figure 1 (and discussed in greater detail in our 2022 report, Illuminating Innovations) will continue to put constraints on undergraduate transfer applications to four-year institutions over the next few years, as smaller cohorts of students will be available to apply for transfer.

First-time freshmen enrollment has rebounded strongly in recent years, while undergraduate transfers continue to precipitously decline.

Figure 5. CSU Systemwide Enrollment, First-Time Freshmen & Undergraduate Transfers (2018 to 2023).

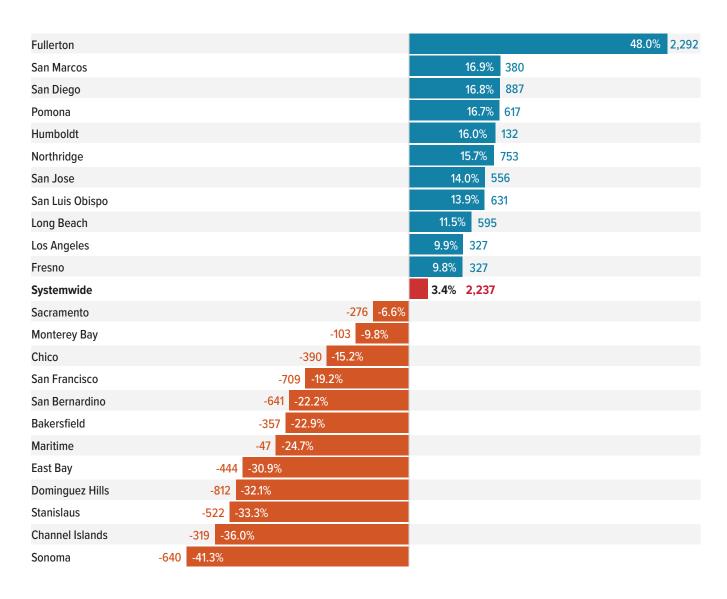


Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Applications and Admissions Dashboard

As with overall undergraduate enrollment, changes in FTF and new transfer enrollments since the pandemic have varied substantially by campus. Systemwide, freshman enrollment has grown by over 3% since prior to the pandemic, but about half of CSU campuses continue to have substantially depressed enrollment of FTF (see Figure 6; FTF enrollment numbers for each year are shown in Table A-2 of the appendix). The Channel Islands, Dominguez Hills, East Bay, Sonoma, and Stanislaus campuses enrolled numbers of FTF in fall 2023 that were more than 30% lower than in 2019, while the Fullerton campus enrolled nearly 50% more (+2,292) FTF than prior to the pandemic following a sharp uptick in fall 2023. While the most selective CSU campuses are among the set that has seen growth in FTF enrollment, there are less selective campuses that also show substantial increases in freshman enrollment, including Los Angeles (+327) and Humboldt (+132). Humboldt was experiencing significant declines in FTF enrollment prior to the pandemic, having suffered a 48% (-505) decline in FTF enrollment just between fall 2018 and fall 2020, but the numbers began to rebound in 2021, and especially in 2022, after being designated the third polytechnic university in the system.

First-time student enrollment has exceeded pre-pandemic levels at 11 campuses, while others are still suffering substantial losses.

Figure 6. Percent Change in First-Time Undergraduate Enrollment (Fall 2019 to Fall 2023).



Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard

Enrollment Among Incoming Transfer Students Continues to Lag Pre-COVID Levels

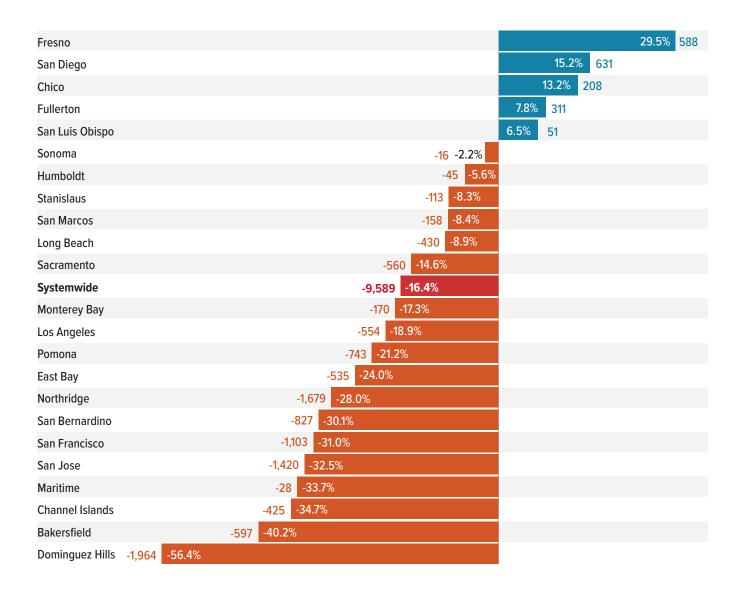
While FTF enrollment in the CSU now exceeds pre-pandemic levels systemwide, there has been no similar recovery among transfer students, with new transfer enrollment in 2023 remaining 16% (or 9,589 students) below pre-pandemic levels. In fall 2022 the CSU system enrolled fewer than 50,000 new undergraduate transfer students for the first time since 2012. Application totals have similarly declined in recent years, with the CSU system having received 18,000 fewer applications (a 16% drop) from undergraduate transfer students in 2022 than in 2019 (Figure A-9). Just five of the 23 campuses had higher enrollment of new transfer students in 2023 compared to 2019, and most campuses continue to have substantially depressed transfer enrollment numbers (see Figure 7 and Table A-3 in the appendix).

Even the campuses that reported minor decreases or even net increases in transfer enrollment show signs of relative instability in recent years. Fresno (+588), Fullerton (+311), and San Luis Obispo (+51) had higher enrollment of new transfer students in 2023 compared to 2019, but all three campuses peaked in 2020 before suffering significant decreases in the following years. On the other hand, Chico State and San Diego had suffered similar declines as the rest of the system before a dramatic uptick in fall 2023 has left their undergraduate transfer enrollment substantially higher than before the pandemic. Sonoma, meanwhile, managed to nearly stabilize its transfer enrollment to pre-pandemic levels with only a 16-student decline, while its FTF enrollment declined by 640 students (-41%) since 2019. Different patterns of enrollment changes for FTF and transfer students across CSU campuses could reflect the varying enrollment challenges of nearby community colleges, changes in numbers of high school graduates in different regions of the state, differences in campuses' focus on outreach and recruitment of freshmen and transfer students, or other issues.



CSU transfer enrollment has declined by over 16% (-9,589 students) in just four years.

Figure 7. Percent Change in Undergraduate Transfer Enrollment (Fall 2019 to Fall 2023).



Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard

Together, new FTF and new transfer students comprise only about 30% of CSU undergraduate enrollment, with the other 70% made up of continuing students. The number of continuing students enrolled in the CSU system has dropped by 20,533 students (6.7%) since 2019, a figure that also varied considerably across campuses (see Figure 8 and Table A-4 in the appendix). In 2022, CSU undergraduate enrollment was about 17,500 students less than it was 12 months earlier, the single largest year-over-year decline

for the system in the 21st century. While the decline in transfer student enrollment is deeply concerning, the bounce back in freshmen enrollment ensured that the system nearly broke even in the enrollment of new students. However, continuing student enrollment dropped by over 15,000 students in just one year, accounting for 87% of the enrollment decline in 2022, compared to the prior year. A further decline of over 5,000 students in 2023 indicates that this is not a one-year blip, but rather a consistent trend that must be reversed in order for the CSU to achieve its long-term enrollment objectives.

Enrollment Among Continuing Students Is Down At Most CSU Campuses

Continuing student enrollment at the Chico, Channel Islands, East Bay, Humboldt, and Sonoma campuses is down 20% or more from 2019 levels, while Dominguez Hills, Long Beach, San Diego, San Luis Obispo, and Sacramento have experienced small to moderate gains (enrollment numbers for each year by campus are shown in Appendix, Table A-4).

While graduation rates have been rising, and the average time for students to graduate has shrunk due to reforms implemented as part of GI 2025, this does not by itself explain the recent reduction in continuing students across the CSU. The one-year persistence rate (which accounts for students who graduated) declined from 86% in 2019 to 82% in 2021 for FTF and from 91% to 86% for transfer students. This means that an urgent focus on the retention of students enrolled at the CSU is necessary and aligned with the GI 2025 effort.

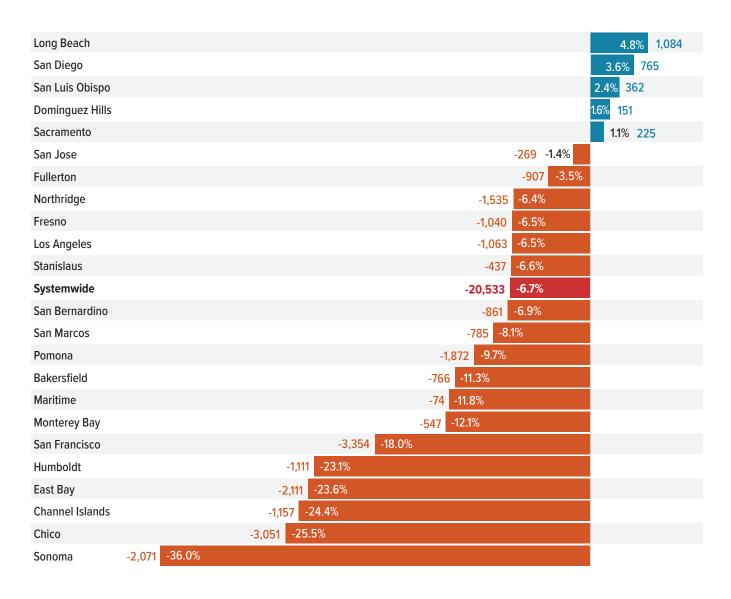


"The biggest issue at my campus is retention. By building community early on, I was able to gain a sense of belonging by building a close friend group through orientation, joining several student organizations, and social events. I decided to finish my last two years and found incredible opportunities, becoming student body President and responding to the pandemic as a student leader."

Giovanni Juan Guerrero President (2022-23) Associated Students Cal Poly Humboldt

Eighteen of 23 CSU campuses have seen reductions in continuing student enrollment.

Figure 8. Percent Change in Undergraduate Continuing Student Enrollment (Fall 2019 to Fall 2023).



Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard

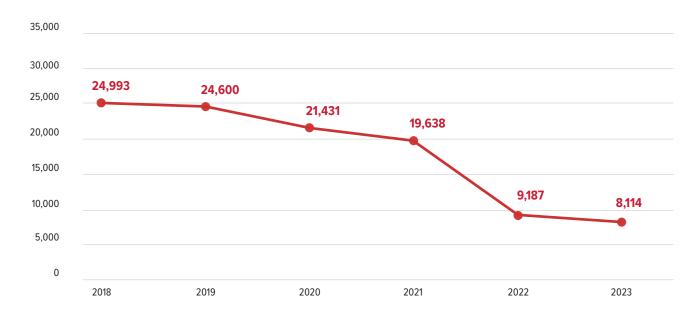
Enrollment Declines Dramatically Affected by International Students

Much of the enrollment shifts at the CSU can be attributed to a substantial drop in international student enrollment, which declined by 67% between 2019 and 2023 (see Figure 9). About 60% of the 27,881-student decline across the CSU system since 2019 consisted of international students. Variation in the share of international students enrolled across the campuses is one factor affecting changes in campus enrollment levels in recent years for both new and continuing students. Overall, international students accounted for 5.7% of CSU enrollment in 2019, prior to the pandemic, but that share varied from 1.4% at Cal Poly Humboldt to 8.1% at San Jose State.

It remains to be seen whether reduced enrollment of international students will continue, or whether loosening of COVID-19 travel restrictions around the world in recent months will lead to the system recovering much of its international student population. Current trends are not promising however, as despite nearly all worldwide travel restrictions having been lifted, international enrollment did not rebound in fall 2023, but rather continued to decline. Factoring in only domestic students, the CSU has lost 2.8% of its domestic undergraduate population since 2019, compared to 6.5%, when including international students. But that 2.8% decline also represents 11,388 students lost over three years.

International enrollment decreased heavily throughout the pandemic.

Figure 9. CSU International Undergraduate Enrollment (2018-2023).



Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard

Enrollment Declines Could Reduce Production of Bachelor's Degrees

California relies on its public higher education systems to produce a skilled and educated workforce to meet the demands of its diverse and dynamic economy and has set ambitious goals to increase college attainment. Insufficient production of bachelor's degrees could have serious economic consequences at both the individual and state levels, as people may face reduced earning potential, and the state may miss out on the economic benefits associated with a highly educated population. Enrollment reductions often disproportionately affect underrepresented and low-income students and may reduce diversity in the pool of graduates, an important factor in addressing issues of equity and representation in various fields.

While recent enrollment losses are, at least in part, related to the disruptions of the COVID-19 pandemic and the reduced number of international students who may or may not return, a looming <u>demographic cliff</u> poses a longer term danger. The California Department of Finance <u>anticipates</u> that high school graduating class sizes will begin to seriously decline in 2025 after decades of near continuous growth. While about 440,000 students graduated high school in 2022, the California Department of Finance expects that number to drop to 379,000 in 2032, a 60,000-student decline.

The Los Angeles area could prove to be particularly vulnerable, as the same report predicts that the LA area will suffer a 13% reduction (nearly 23,000 students) in postsecondary higher education enrollment between 2021 and 2029. Further knock-on effects are possible, with <u>significant funding</u> for all of California's higher education systems being directly tied to schools meeting or exceeding certain enrollment totals. While the effects of the demographic cliff were certainly anticipated, the potential impact of enrollment declines beginning several years ahead of schedule could substantially alter the viability of meeting the proposed enrollment targets and reaching the state's goal of 70% college degree and certificate attainment by 2030. The next few years will be crucial for developing bold, equity-minded strategies to retain current students and to entice prospective students into pursuing higher education.





CSU CAMPUSES ARE LEVERAGING GRADUATION INITIATIVE (GI) 2025 STRATEGIES TO ENROLL AND RETAIN STUDENTS

While many external factors can affect undergraduate enrollment across campuses — regional economic conditions, location, and demographic factors among them — differences could partly reflect campus strategies, such as marketing and recruitment efforts, changes to policies and programs, and campus culture. To learn about the response by CSU campuses to enrollment challenges, we interviewed administrators at campuses that have fared better over the last few years in undergraduate enrollment levels, particularly for underrepresented student populations. Specifically, we focused on campuses that managed to gain enrollment of both Black and Latinx students between 2019 and 2022, including Fresno, Fullerton, Los Angeles, Sacramento, and San Diego. We also included Dominguez Hills, which serves predominately underrepresented students and had comparatively small losses of enrollment among Black and Latinx students. We asked college officials about their efforts to recruit and retain students and what practices they believe show promise for maintaining or growing enrollment of Black and Latinx students (see the appendix for a more detailed description of our research methods, including limitations). We identified themes across the interviews that suggest that these campuses view strategies that line up with priorities of GI 2025 to be as important as to their efforts to maintain enrollment of underrepresented students as they are to their efforts to support underrepresented minority students to complete their degrees.

As part of its initiative to increase graduation rates and close equity gaps in student outcomes, the CSU Chancellor's Office identified <u>six priority areas</u> of focus for campus efforts:

- 1. Redesigning academic preparation and support programs
- 2. Improving enrollment management practices to ensure students' access to courses
- 3. Increasing student engagement and well-being, both inside and outside the classroom
- 4. Expanding financial support for students
- 5. Removing administrative barriers that impede student success
- 6. Using data to inform decisions about policies, procedures, and programs

In our interviews, we heard occasional mentions about academic preparation, particularly about the benefits for underrepresented students of recent systemwide efforts to eliminate remediation. But most of the campus efforts that interviewees described as helping to address enrollment challenges for underrepresented student populations in the aftermath of the pandemic fell into the other five priority areas.



Campus efforts to increase enrollment largely fell into five of the six priority areas for the CSU Graduation Initiative 2025.

Table 1. Summary of Campus Efforts to Increase Enrollment.

GI 2025 Priority	Enrollment Strategies and Activities
IMPROVING ADMISSIONS AND ENROLLMENT MANAGEMENT	 Focus outreach and recruitment on underrepresented students Engage affinity groups and programs in recruitment efforts Collaborate intensively with feeder schools and colleges Adopt flexible approach to course modality and course schedule to reflect student preferences Monitor enrollment closely and make frequent adjustments to match student behavior
FOCUSING ON STUDENT ENGAGEMENT AND WELL- BEING	 Provide more proactive and personalized student services Increase mental health services Adopt new technologies to facilitate services and communication Foster sense of belonging among underrepresented students inside and outside the classroom
PROVIDING MORE FINANCIAL SUPPORT	 Expand basic needs services Relax fees and payment policies Improve policies, processes, and communication around financial aid Explore options for increasing support for low-income students
REDUCING ADMINISTRATIVE BARRIERS	 Streamline forms and processes Reform or eliminate registration holds Improve information sharing across departments to eliminate duplication in collection of student information
USING DATA TO INFORM DECISIONS	 Collect and analyze data across the enrollment period to facilitate strategy adjustments Discuss student enrollment at meetings of various campus constituencies Share student enrollment and progress data widely across campus Use data on student retention and progress in design of interventions



"It's the responsibility of the institution to invest the time, money, and resources for our students of color. We have several affinity centers, programs and support systems, but they are all consistently understaffed despite the urgent need to support targeted student support for the most marginalized student communities."

Nina Chuang
President (2022-23)
Associated Students
San Jose State University

Improving Admissions and Enrollment Management

Interviewees across the six campuses pointed to various efforts to improve policies and processes in outreach, admissions, and enrollment. In the area of outreach, interviewees at most of the campuses pointed to recruitment efforts that target underrepresented student populations and efforts to tailor their communications in ways that speak effectively to those students. Several people noted significant challenges with recruiting Black students, given their smaller numbers in the local area and in local high schools. In response, one campus has its outreach staff partner with campus Umoja program staff and with two community organizations that serve Black students to design and host recruitment events. Another campus has its recruiting staff give Black high school students the phone number and email address for a specific staff member on campus with whom they can work during the application process to ensure they receive more high-touch support. Interviewees at several campuses described campus events aimed at increasing the number of Black admitted applicants who go on to enroll. For example, San Diego State hosts Harambee Weekend, at which Black applicants stay in residence halls, participate in informational forums, enjoy social events, and take a Black Excellence Tour of campus that focuses on the contributions of Black leaders over the history of the campus. San Diego State offers a similar experience for admitted Native American applicants. Several interviewees pointed to increased efforts to include parents when designing outreach efforts, recognizing the important role family influence plays in the college decisions of first-generation students. Some interviewees also described an increased focus on raising awareness of financial aid and how it makes attending a CSU affordable for low-income students.

"A wellness check phone call is what we called it. Everyone is getting phone calls asking you to buy something, but we just wanted to check to see if you need any help. We gave students options of things since they might not know what to ask for, based on the kind of help we thought they probably needed."



As part of its efforts to increase and retain enrollment of underrepresented and underserved students, Fresno State developed a unit dedicated to doing outreach to K-8 schools and students, as well as outreach targeting Black and Native American students. In the context of declining projections of high school graduates and college-going rates in the Central Valley that are lower than those statewide, the special outreach unit aims to increase the college-going culture among K-8 students in the area and develop early interest in enrolling at the campus. They train student ambassadors to help younger students understand pathways to higher education while sharing their own educational journeys. The student ambassadors conduct tours of the campus, give presentations in K-8 classrooms, and staff information booths at school and community events. Tours and presentations are offered both virtually and in person. The outreach unit also hosts annual events for youth and their families to learn about Fresno State's educational programs, admissions requirements, and financial aid programs, including events that target Black, Latinx, and Native American K-12 and community college students across the Central Valley.

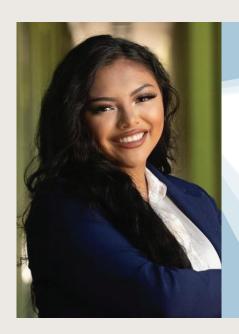
Many interviewees described increased collaboration with feeder high schools and community colleges in recent years. Some of that was necessitated by the pandemic and the shift to online education and services, with campuses working to find new ways to connect with prospective students. But this collaboration was also related to current or anticipated enrollment challenges and to concerns about limited numbers of students from specific populations or lower retention and success rates among those students. Interviewees described working with schools and colleges to improve course articulation and program roadmaps, develop agreements for streamlined or automatic admissions, and provide earlier and more intensive services to underserved student populations.

Interviewees at several campuses pointed to closer monitoring of enrollment and course registration leading up to each term, and to concerted efforts to optimize the class schedules to facilitate student enrollment and progress. These campuses conduct student surveys or analyze enrollment data to discern



students' preferences and their ability to enroll in the courses they need. Along with closer monitoring of course registration, the campuses described **increased flexibility in adapting their course offerings and course modalities** (in-person, online, or hybrid) in response to student enrollment activity. Sacramento State focuses on increasing average unit loads, which can support both faster graduation for individual students and higher overall enrollment levels for the campus.

"We survey [students] about whether they can get the courses they need and why they couldn't. We use that information to identify classes that are hard to register for and notify departments so they can do something to address the issue, like expand or change their course schedules. Faculty better understand what students' struggles are, and they can work harder to meet that."



"A majority of students are first generation, which comes with a big knowledge gap regarding higher education from how to apply to college, financial aid, how to select classes, or even understanding the course material you are taking. Other students are unable to fulfill their basic needs or are the sole financial provider in their families. There are many barriers to education."

Diana Aguilar-Cruz
Student Trustee
CSU Board of Trustees



As part of its efforts to increase and retain enrollment of underrepresented and underserved students, Cal State LA has changed some of its policies around admissions and enrollment, including:

- Piloting a comprehensive review process for applicants who are not regularly
 admissible yet demonstrate potential, with a committee reviewing the applications
 based on a set of additional criteria not typically considered in the regular admissions
 process, which increased the number of underrepresented students admitted. In
 subsequent years, this has been replaced by a multifactor review process, which
 takes additional factors into consideration (e.g., first generation, employment status,
 participation in partnership programs like Upward Bound).
- Waiving the confirmation deposit fee of \$100 based on students' request, minimizing
 the burden of additional documentation, a policy they have kept after finding only a
 slightly lower yield rate among students receiving the waiver.
- Reviewing the General Education (GE) rules of their top feeder community colleges
 and adapting campus processes to automatically give GE credit to transfer students
 for courses taken at those colleges regardless of whether the individual courses have
 been articulated.
- Allowing transfer students to be admitted and finish up required coursework over the summer as a temporary measure during the pandemic.
- Simplifying the process for students to reenroll after stopping out without having requested a leave of absence, by removing the requirement to request a retroactive withdrawal in favor of a simple form to "return from educational leave."

Focusing On Student Engagement And Well-Being

Campus administrators also pointed to new and expanded efforts to increase student engagement and to provide more proactive and personalized services to support students' well-being and success. They described efforts to provide more and better information to students about academic and support services and to monitor student progress more closely and intervene with targeted support when needed. The campuses adopted online advising, mentoring, counseling, tutoring, and other services during the pandemic and are keeping those options available for students who need or prefer them, increasing access to services for those who might previously have gone without them and been more likely to drop out. Officials interviewed said they are making better use of technology to communicate with students and facilitate their access to information and services. Some pointed to increased mental health services as important to their efforts to help students succeed and thereby stay enrolled amid all the disruptions to students' lives over the last few years.

"We're really trying to look at engagement from a student point of view, not the campus point of view. We're making things more personalized and tailored. It requires more resources, but the response from students is that we're really looking at their needs."

One of the most common themes across the campuses was an increased focus on supporting a sense of belonging among their underrepresented and underserved student populations. Many interviewees described the development or expansion of various affinity programs and centers aimed at providing a "home" for students from traditionally marginalized groups. Examples include centers for Black, Latinx, Native



American, and Asian American and Native Hawaiian and Pacific Islander (NHPI) students, for undocumented students, and for students in the LGBTQ community. The campuses have expanded these centers and the roles they play and recognize them as critical to maintaining enrollment of students from these groups. The centers do not just provide cultural programming and activities, as they may have in the past. Rather, center staff are more often integrated into recruitment and outreach efforts and involved in academic and other support services to ensure that students feel welcomed and connected to the campus, and to increase the likelihood that students make full use of available services.

Some interviewees described efforts to expand faculty involvement in the work of affinity groups and centers on campus to connect students with faculty members who share their backgrounds. Increasing faculty and staff diversity was described as a critical need and ongoing challenge to support these efforts to provide the sense of belonging and community that is so important to retention and success among underserved students. Several interviewees described other efforts at their campuses to address students' sense of belonging, including options for students to join learning communities or reside in campus housing with students from similar backgrounds. Others pointed to ongoing work to ensure that course curriculum and learning materials are more culturally inclusive.

"Sense of belonging is critical to the student experience and how well they do academically. If you feel like you belong on this campus, that the campus is truly here to support you, you'll be more apt to do well, to come back, and to finish on time."



"Students want to feel like their campus is their home away from home, so they look for safety and belonging... A lot of the biggest challenges always come back to a student being low-income, having unhealed trauma, not knowing about campus resources because they were not properly advertised, and a lack of diverse and inclusive faculty in academic departments."

Maria Linares Student Trustee Emerita CSU Board of Trustees

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As part of its efforts to increase and retain enrollment of underrepresented and underserved students, San Diego State changed its faculty hiring process several years ago. Across all academic departments, applicants must have a demonstrated record in research, teaching, and/or service focused on underrepresented students as defined by the system's GI 2025, which includes Black, Latinx, and Native American students. A committee that is separate from the hiring committee and staffed by the Provost's Office ensures that finalists for faculty positions have that record, adding an enforcement mechanism to what was previously a stated policy that was often not applied. The campus provides trainings and resources to support equity-minded hiring. While the new policy was contentious with some departments, the campus stuck with it and now few candidates are rejected for not meeting the requirement because departments understand that it is taken seriously. The share of incoming faculty from diverse populations - people of color, transgender or nonbinary people, women in STEM fields - averaged 17% in 2017 but is now over 50%. The campus has seen the biggest change in the number of Black faculty members, which has grown from 25 in 2017-18 to about 55 now. While the number is still relatively low, these new faculty are very engaged on campus and have helped to create a sense of presence that is noticed and appreciated by Black applicants and their families, improving their perception of the campus as a place they will feel welcomed and supported.

Providing More Financial Support

Many interviewees said that their enrollment challenges over the last few years have been most significant among low-income students, who suffered more substantial disruptions from the joint health and economic crises of the pandemic. The extra federal and state funding that campuses received during the pandemic helped them hold onto those students by offering emergency grants, waiving some fees, and forgiving small loans or debts that could otherwise be a barrier to students' continued enrollment. Some interviewees said that the relaxed policies around fees and debts are being maintained, with the idea that the relatively modest cost to the campus would be offset by additional enrollment among students who would otherwise be put off by a small financial barrier. The campuses have also expanded their array of basic needs services, such as food and clothing pantries and emergency housing, and have worked to better integrate those services with other student support programs.

"Students' biggest reason for not returning is that employment is good, jobs are available, and they can make money. So, we have to be able to offer them enhanced financial supports, like a food pantry and clothing pantry."



"As the price of living continues to go up, it will only become more difficult. Those students that must constantly work to sustain themselves will find themselves choosing between work and school. I believe that the CSU needs to continue programs like food pantries and basic needs centers. CSU must continue to do everything in its power to relieve some of the stress that students face when balancing academics and work."

Melvin Ridley III
Vice President of External Relations
Associated Students
San Diego State University

Some campuses reported that the challenge to keep low-income students enrolled is greater now than during the more acute phases of the pandemic, due to competition from the labor market, financial pressures students are feeling from high inflation, and the expiration of the temporary sources of funds that campuses were using to provide emergency grants and other enhanced financial support. In response, some campuses are pursuing means of increasing financial assistance over the longer term, with one campus using funds generated through higher fees for out-of-state students to provide scholarships and another campus pursuing ways to increase campus employment opportunities for low-income students. Officials at several campuses described efforts to improve their communications and processes around financial aid to ensure that low-income and first-generation students and their families understand the many opportunities for financial assistance that are available to them, and to improve the timeline for generating the financial aid offers that can be so critical to families' college-going decisions.

"We are beginning to look at scholarships as part of our recruiting efforts, reframing our discussions with donors about that. ... Many of our students are averse to taking out loans, so we need to find other ways to meet their financial needs. We are looking at making scholarships multi-year and not just for one year."

Reducing Administrative Barriers

Interviewees across the campuses described efforts to reduce administrative barriers that can prevent students from enrolling, including extending deadlines, streamlining forms, creating online processes for handling paperwork, and eliminating registration holds for nonpayment of fees or other issues. One campus conducted an audit of its admission process and discovered there were 10 to 15 steps for students to get through. Campus officials set about trying to reduce that to three to five steps by eliminating the need for students to duplicate information across different forms and departments. Several campuses extended their deadlines for payment, giving students more time to work out financial aid before dropping them from courses. Others have revised policies and procedures related to reenrollment following academic dismissal, reaching out to students and offering academic support services to help them be more successful.

"Our retention efforts are built on our president's focus on removing silos and administrative barriers, those are really the key. In every meeting I'm in, retention and enrollment is the issue. How well are we retaining [students]? What's working? We unpack the reasons students are leaving so we can figure out what to change and how to use our resources."



California State University, Dominguez Hills Reforms Registration Holds

As part of its efforts to increase and retain enrollment of underrepresented and underserved students, CSU Dominguez Hills has changed its policies and processes to reduce the administrative barrier posed by registration holds. The campus changed its communication with students to take a more proactive approach to advising them about the potential for a registration hold and what can be done to prevent it. The campus is developing a web page and calendar to help students understand the dates each term that registration holds will be imposed. New requirements call for two communications with students prior to imposing a hold, first to inform the student about the intention to place a hold and how to avoid it, and a second notification that a hold will be placed because the student has not followed through on those instructions. Two weeks prior to the term, students receive a third notice about the hold being in place, which directs them to a webpage that shows their registration holds and how to clear each one. The new processes have changed the campus culture around registration holds, leading staff to think more carefully about whether they need to impose a hold, to consider other alternatives and use holds only as a last resort.

Using Data To Inform Decisions

Another theme across the campuses was an increased focus on collecting, analyzing, and sharing data and information to inform decisions around student enrollment, progress, and success. Interviewees emphasized enhanced efforts to closely monitor application, registration, and enrollment data to allow for more frequent changes to outreach, recruitment, communications, and other activities to support their enrollment levels. One campus developed an Enrollment Management and Student Services team that meets with relevant department directors to track enrollment throughout the process as a means of ensuring the campus is on track to meet its targets at each stage. Several campuses said they have expanded their efforts to collect information on students' needs and preferences through surveys and focus groups to inform their decisions about course offerings, schedules, and modalities.

"We're unpacking data from the time students apply all the way through their career at our campus. That has been really critical for us."

Aside from the registration and enrollment process itself, many interviewees emphasized the use of data to monitor student success and retention and to understand differences across groups of students and across colleges, departments, and courses or course sections. Many described the **development of dashboards that help departments understand their course success rates and retention rates and any disparities across student groups and inform the development of interventions where needed**. Some said that senior campus leaders have increased the focus on discussions of such data, emphasizing the importance of acting to address any issues identified in the data to support retention and enrollment.

"The reason we are able to do these curated programs and be intentional is because it's data driven. ... All of our data are very transparent, there's nothing we're hiding or not sharing."



As part of its efforts to increase and retain enrollment of underrepresented and underserved students, Cal State Fullerton uses data to identify students who are:

- 1. From underrepresented racial/ethnic groups
- 2. First-generation college students
- 3. Pell Grant recipients

Referring to these students as "triple opportunity" students, the campus uses the designation as a flag when sharing and discussing data across the campus. Analyses conducted by the Office of Institutional Effectiveness and Planning (OIEP) have suggested that the combination of those three factors could signal the need for focused support to foster student success and retention. OIEP leadership collaborates closely with leaders in both Student Affairs and Academic Affairs to interpret those data and to share them widely. Everyone on campus has come to understand the "triple opportunity" designation and strives to prioritize those students whenever possible. The focused approach is used in many student success related efforts including outreach, advising, and student support services. The information helps leaders across programs and departments identify areas of focus, and in turn better allocate their time and resources.

Several Cultural Shifts Reinforce Campus Efforts

Across the campuses, interviewees described several cultural shifts that arise out of current enrollment challenges and also support the various efforts they are making to increase enrollment and target underrepresented and underserved students.

The campuses appreciate the unique needs of transfer students. While transfer students have always comprised a significant proportion of CSU students, campuses have often served them as if they were the same as rising juniors who enrolled as freshmen. Recent circumstances have contributed to a change in culture at these campuses toward recognizing the unique circumstances, characteristics, and needs of transfer students. Interviewees at some of the campuses referenced a noticeable decline in transfer applications and enrollment over the last few terms, at least in part a consequence of the significant enrollment drop in the state's community colleges during the pandemic. Combined with declining projections of the high school graduate population, the recent struggles with transfer numbers are sparking efforts to deepen partnerships with community colleges, improve outreach and communication to potential transfer students, and expand campus events and services targeted to transfer students. As examples, Dominguez Hills has developed agreements to provide cross-enrollment opportunities for students in some of its feeder community colleges that are aimed at increasing transfers from those colleges. The CSU Los Angeles campus is improving its program roadmaps for transfer students to help community college students make appropriate course-taking decisions to better prepare for transfer. Sacramento State's new Transfer Resource Center coordinates transition and support services for transfer students, and the campus is using grant funds to hire student assistants to do outreach to community college students at both college and community events. The SDSU campus has established "microsites" at local community colleges aimed at place-bound students, allowing cohorts of students to complete a bachelor's degree at their local community college through online and weekend courses taught by SDSU faculty, with advising and coaching provided by on-site SDSU staff.

"I think it's often taken for granted that transfer students are going to come in, fill the gaps, and they'll be fine. But they're looking to be part of the community, and they need that same level of support when they first get here."

"We have to adapt to reflect the change at community colleges [toward more online classes]. So, we have more online services and make more information easily available online. We're looking at how advising is so critical for transfer students, and how to connect them to advising and help them understand the path to a degree prior to their application and enrollment."

The campuses recognize the critical role of retention in overall enrollment. Many interviewees discussed a noticeable shift in the culture of the campus toward emphasizing retention as an intentional strategy to increase enrollment. Improving retention rates has been a focus of the CSU system for many years as part of GI 2025, but interviewees pointed to recent changes in the way retention is discussed on their campuses. Rather than the typical focus on retention as a step toward higher graduation rates, retention is also discussed as a means of helping the campuses achieve their enrollment targets. Efforts to increase outreach to current students from underrepresented groups, to provide more proactive and personalized student support services, to eliminate administrative barriers, and to be more transparent in sharing data on student progress are often tied specifically to a goal of improving the student experience so that retention will increase and support overall enrollment levels.

"[The last few years] have helped the campus to realize that enrollment is not about new students, that's a component of it. It's also about retaining the students you have, and what their experience is like. It's not just about getting the degree, it's about students' experience that makes them less inclined to leave so they'll get to that point. So, retention has become front and center, figuring out what are the strategies that have worked."

"Back when the campus was not meeting its enrollment target, all eyes were on what's happening with new students, on recruitment, even from the highest level. It's very different now. When you talk about enrollment, 75% of that is going to be continuing students, and there's more recognition that most of the equation is what you're doing with continuing students. That has made a huge difference, the importance of student success and retention to enrollment."



"I met with the Dean at Sac State by accident, who is a Filipina and connected with me right away. In higher education, it's hard to find faculty who understand me and my experiences as a transfer student and Filipina... Had it not been for the mentorship and time from our staff and leaders who took their time to support me, I would not have made it through my first year."

Jenn Galinato
Student
Sacramento State University

The campuses view enrollment as a campuswide responsibility. Interviewees also described a related cultural shift toward recognizing that campus enrollment levels are dependent on collaborative efforts across the campus and not just the responsibility of offices focused on admissions, outreach, and enrollment management. They described campus conversations that focus on how students' decisions about choosing to enroll and persist are based on their interactions and experiences on the campus. This perspective makes it clear that responsibility for achieving and maintaining enrollment is distributed across departments and roles. Collaboration is required to ensure that students have positive experiences in the classroom, when seeking help with academic or personal challenges, and while navigating the various processes required to enroll and persist to successful completion of a degree. Specific to enrollment of underrepresented and underserved populations, interviewees often described campus conversations about the need to understand the perspectives of these students and what the campus can do to provide the kind of experience these students need to be successful.

"[The day we hold our admitted student open house] is a microcosm of what we've tried to build, which is a place that is putting collective investment toward securing our enrollment and collective investment in making sure our underrepresented students are coming, feeling welcomed, and thriving here."

"We talk now about how this is not just the job of outreach and enrollment, it's all our jobs. We impact whether students feel this is a place for them. We affect their experience, and how we're serving them is so important."



"I chose to attend California State University, Channel Islands because it is a community-based campus. This campus allows me to establish close connections with staff and students, ultimately promoting my learning experience. The university has allowed me to feel a sense of belonging and support through various programs."

Marissa Salazar Perez
Student
California State University Channel Islands



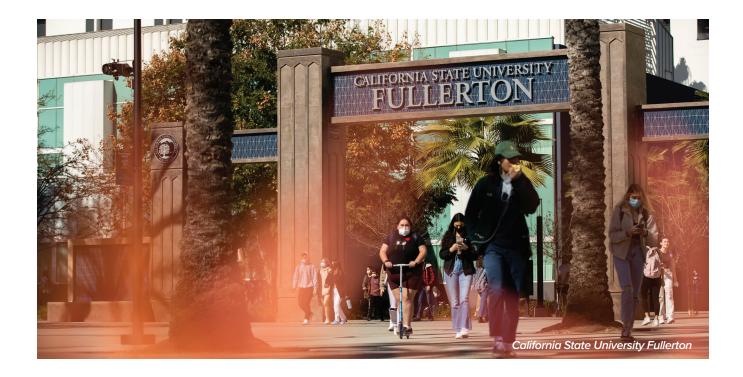
Sacramento State University Emphasizes Collaboration

In its pursuit of higher enrollment and retention among underrepresented and underserved students, Sacramento State relies on collaboration and partnerships. Examples of efforts to deepen partnerships with local schools and community colleges include:

Partnerships to Advance the Value of Education, a K-12 academic tutoring and college
mentoring program that works with local districts to engage Sacramento State
students to provide support in English, math, and the sciences to better prepare K-12
students for enrollment at the university.

A new Transfer Resource Center, developed in response to consultation with feeder community colleges about establishing a stronger pipeline of support for students. The center offers prospective, newly admitted, and current transfer students opportunities to connect with professional advisors and student transfer peer coaches to help them make a smooth transition to the campus.

In addition to external partnerships, the campus is increasing collaboration across departments in pursuit of its enrollment goals. A widely shared strategic enrollment management plan lays out actual and prospective enrollment challenges the campus faces over the next few years and its primary strategies to address them. Action plans describe efforts in the current year, and a census report issued each term keeps campus stakeholders informed about campus progress on meeting enrollment targets.



CAMPUSES SEE CHALLENGES AHEAD TO MAINTAIN THEIR EFFORTS

Many interviewees pointed to the changing higher education environment, insufficient funding, and some remaining barriers to change as significant challenges to keeping up their new and expanded efforts to increase or maintain enrollment of underrepresented students.

Changes in Higher Education Environment Add Uncertainty

Many interviewees expressed concern about limited student demand and increased competition for enrollment amid growing skepticism about the value of a college education and the pending "enrollment cliff." There has been much media attention to surveys indicating growing public skepticism about the value of college, with one recent poll finding that 56% of adults think a four-year degree is "not worth the cost," up from 40% a decade ago. [1] Interviewees also referenced moves by some states and corporations to eliminate college degree requirements for job applicants. [11] They pointed to growing competition for students from both a tight labor market and nontraditional providers offering flexible, short-term learning opportunities. Adding to these factors, the annual number of high school graduates in California is projected to decline by about 14% over the next decade. [11] In this environment, many interviewees expected significant challenges ahead for their campuses to adapt and maintain their enrollments, particularly among underrepresented and underserved student populations.

"The long-term benefits [of a degree] in terms of earnings can't really be questioned, the evidence is there. But sometimes people do question it, especially when the gaps in starting salaries might not be that large, and the benefit is over the long term. The other factor is conveying what the college experience does for personal and civic development, and all the benefits of the experience beyond the earnings."

"My biggest concern is that we need to build the pipeline. We have just assumed that students will come to us because they can't get into UC, and privates are expensive. But we're not in that position anymore."

CSU Funding is Inadequate to Meet Student Needs

Many interviewees expressed appreciation for increases to the CSU budget in recent years and for the governor's commitment to 5% annual base increases over five years, as introduced in the 2022-23 state budget. But they were concerned about the prospects for maintaining that commitment, given projected budget deficits; the long-term underinvestment in CSU's physical infrastructure; the high costs of serving the underrepresented, low-income, and first-generation students that increasingly comprise their student populations; and the impact of high inflation on the cost of campus operations. They described increasing challenges to recruit and retain faculty and staff related to inadequate salary structures systemwide, a challenge demonstrated in the results of recent studies. Some interviewees expressed concern about system-level plans to begin reallocating funding, which have been publicly described as taking funding from campuses that have failed to meet their enrollment targets and reallocating it to campuses that are at or above their targets. Even those at campuses not expecting to lose funding under such a plan, or those that acknowledged that some reallocation might make sense, worried that doing so could "pit campuses against each other," creating unhealthy competition for enrollment and reducing collaboration.

"We try to serve a steak dinner with canned tuna money. We do a good job, sometimes I think too good of a job. But the reality is we're losing a lot of talent in terms of faculty and staff because we cannot afford to pay them an equitable salary. We're losing them to the UC system and out of state. That brain drain is significant. ... If the state doesn't recognize the need and provide the funding necessary for the CSUs to maintain, we are going to eat ourselves for lunch."

"Funding really needs to be looked at differentially. The funding needs to look at the differential student populations across campuses and the resources those students need, and the resources the faculty need, in terms of their training, so they can take those students from where they are and help them thrive at the university."

Intransigence And Information Deficits Impede Change

While many interviewees described their campuses as working diligently to innovate in pursuit of stable or growing enrollment, some worried that resistance to change could be an ongoing barrier to enrolling and supporting underrepresented students. Some described limits to faculty willingness to change teaching and learning environments to be more flexible and equitable and to incorporate innovative pedagogical approaches and technologies. Others perceived limits to campus commitments to diversity and equity, both in terms of recruiting diverse students, faculty, and staff and of making changes to ensure the campus is truly a welcoming and supportive environment for them to work and learn.

"It really comes down to whether they want to diversify because it sounds good or they want to diversify because they really want someone else's opinion. Often they want someone in the room who is diverse, but they want someone to look good, but keep their mouth shut. The minute they start contributing to conversations on curriculum, what is quality research, or other issues, that's when people can say, 'Whoa, wait, I didn't sign up for all that."

Even when the willingness to change is there, some interviewees pointed to challenges with accessing information about what changes would be most effective. When asked about where their campuses learned about new strategies to support enrollment, they typically gave general responses about trying to follow the research literature, attending conferences, and tapping their colleagues at other CSU campuses. But many described difficulties with distinguishing proven policies and practices from those with less evidence to support them. We heard appreciation for the CSU Chancellor's Office's efforts to provide guidance, including through role-based peer networks, cross-campus learning opportunities, various data dashboards, and the Data Analytics program. But some thought the chancellor's office should be doing more to evaluate the literature on the effectiveness of various changes to policies and practices, to push out information on effective policy and practices to the campuses, and to use the systemwide student data it collects to conduct its own research that would reflect the CSU's student body and policy environment.

"[The chancellor's office] needs to leverage the fact that it leads the largest public higher education system. It needs to have a research arm. It does a lot of publication of enrollment trends and graduation trends, but it has the largest population to study and has so much data from all 23 campuses. The CSU should be pushing out information to inform campuses and the state and the nation. It has so much information that isn't well-utilized."



CONCLUSION

The last few years have been especially challenging, with the disruptions of the pandemic and ongoing changes in the higher education environment for CSU campuses and their students. Overall, the CSU system saw a drop in undergraduate enrollment of 6.5% between 2019 and 2023, and all but four campuses experienced a decline. All campuses faced challenges to maintain enrollment among particularly vulnerable student populations, but some have been more successful at keeping their numbers of Black and Latinx students enrolled at or above the levels in 2019, before the pandemic.

While differences across campuses can be related to many circumstances, our interviews with officials at those campuses revealed some common themes about their efforts. The campuses have intentionally targeted underrepresented students with intensified outreach and services, worked to foster a sense of belonging for diverse groups of students, increased the scope of financial supports they provide, reduced administrative barriers that can impede student progress, and increased their use of data in campus conversations and decision-making processes. These efforts line up with priorities of the CSU system's GI 2025, and the campuses often described their recent efforts as a kind of "doubling down" on strategies adopted as part of that initiative. Several cultural shifts on these campuses have supported their efforts, including recognition of the unique needs of transfer students and the importance of retention to overall enrollment levels, as well as an understanding that maintaining enrollment takes commitment and collaboration across roles and departments.



RECOMMENDATIONS

The next few years will be critical to determining the ability of California's higher education system to generate college graduates who will undoubtedly come to spearhead the state's economic future. Reaching the governor's stated goal of 70% degree and certificate attainment among working-aged Californians by 2030 will require higher enrollment and improved student retention and completion rates across the public systems that generate the bulk of college credentials in California, an effort complicated by capacity challenges at some CSU campuses. Below are some recommendations for better campus practices to support the enrollment and retention of underrepresented students, and for improved state and system policies to better support CSU campuses in their efforts.



CSU Campus Leaders

• Expand efforts to reduce administrative barriers for students

The campuses studied here described efforts to remove administrative barriers as critical to their efforts to enroll and retain underrepresented students, and well worth the challenges posed by changing long-standing practices. All campuses should aim to ensure that students can easily find information and navigate processes to apply, register, and remain enrolled to successful completion. Many policies and practices can be streamlined with the assistance of technology and better communication and information-sharing across administrative offices and departments, lessening the burden on students who might otherwise fail to persist to their goals.

Focus on creating welcoming and supportive environments for students
 Creating welcoming campus environments and cultivating a sense of belonging for underrepresented students is critical to keeping them enrolled and making progress toward a degree. A welcoming environment is one where students see faculty and staff from similar backgrounds, have numerous opportunities to find support from peers and mentors, are presented with culturally relevant curriculum, and encounter policies inside and outside of the

classroom that are flexible enough to support their needs and circumstances.

• Analyze and widely share disaggregated data on student enrollment and success
The campuses we studied pointed to targeted efforts to widely distribute and discuss data
on enrollment targets and progress toward meeting them, as well as the progress and
outcomes of students of various types and backgrounds. Transparency in such information
was described as helpful in supporting campus cultural shifts around an increased focus on
retention, the unique needs of transfer students, and the ways that campus enrollment levels
and student outcomes are a shared responsibility that everyone on campus can affect. All
campuses should be ensuring that faculty and staff have access to the information they need
to recognize and fulfill their responsibilities to enroll and serve their students.



CSU System Leaders

- Improve analytical and technical support for campuses
 - While interviewees appreciated the chancellor's office's efforts to improve data dashboards and provide forums for cross-campus collaboration, we heard frequent requests for more concrete assistance from the office that oversees the largest university system in the country. In particular, campus officials noted the vast array of student data collected by the system office as a valuable resource that should be better used to understand patterns of student enrollment, progress, and success across the system, and to assess the value of various policies and interventions. The system could also do more to help campuses identify which programs and interventions are well supported by evidence in national research and provide quidance on effective implementation within the context of state and system policies.
- Assess campuses' ADT pathways progress and support wider and stronger adoption
 While the CSU cannot control the decline in community college enrollment from which
 much of their undergraduate transfer population is sourced, the system can certainly
 make the transfer process easier for those who do enroll. Adopting increased numbers of
 ADT pathways across a variety of fields would help mitigate one potential roadblock that
 community college students across the states face in their path to transferring to a four year institution. There is still considerable variation across CSU campuses in acceptance of
 ADTs for similar majors and concentrations. Even without the added complexity of the UC

system having different transfer requirements, the variation within the CSU in the adoption of ADT pathways is a barrier to successful transfer, especially for underserved students. The chancellor's office should review campus acceptance of ADTs across majors and concentrations for opportunities to encourage reasonable adjustments in requirements to make the degree pathways work more consistently for students.

Strengthen focus on retention in GI 2025

Continued enrollment is an essential step toward graduation, something that could be made clearer in GI 2025. The initiative's goals and metrics focus on graduation rates and the elimination of equity gaps in those rates. Incorporating measures of student retention and gaps across student populations in retention could support the kind of cultural change on campus that our interviewees pointed to as an important factor in their efforts to maintain enrollment among underrepresented students.





State Policymakers

· Maintain commitment to increased funding and financial aid

Policymakers should coordinate efforts to address college affordability and allocate funding to financial aid to ensure that the total cost of attending college is manageable and predictable for students and their families as they make the decision of whether to enroll at a CSU campus – especially within the context of CSU's tuition increase policy. Specifically, policymakers should prioritize allocating funding in the 2024-25 State Budget to fund the Cal Grant Equity Framework to provide eligible students with the lowest income Cal Grant awards to cover the increased cost of attendance.

• Continue focusing on A-G access and student-centered transfer processes

Policymakers should continue their focus on removing barriers to entry for both first-time freshmen and transfers. The state must ensure that all high school students have access to the tools they need in order to complete the A-G requirements before graduation. The recent decision not to add a quantitative reasoning course was a wonderful step in the right direction. Policymakers should also continue to monitor the implementation of Cal-GETC, the singular General Education pathway for transfer created as a result of Assembly Bill 928, which will ensure that students have a clear roadmap for completing General Education requirements for transfer to the CSU without accruing excess credits.

• Improve coordination of education to meet student and state needs

The increased collaboration with K-12 and community colleges described by interviewees could be better facilitated with stronger statewide coordination of California's segmented education systems. The Campaign for College Opportunity and other research and advocacy organizations have long recommended the formation of a coordinating body to better plan for appropriate higher education capacity and to address systemic barriers to student progress and success across the education systems. The current and projected enrollment challenges are a threat to California's goals for increasing college attainment. While the state's recent investment in K-16 partnerships is a welcome step, any successes achieved that are related to increased academic preparation and college-going are less likely to be scaled effectively without stronger mechanisms for state-level leadership.





APPENDICES

The information synthesized in this report was gathered through:

- · Collection and analysis of enrollment data
- Twelve semi-structured interviews with senior and mid-level administrators across six CSU campuses
- Review of a variety of documents and reports, including research reports, media articles, and campus websites

We selected campuses for the interviews based on having gained enrollment of both Black and Latinx students over the period of the pandemic, from fall 2019 to fall 2022 (see Tables A-5 and A-6). One of the campuses we approached did not respond, so we also included Dominguez Hills, given its predominate enrollment of underrepresented students and its comparatively small losses of Black and Latinx student enrollment over this period. Apart from Dominguez Hills, the campuses included in the interviews have had smaller losses of undergraduate enrollment overall than has the CSU system as a whole since 2019, as shown earlier in Figure 2 (San Diego and Sacramento have seen small increases).

Interviewee Selection

Interviewees were suggested by the presidents of each campus, based on our request for the names of two people who would be most familiar with any challenges the campuses face around enrollment and their efforts to enroll and retain underrepresented students. We assured the anonymity of interviewees to facilitate the free sharing of information and perspectives, so we do not name individual interviewees or

attribute quotes to specific people or campuses. The recorded interviews lasted approximately an hour.

The scope of the project did not allow for full interview transcripts and complete coding; rather, the interviewer took detailed notes during the interviews and used the recordings to flesh out the notes where necessary to ensure clarity and gather illustrative quotes. Therefore, the analysis is based on review and coding of the notes to find overall themes, rather than the more detailed and complete coding of transcripts that is often done in qualitative research of this type. The findings represent interviewees' beliefs about what efforts seem promising, as few were able to offer data on effectiveness. It is possible that campuses that suffered larger losses in enrollment among Black and Latinx students over the last several years have been implementing similar strategies, so the practices discussed may not distinguish the selected campuses from others in the CSU system. Reasons for variation in enrollment losses could be many, including pre-existing trends in enrollment at the campuses or their feeder high schools and community colleges, different regional economic conditions, and varying institutional resources and support for reforms to policies and practices.

Interview Protocol

Context:

My name is Colleen Moore, and I'm a higher education research and policy consultant. I have been asked by the Campaign for College Opportunity to study enrollment changes at the CSU over the course of the pandemic and the efforts campuses are making to enroll and retain students and support them in achieving their educational goals. The goal of the project is to identify some campuses that appear to have been more successful at maintaining enrollment, particularly among Black and Latinx students and to understand perspectives about what is working for those campuses that could be helpful to share more widely across the system. We have identified [Name of Campus] as one that would be valuable to learn from, so I will be talking with two people that were recommended by President [Name] as having good information to share about challenges your campus faces around enrollment, campus efforts to retain enrollment, and any state-or system-level policy barriers or campus needs for support to address enrollment challenges.

To better focus on our conversation and ensure I capture all of your comments, I would like to record this interview. The recording will be for my use only, to flesh out the notes I'll be taking during the interview. [If concerned, note that the recording will only be heard by me, the conversation is confidential, and the recording will be destroyed when the research concludes.] Before we begin, do you have any questions for me?

EXISTENCE OF ENROLLMENT CHALLENGES:

1. Colleges and universities faced many challenges related to the pandemic, including shifting nearly all of instruction and student services online and maintaining enrollment amid all the changes and disruptions students have encountered. Some CSU campuses have experienced enrollment declines over the last couple of years. From your vantage point, how big a challenge has your campus been facing to maintain enrollment?

Probe: *If you don't see enrollment as a significant problem* for your campus, why do you think that is the case? [e.g., population served, location/setting, types of programs]

Probe: *If you do see enrollment as a challenge*, how does the problem vary across your student populations, such as by race/income/age, transfer vs. FTF, by program area, or in some other way?

EXPLORING EFFORTS OR INNOVATIONS TO MAINTAIN ENROLLMENT:

- What do you see as the *primary efforts your campus has made* to maintain enrollment? This
 might include changes to instruction, student services, administrative procedures, technology,
 outreach, or other efforts aimed at retaining or growing enrollment.
- 3. To what extent are any of your campus efforts intended to *target enrollment of historically underrepresented* or underserved student populations?

Probe for which student populations are targeted, particularly for Black/Latinx students, and by which types of efforts/innovations.

4. What do you think are the *two or three most promising or effective approaches* to maintaining or growing enrollment, ones that could have the most significant impact on enrollment of [historically underrepresented or underserved students, using their framing]?

Probes: Anything intentionally targeted to support Black and/or Latinx students that appears to be effective?

Why do you believe these approaches are effective? What evidence do you have for these perceptions?

Were these new efforts or were you scaling up existing efforts?

How did your campus learn about these approaches?

EXPLORING BARRIERS, NEEDS RELATED TO ADOPTION OF INNOVATIONS:

- 5. Are there **challenges or barriers** your campus faces to initiate or continue what you perceive to be the most effective approaches?
 - Probe for issues around state or systemwide policy, funding, technology, communications, staffing, collaboration with partners.
 - Probe: How might those barriers be alleviated? What kinds of support does your campus need to better address the challenges you face to maintain or grow enrollment, especially for Black and Latinx students or other historically underrepresented or underserved students?
- 6. What do you think would be effective ways to help more CSU campuses **learn about and adopt** what you perceive to be effective approaches?
 - Probe for both means of facilitating the spread of innovative practices and for what level/type of organization would be involved or responsible (e.g., policymakers, chancellor's office, philanthropy/funders, researchers, advocates, etc.)

What kinds of support would be needed? Who should provide that support?

WRAPPING UP

7. Thank you for your insights. Is there anything else I should understand about addressing enrollment challenges that we have not talked about?



APPENDIX A:

Table A-1. Total Undergraduate Enrollment By Campus.

CSU Campus	2019	2020	2021	2022	2023	Change (#)	Change (%)
Bakersfield	9,796	9,788	9,149	7,964	8,076	-1,720	-17.6%
Channel Islands	6,860	6,704	6,211	5,470	4,959	-1,901	-27.7%
Chico	16,099	15,676	14,406	12,885	12,866	-3,233	-20.1%
Dominguez Hills	15,224	15,873	15,070	13,816	12,599	-2,625	-17.2%
East Bay	12,607	12,462	11,294	9,862	9,517	-3,090	-24.5%
Fresno	21,417	22,564	22,110	21,279	21,292	-125	-0.6%
Fullerton	34,812	36,330	34,930	34,781	36,508	1,696	4.9%
Humboldt	6,443	5,869	5,199	5,303	5,419	-1,024	-15.9%
Long Beach	32,784	33,919	33,605	32,710	34,033	1,249	3.8%
Los Angeles	22,626	22,566	23,296	22,536	21,336	-1,290	-5.7%
Maritime	898	892	870	798	749	-149	-16.6%
Monterey Bay	6,538	6,276	6,431	6,009	5,718	-820	-12.5%
Northridge	34,633	34,741	34,275	31,957	32,172	-2,461	-7.1%
Pomona	26,451	27,909	26,973	25,180	24,453	-1,998	-7.6%
Sacramento	28,251	28,697	28,904	28,389	27,640	-611	-2.2%
San Bernardino	18,114	17,123	16,704	16,813	15,785	-2,329	-12.9%
San Diego	30,612	31,086	30,864	31,724	32,895	2,283	7.5%
San Francisco	25,839	23,926	23,311	21,868	20,673	-5,166	-20.0%
San Jose	27,834	27,631	28,158	26,651	26,701	-1,133	-4.1%
San Luis Obispo	20,453	21,447	21,093	20,963	21,497	1,044	5.1%
San Marcos	13,879	13,962	13,865	12,917	13,316	-563	-4.1%
Sonoma	8,032	7,154	6,491	5,851	5,305	-2,727	-34.0%
Stanislaus	9,511	9,643	8,929	8,691	8,439	-1,072	-11.3%
Systemwide	430,166	432,264	422,391	404,820	402,285	-27,881	-6.5%

Table A-2. First-Time Freshmen Enrollment By Campus.

CSU Campus	2019	2020	2021	2022	2023	Change (#)	Change (%)
Bakersfield	1,561	1,416	1,165	1,107	1,204	-357	-22.9%
Channel Islands	887	632	566	635	568	-319	-36.0%
Chico	2,561	2,316	1,929	2,020	2,171	-390	-15.2%
Dominguez Hills	2,533	2,254	2,048	2,062	1,721	-812	-32.1%
East Bay	1,438	1,088	941	896	994	-444	-30.9%
Fresno	3,334	3,693	3,450	3,458	3,661	327	9.8%
Fullerton	4,778	5,425	4,219	5,280	7,070	2292	48.0%
Humboldt	823	546	629	961	955	132	16.0%
Long Beach	5,161	4,908	4,865	5,365	5,756	595	11.5%
Los Angeles	3,287	4,000	4,095	3,892	3,614	327	9.9%
Maritime	190	186	195	145	143	-47	-24.7%
Monterey Bay	1,046	879	779	904	943	-103	-9.8%
Northridge	4,792	4,016	4,716	4,972	5,545	753	15.7%
Pomona	3,694	4,323	3,463	3,655	4,311	617	16.7%
Sacramento	4,160	3,761	3,581	3,915	3,884	-276	-6.6%
San Bernardino	2,885	2,286	2,001	2,324	2,244	-641	-22.2%
San Diego	5,275	4,852	5,269	6,573	6,162	887	16.8%
San Francisco	3,694	2,779	3,149	3,339	2,985	-709	-19.2%
San Jose	3,964	3,328	4,222	4,037	4,520	556	14.0%
San Luis Obispo	4,552	4,736	4,799	5,014	5,183	631	13.9%
San Marcos	2,245	2,255	2,413	2,551	2,625	380	16.9%
Sonoma	1,551	913	822	967	911	-640	-41.3%
Stanislaus	1,568	1,238	951	1,031	1,046	-522	-33.3%
Systemwide	65,979	61,830	60,267	65,103	68,216	2237	3.4%

Table A-3. New Undergraduate Transfer Enrollment By Campus.

CSU Campus	2019	2020	2021	2022	2023	Change (#)	Change (%)
Bakersfield	1,485	1,292	943	1,094	888	-597	-40.2%
Channel Islands	1,224	1,195	1,035	853	799	-425	-34.7%
Chico	1,570	1,490	1,436	1,266	1,778	208	13.2%
Dominguez Hills	3,480	3,338	2,687	1,921	1,516	-1,964	-56.4%
East Bay	2,229	2,182	1,835	1,583	1,694	-535	-24.0%
Fresno	1,996	2,758	2,684	2,446	2,584	588	29.5%
Fullerton	4,001	4,704	4,074	4,399	4,312	311	7.8%
Humboldt	810	947	726	772	765	-45	-5.6%
Long Beach	4,816	5,093	4,461	3,942	4,386	-430	-8.9%
Los Angeles	2,933	3,386	3,803	2,589	2,379	-554	-18.9%
Maritime	83	76	70	70	55	-28	-33.7%
Monterey Bay	981	958	988	816	811	-170	-17.3%
Northridge	6,005	6,733	6,041	5,027	4,326	-1,679	-28.0%
Pomona	3,507	4,215	3,274	2,960	2,764	-743	-21.2%
Sacramento	3,823	4,219	4,343	3,576	3,263	-560	-14.6%
San Bernardino	2,749	2,871	2,778	2,397	1,922	-827	-30.1%
San Diego	4,146	4,482	3,880	4,091	4,777	631	15.2%
San Francisco	3,563	3,016	2,986	2,304	2,460	-1,103	-31.0%
San Jose	4,363	4,328	3,739	3,223	2,943	-1,420	-32.5%
San Luis Obispo	783	1,048	851	820	834	51	6.5%
San Marcos	1,888	2,093	1,760	1,306	1,730	-158	-8.4%
Sonoma	734	674	861	719	718	-16	-2.2%
Stanislaus	1,354	1,328	1,317	1,290	1,241	-113	-8.3%
Systemwide	58,534	62,426	56,572	49,464	48,945	-9,589	-16.4%

Table A-4. Continuing Student Enrollment By Campus.

CSU Campus	2019	2020	2021	2022	2023	Change (#)	Change (%)
Bakersfield	6,750	7,080	7,041	5,763	5,984	-766	-11.3%
Channel Islands	4,749	4,877	4,610	3,982	3,592	-1,157	-24.4%
Chico	11,968	11,870	11,041	9,599	8,917	-3,051	-25.5%
Dominguez Hills	9,211	10,281	10,335	9,833	9,362	151	1.6%
East Bay	8,940	9,192	8,518	7,383	6,829	-2,111	-23.6%
Fresno	16,087	16,113	15,976	15,375	15,047	-1,040	-6.5%
Fullerton	26,033	26,201	26,637	25,102	25,126	-907	-3.5%
Humboldt	4,810	4,376	3,844	3,570	3,699	-1,111	-23.1%
Long Beach	22,807	23,918	24,279	23,403	23,891	1,084	4.8%
Los Angeles	16,406	15,180	15,398	16,055	15,343	-1,063	-6.5%
Maritime	625	630	605	583	551	-74	-11.8%
Monterey Bay	4,511	4,439	4,664	4,289	3,964	-547	-12.1%
Northridge	23,836	23,992	23,518	21,958	22,301	-1,535	-6.4%
Pomona	19,250	19,371	20,236	18,565	17,378	-1,872	-9.7%
Sacramento	20,268	20,717	20,980	20,898	20,493	225	1.1%
San Bernardino	12,480	11,966	11,925	12,092	11,619	-861	-6.9%
San Diego	21,191	21,752	21,715	21,060	21,956	765	3.6%
San Francisco	18,582	18,131	17,176	16,225	15,228	-3,354	-18.0%
San Jose	19,507	19,975	20,197	19,391	19,238	-269	-1.4%
San Luis Obispo	15,118	15,663	15,443	15,129	15,480	362	2.4%
San Marcos	9,746	9,614	9,692	9,060	8,961	-785	-8.1%
Sonoma	5,747	5,567	4,808	4,165	3,676	-2,071	-36.0%
Stanislaus	6,589	7,077	6,661	6,370	6,152	-437	-6.6%
Systemwide	305,653	308,008	305,552	290,249	285,120	-20,533	-6.7%

Eleven Campuses have Suffered Double-Digit Declines in Black Student Enrollment Since 2019.

Table A-5. Black Undergraduate Enrollment by Campus (2019-2023).

Campus	2019	2020	2021	2022	2023	Change (#)	Change (%)
Monterey Bay	224	202	181	151	147	-77	-34.4%
Pomona	885	884	787	671	595	-290	-32.8%
Humboldt	212	210	170	160	146	-66	-31.1%
East Bay	1,270	1,206	1,057	912	904	-366	-28.8%
Bakersfield	450	430	368	318	333	-117	-26.0%
Chico	451	450	399	333	357	-94	-20.8%
Channel Islands	142	140	118	111	113	-29	-20.4%
San Francisco	1,567	1,408	1,321	1,301	1,300	-267	-17.0%
Maritime	27	21	25	21	23	-4	-14.8%
Sonoma	166	169	169	167	143	-23	-13.9%
San Luis Obispo	171	164	146	146	149	-22	-12.9%
Dominguez Hills	1,602	1,696	1,648	1,551	1,508	-94	-5.9%
San Jose	971	1,002	1,033	961	914	-57	-5.9%
San Bernardino	846	818	802	836	805	-41	-4.8%
San Diego	1,239	1,356	1,274	1,246	1,187	-52	-4.2%
Long Beach	1,217	1,283	1,240	1,159	1,216	-1	-0.1%
Northridge	1,670	1,655	1,611	1,576	1,701	31	1.9%
Sacramento	1,710	1,793	1,832	1,812	1,811	101	5.9%
Fresno	566	638	640	608	638	72	12.7%
Stanislaus	208	195	175	204	238	30	14.4%
Los Angeles	700	749	861	877	839	139	19.9%
San Marcos	421	434	455	453	507	86	20.4%
Fullerton	654	714	678	750	867	213	32.6%
Systemwide	17,383	17,617	16,990	16,324	16,441	-942	-5.4%

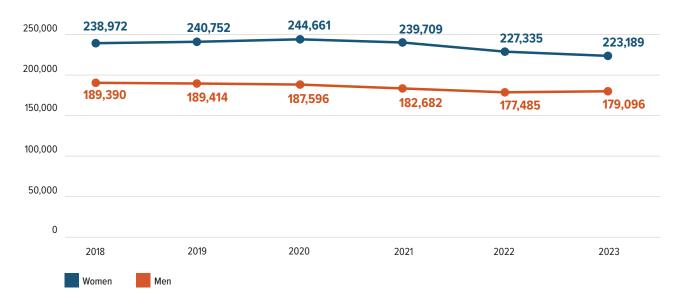
Despite Systemwide Gains, Eight Campuses have Suffered Double-Digit Declines in Latinx Student Enrollment Since 2019.

Table A-6. Latinx Undergraduate Enrollment, by Campus (2019-2023).

Campus	2019	2020	2021	2022	2023	Change (#)	Change (%)
Humboldt	2,255	2,038	1,724	1,643	1,629	-626	-27.8%
Sonoma	2,842	2,636	2,470	2,401	2,228	-614	-21.6%
Maritime	203	206	192	178	166	-37	-18.2%
Channel Islands	3,680	3,759	3,541	3,316	3,020	-660	-17.9%
East Bay	4,651	4,673	4,377	4,078	3,973	-678	-14.6%
Chico	5,552	5,605	5,256	4,862	4,928	-624	-11.2%
Dominguez Hills	10,078	10,701	10,205	9,931	9,033	-1,045	-10.4%
San Francisco	8,879	8,476	8,453	8,409	7,978	-901	-10.1%
San Bernardino	12,012	11,656	11,385	11,937	11,269	-743	-6.2%
Monterey Bay	3,231	3,271	3,353	3,257	3,094	-137	-4.2%
Bakersfield	5,813	6,129	5,772	5,489	5,592	-221	-3.8%
Stanislaus	5,389	5,623	5,282	5,451	5,303	-86	-1.6%
Northridge	17,865	18,371	18,525	18,098	18,466	601	3.4%
Los Angeles	15,779	16,264	16,816	17,081	16,480	701	4.4%
San Jose	8,088	8,209	8,405	8,333	8,440	352	4.4%
San Marcos	6,613	6,884	6,935	6,746	6,906	293	4.4%
Pomona	12,468	13,766	13,499	13,347	13,177	709	5.7%
Sacramento	9,805	10,232	10,553	10,998	10,644	839	8.6%
Fresno	11,544	12,609	12,647	12,842	13,104	1,560	13.5%
Long Beach	14,513	15,639	15,720	16,301	17,408	2,895	19.9%
San Diego	9,718	10,434	10,288	10,965	11,714	1,996	20.5%
Fullerton	15,962	17,506	17,166	18,242	19,883	3,921	24.6%
San Luis Obispo	3,590	3,944	4,092	4,502	4,972	1,382	38.5%
Systemwide	190,709	198,631	196,753	198,550	199,521	8,812	4.6%

Despite declining at a slightly higher rate in recent years, female enrollment continues to exceed male enrollment by nearly 50,000 students.

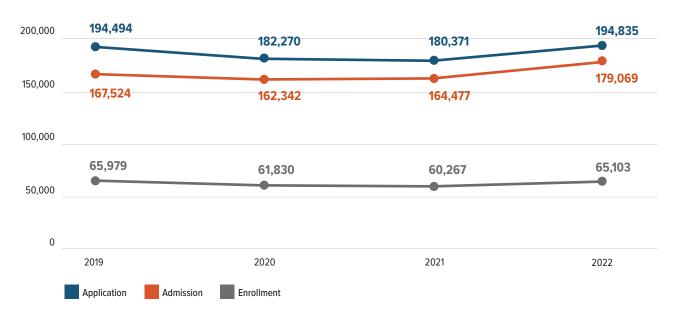
Figure A-7. CSU Systemwide Undergraduate Enrollment By Gender (2018-2023).



Data Source: California State University Division of Institutional Research and Analysis Department, Reports and Analytics, Enrollment Summary Dashboard

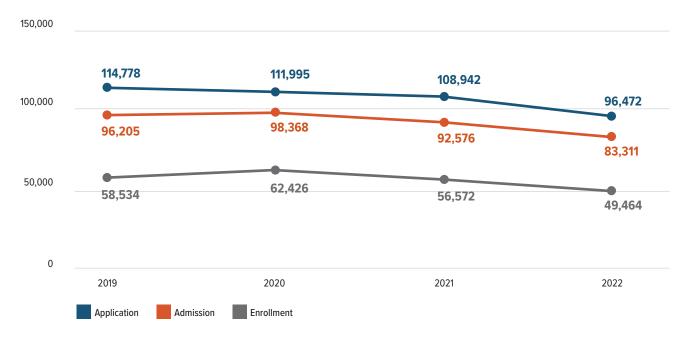
After declining during the pandemic, freshmen applications rebounded strongly in 2022.

Figure A-8. CSU Applications, Admission and Enrollment, First-time Freshmen (2019-2022).



CSU received over 18,000 fewer applications for transfer students in 2022 than just three years earlier.

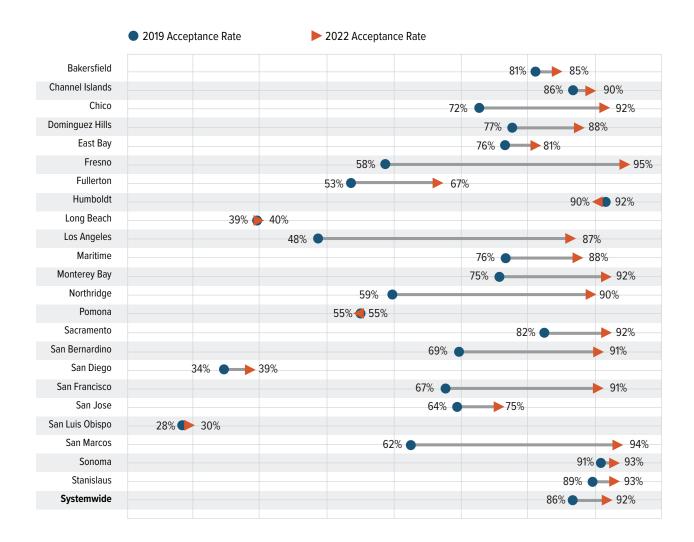
Figure A-9. CSU Applications, Admission and Enrollment, Transfer Students (2019-2022).





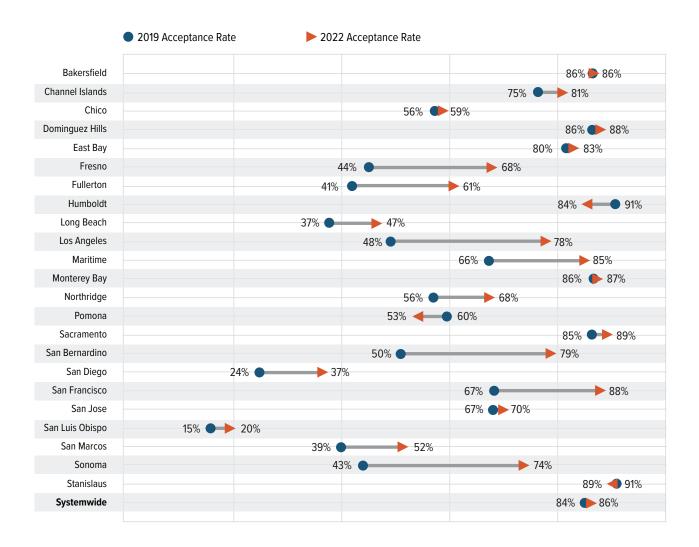
Twenty-one campuses raised admission rates for first-time students during the pandemic, with 13 campuses raising them by double digits.

Figure A-10. CSU First-Time Students Admission Rates (2019-2022).



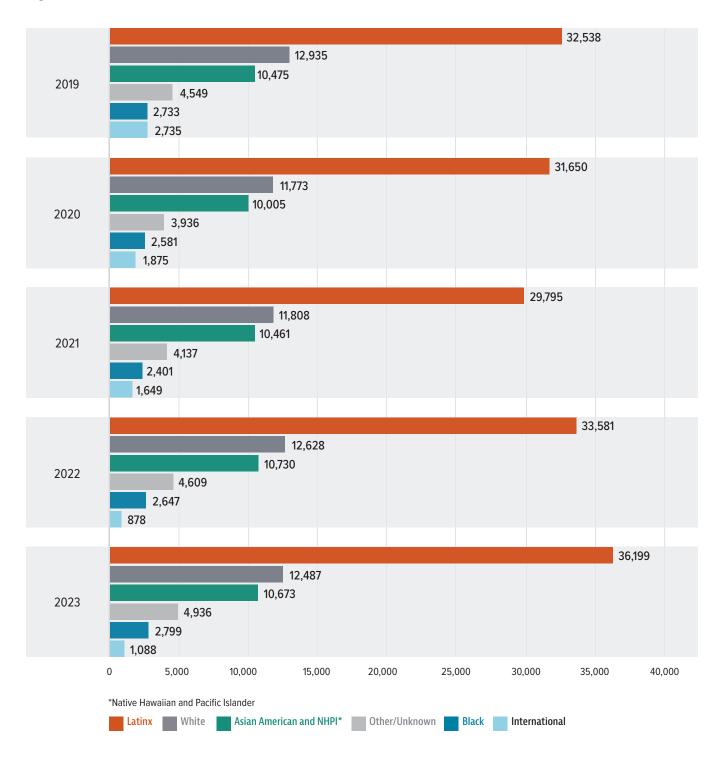
Nineteen Campuses raised admission rates for transfer students during the pandemic with 11 campuses raising them by double-digits.

Figure A-11. CSU Transfer Student Admission Rates (2019-2022).



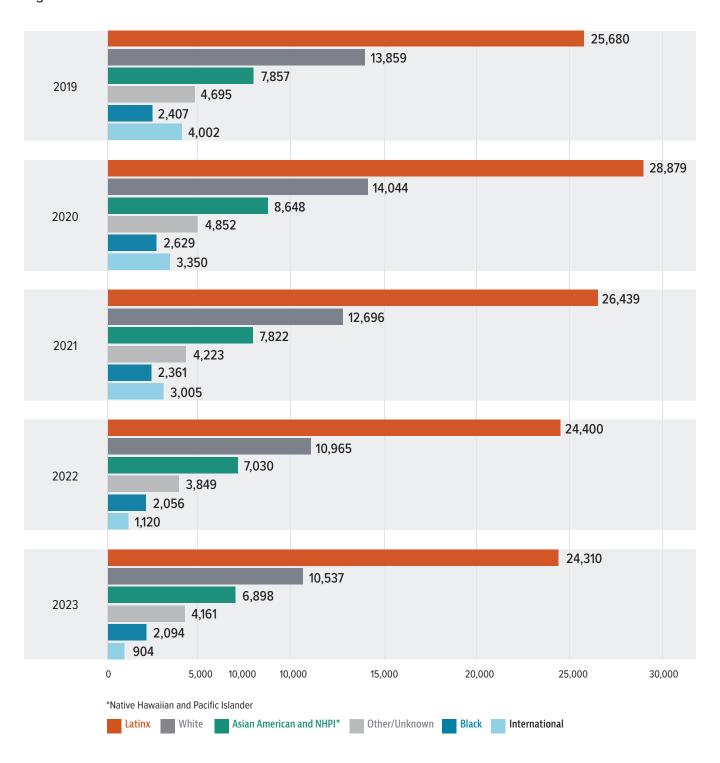
First-time Freshman Enrollment By Race/Ethnicity.

Figure A-12.



Undergraduate Transfer Enrollment By Race/Ethnicity.

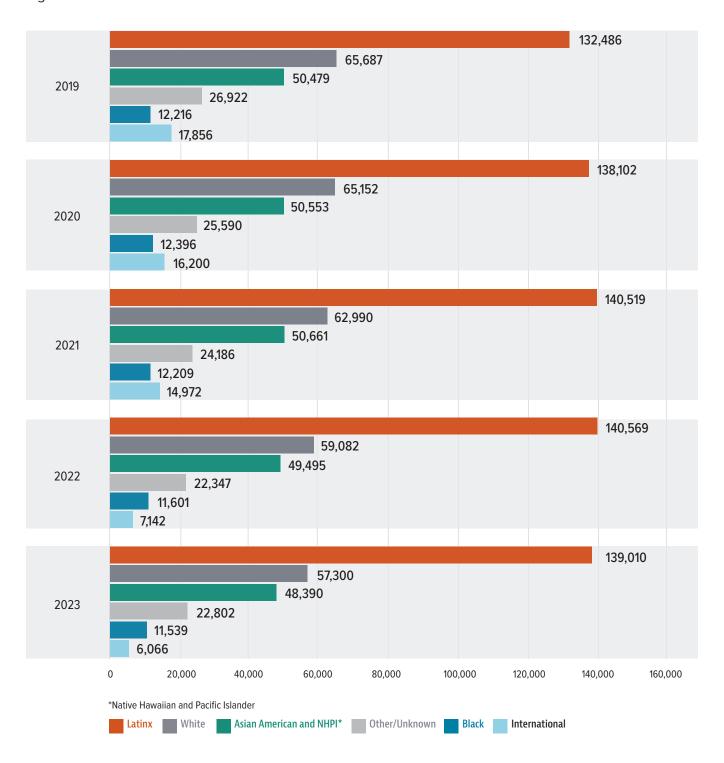
Figure A-13.



 $Data\ Source:\ California\ State\ University\ Division\ of\ Institutional\ Research\ and\ Analysis\ Department,\ Reports\ and\ Analytics,\ Enrollment\ Summary\ Dashboard\ Da$

Continuing Student Enrollment By Race/Ethnicity.

Figure A-14.





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