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## ABSTKACT

Relative costs in specialized occupational fields of
study at the California State University and the University of California are evaluated by the California Postsecondary Education Commission. Procedures used by the universities to allocate resources among varions technical and specialized fields of study are described. The analysis indicates that both universities have the option of adjusting support in areas such as faculty salaries and staffing ratios to respond to changing demands for educational services. The Commission recommends continuation of current state budget procedures, which are judged to be responsive to the funding needs of the many educational fields of study at the University of California and California State University, including technical fields. It is also concluded that the current system provides the flexibility needed to respond to changing student demands and to changes in systemwide and state educational priorities. Information is included on: faculty workload formulas that take into account level and mode factors, the current space standards for disciplines at California State University, and student-faculty ratios used in funding health sciences at the University of California. The text of a relevant state legislative resolution is appended. (SW)

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## Summary

Assembly Concurrent Resolution 38 (McClintock, 1986) requested that the University of California and the California State University report to the Commission on relative costs in specialized occupational fields of study and that the Commission comment on these reports to the Legislature by March 17, 1987. The Commission received the two reports too late for review by the staff prior to that deadline, but the staff forwarded them to Assemblyman McClintock on that date in order to meet the Lrgislature's timetable.

This subsequent Commission report evaluates the information in the University and State University reports and analyses the current State budgeting processes for the two institutions. In it, the Commission concludes that these processes are sufficiently responsive to the needs of different fields of study ti. it no changes are needed to protect technical and professional disciplines. Thus on page 17 the Commission recommends continuation of the present budget processes.

The Commission adopted this report on April 27, 1987, on recommendation of its Administration and Liaison Committee. Ar'ditional copies of the report may be obtained from the Publications Office of the Commission. Further information about the report may be obtained from Kevin Gerard Woolfork of the Commission staff at (916) 322-8025.

# EDUCATIONAL COSTS IN TECHNICAL AND PROFESSIONAL FIELDS OF STUDY 

A Report to the Legislature in Response to Assembly Concurrent Resolution 38 (Chapter 50 of the Statutes of 1986)

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION Third Floor • 1020 Twelfth Street • Sacramentu. Cdifornia 9581t-3985


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## Introduction

ASSEMBLY Concurrent Resolution 38 (McClintock, 1986) requested the University of California and the California State Ciniversity to report to the Commission on the budget allocation policies and procedures that they use to allocate resources among various technical and specialized fields of study. That resolution, which is reproduced in the Appendix, a!so asked the Commission to convey the results of the segmental reports, together with any recommendations that the Commission finds necessary regarding changes in the budget process, to the Legislature and the Governor by March 17 of this year

The Commission received the report from the California State University on February 23 and that from the University of California on February 24, and it transmitted these reports to Assemblyman McClintock by the deadline stated in the resolution. This present document constitutes the Commission's analysis of those reports and completes its responsibilities under the resolution.

Part One of this report describes the budget development and allocation procedures used by the State University and University of California in responding to the varying resource demands of different disciplines. It indicates that both segments develop yearly spending plans at the campus level with the input of faculty, deans, and students and that these plans are reviewed and amended by the systemwide offices in preparing the univcrsities' budget proposals to the State After the Legislature adopts the

State budget and it is signed by the Governor, the systemuride offices distribute the appropriated funds to the campuses, and campus admiristrators then allot these resources to individual campus units to meet their particular needs. As Part One illustrates, both universities have the option of adjusting support in areas such as faculty salaries and staffing ratios to respond to changing demands for educational services.

Part Two on pages 15-17 presents the Commission's findings and conclusions from the segmental reports. It indicates that the Commission believes the current system of budgeting is appropriately responsive to the funding neeas of the many educational fields of study at the U'niversity and State University, including technical tields, and that this system provides the flexibility needed to respond to changing student demands and to changes in systemwide and state educational pricitities.

Although a formula-driven budgeting process tied to the resource requirements of individual disciphnes could be developed for the two universities, the こommission concludes that it would be neither appropriate nor practical. Such a budgeting system would not only limit flexibility at the campus level and be cumbersome to operate, its developmental costs and complexities would likely outweigh its benefits Therefore, the Commission recommends continuation of current State budget procedures regarding all disciplines at the two universities

## Current Budgeting Processes

IN this section of the report, the Commission explains the concepts and formulas used by the Cal!fornia State University and University of California to develop their operating budgets and the space standards and other criteria that they use for capital budget requests.
Both the State University and the Cniversity of California operate under greater budgetary flexibility than most State agencies and are exempt from several control sections of the annual Budget Act. To receive State funds, both the State University and University develop their budget requests in terms of six major "program classifications" .- Instruction, Public Service, Academic Support, Student Services, Institutional Support, and either "Indepencent Op erations" (at the State University) or "Auxiliary Einterprisas" (at the Cniversity). Beyond these six classíícations, the C-niversity uses several additional classifications, inc'uding Organized Research, Teaching Hospitals, Operation and Maintenance of Plant, and Student Financial Aid.
Despite the greater number of program classifications at the University, of the two systems, the State University operates under more complex State budgetary formulas than the Cniversity.

## The California State University

## Operating budget

The State funds the State Cniversity's operations, through a systemwide formula for each of its six program classif:cations. Except for physical plant operations within the program classification of Institutional Support, funding for all operations is based on enrollments .- either full-time equivalent, headcount, or both -- with step increases augmenting the funding base as enrollment increases
Altogether, almost 90 percent of the State Liniversity's budget is related to enrollment changes in some way For example. if actual full-time-equivalent enrollment varies by more than 2 percent from its budgeted level for the year, the Budget Act au-
thorizes the Department of Finance to adjust the State University's current year budget to reflect these changes.

Some allotments within he oudget are more sensitive to enrollment changes than others. For example, the number of faculty positions and deanships budgeted for each campus is determined by a standard formula, but the formula provides an additional faculty position for every additional 17.8 students, while additional deanships are allocated in terms of four different sizes of campus enrollment -- up to 1,000 students, to 5,000 , to 10,000 , and above -- that insulates this category from the effect of small enrollment changes
In addition, the instructional budget is determined by three enrollments facters:

- The lecel of instruction (as either lower-division, upperdivision, or graduate), since enroilment tenas to decrease-in a consistent pattern as the level of instruction increases, due in large measure to increased specialization at the higher course levels:
- The mode of instruction (such as lecture. laborato ry, recitation, problem solving, or activity-inten sive), since some modes of instruction are more costly to provide than others; and
- The academic discipline in which students enroll. (Since 1983, the State University has been allowed to use a "designated-market disci "line" salary schedule to recruil faculty in "hard io hire" disciplines Cinder this differential salary schedule, the Office of the Chancelior determines which specia:ties are suffering faculty shortages icurrently business, computer science, engineering, and engineering technology) and new fuculty in those disciplines earn more than equivalent new faculty in ctiler disciplines These salary differentials are currently 22 percent for assistant professors. 11 percent for associate professors; and 8 percent for professcis)

Display 1 on pages $4-5$ reproduces the State Cniver. sity's faculty workload formulas that take into account the "level" and "mode" factors As can be seen. the formulas recognize a difference in class size be.

DISP JAY 1 Faculty Workload Formula，The California State University
Classes meeting 1 hour ior 1 unit of credic－－$k$ factor： 1
C－1 Large lecture：Unlimited except by physical Eacilities or scheduling necessities．

C－2 Lecture－Discussion，including methods：normal linit 40
C－3 Lecture－Composition：）
Lecture－Counseling：）normal limet 30
Law－Case Study：
C－4 Composition；accounting： 1．Athematics：Yathematicsl Statistics，Logic，and rhilosophy；Business Math and Englist：Scienca ！ath： Music（Harmony，Theory， comusition．Counterpoint， Orchestration，Instrumentation，

Concucting，Form and Analysis，
Sight Singing）：Speech：Public
and Correction： $\bar{c}$ oreagn Language （including literazure and culture courses taught in the foreign languagel：Engineering Lecture Problems：Linguistics：

C－S Undergraduate Seminars：
Graduate Oiscussion：
normal lima＝ 20
Honors and Graduate Seminars：Normal limit 15
C－6 Cifnical Processes：Lower Division－－normal itait 20 Education（Testing）Upper Division－－nomal limit 10 Nursing Grad．Eivision－- normai linit 10 Psychology simulatoz






Scc：al Sc：ence 3 r：：$\because-=\because:$
Science fencnstこコこ．c．：
C－9 Husic aEtivity－large group：nomal limit do
C－10 Instrumental or vocal instzuction：normal 1 imit 10
C－11 Physical Education and f normal imit 30．（or physical
Recration activity：）facilities）
C－12 Speech，Drama，and Journalisu activities：normal limit 20
C－13 Business and Ac：ounting Labs：f Geography：Foreagn Language：Home Econcimics：Psychology：Library
Science：inotograph；：Enginearing； normal limit，prysical facilities or yichedui：se Ifdustyial Arts：NoJiculeure： Mathematics：－StatisEics：

C－14 Remedial Instruction：ECP courses only：normal idait is Mathematics
Reading
Speech
WEiting
Classes mexting 3 houzs Ecr 1 ．．．at of credit - ．$k$ factor：i． 5
C－1s Lahoratories an inct：Fozeign（ Language：E：－glish＇as a Eoreign languayel：llome Econcares；Indus－ tyial Arts；Kıaes：olcgy：Sesech ） Correction：Cartogrạt：；Audio－ Visuad：Marnematics：Library Science；Police Scienze

DISPLAY 1 （continued）
Classes meetinc 3 ho：rs ：cr 1 unit of credit - r．sactor： 2.0

| C－i6 |  |
| :---: | :---: |
| c－17 | Demonstratign－Latoratcr：：or ， ci：n：cal practi＝e in ofi－campus，ncmal 1 mat 9 <br>  <br> ：ac：－－$\because:$ ：， |
|  |  |
| －－－ |  <br>  <br>  <br>  e：ct：ミe：：cuこ1 |
|  |  |
| C－． |  |
| C－20 | Production couzses or workshops in： <br> Art；Drama：Jourcalism：Nusic：，nomal linit 20 <br> Photocraphy；Radio－TV；Debate：（ <br> （resulting in a major public pe．． <br> formance，showing or distribution．） |
| C－21 | Music－－major performance groups：nomal limit 40 Sjmphon\％orchestra <br> College tand <br> College chorus |

S－－Allowance for superviscry staff：
（Only for courses providing individual superviaion，
Undergranuate level：
S－25 Supervision of direceed eeaching
and putilc senool nursing $;$ ratio：1：25
S－36 Supervision of fivid work ，
Driver training in caz rif campus） Work study

ェa：10：1：36

S－4a Music－Stidio lnstru：＝：en（majors oniy）ratio：l：if
Graduata level：

| 5－25 | Supervision of dizectec teacting anc public scheol nursing <br> Supervisten of Eieid wo＝k Fork study <br> Theses and zapyee＝s | zatio： | 1：25 |
| :---: | :---: | :---: | :---: |
| S－12• | mSis z：eld reuzses | こaさこo： | 1：12 |

 －．：：̈e Acacen：？
tween lecture and laboratory instruction, in that laboratory instruction generates mure positions for the same number of full-time-equivalent students at each level than does lecture instruction.

The budgets of different academic departments may vary not only because of the designated-market discipline differentials but also because of the mode in which they provide instruction. Thus differences in faculty staffing between less technical and more technical discipline: at any one level of insiruction are typically the result of differences in the modes of instruction they use, with an engineering school necessarily employing more laboratory classes than an English department, which would use a greater mroportion of lecture classes.

Turning from the State L'niversity's budget requests to its budget allocations, the Statc $\sim$ niversity does not specify how the presidents of its 19 campuses divide instructional resources among the particular teaching service areas en their campuses lnstead, campus administrators decide how to distribute those resources within general guidelines of the State University's instructional formula For example, the Chancellor of the entire system apportions faculty positions to the 19 campuses according to the State University's own formula, and then campus administrators divide them among the teaching service areas, with each department receiving its faculty allocation based on its projected student credit units and other factors as determıned by the administrators. Thus, although the State U'niversity's budget formulas generate differential levels of support for various fields of education, the formulas do not tightly constrain actual expenditures for these fields.

Only in the program classification categors of "ln struction" does the distribution of resources depend on the department or particular discipline involved Thus neither office space nor laborator! statinng are influenced by discipline but instead by the numiver of faculty positions allocated to the campus Simı. larly. positions for clerical staff and manstenance personnel are combined under the tite "Suppoit Staff." and most of them are generated by ih!s iormula.

- For campuses on the semester plan 022 times the number of full-time-equivalent facult!
- For campuses on the quarter system 0242 times the number of full-time-equivalent taculty

Similarly, additional technical positions are generated in proportion to full-time-equivalent enrollment in activity and laboratory courses, and campus administrators decide on the allocation of these support staff to particular departments in terms of $g \in n$ eral State University guidelines

## Capital outlay budgetıng

In planning capital outlay projects, the State University evaluates the specific laboratory space needs of each discipline to be housed in any proposed building, based on State-approved space and utilization standards for laboratories and lecture halls that vary by academic discipline. (A "space standard" is defined as the number of assignable square feet required to support a discipline, as rneasured on a student workload and academic tull-time-equivalent basis.) These standards were developed more than 25 years ago and are currently under review but are still used in capital outlay planning by both tise State University and the U'niversity and, ir. 1987-88, by the Commission itself.

Display 2 on the opposite page shows the current space standards for disciplines at the State University, while Display 3 reproduces separate standards for self-instructional computer laboratorits. As can be seen from Display 2, space allowances vary by the type of space needed as well as by discipline Building unit and equipment costs also vary by disciplare, as illustrated below:

| Discipline | Bulding <br> Cint Cost <br> per Gross <br> Square Fout | Gioup Il Equipme:t Cost per Assignable Sauare Fios |
| :---: | :---: | :---: |
| Art | \$9400 | \$1840 |
| Business | 98.00 | 1690 |
| Education | 102.00 | 12.30 |
| Engineering | 11900 | 5700 |
| Home Economics | 9800 | $1+10$ |
| Humanities | 9500 | 1260 |
| Industrial Arts | 10700 | 3800 |
| l.anmuage Art | $10+100$ | 2770 |
| Music | 11200 | 3260 |
| Phrsica! Education | 3.550 | 531 |
| Psycnology | 120100 | 3030 |
| Science | $12+00$ | 4560 |
| Social Sciences | 9.500 | 1260 |
| Theatre Arts | 105.50 | 1730 |

Suurce Physical Planning and Development Appenda 9902 251. "Estimat eg Cost Gude for the Captal Outa: Prozram. 1986-1987, and Five-Year Improvement Pro. xram. 1986.1987 Through 1990.1991." The Cult:orn:d State Um: U ersity, December 1986.

DISPLAY 2 Space Standards, The California State University

| Subject Field | Interim Teaching Laboratories ASF/100 WSCH | Graduate <br> Research Laboratories ASF/Graduate Student | Offices ASF, Faculty FTE <br> Faculty Admunistrators |  | Miscellaneous Shops and Storage |
| :---: | :---: | :---: | :---: | :---: | :---: |
| Agriculture | Lower Division: 255 <br> Upper Division. 341 | 150 | 110 | 40 | 10 |
| Biological Science | Lowur Division: 237 <br> Upper Division: 341 | 120 | 110 | 35 | 10 |
| Physical Science | Lower Division. 255 Lepper Division 400 | - 120 | 110 | 35 | 10 |
| Engineering | Lower Division. 387 <br> Cpper Division 628 | 150 | 110 | 40 | 15 |
| Mathematics | Lower Division 127 <br> Cepper Division: 173 | - 23 | 110 | 25 | 5 |
| Psychology | Lower Division: 173 <br> U'pper Division: 341 | 72 | 110 | 30 | 7.5 |
| Anthropolcgy | Lower Division: 182 Lepper Division: 257 | 71 | 110 | 30 | 7.5 |
| Geography | Lower Division: 182 U'pper Division: 257 | 71 | 110 | 30 | 75 |
| Other Social Sciences | Lower Division: 127 <br> Upper Division: 173 | 23 | 110 | 25 | 5 |
| Art | Lower Division: 278 Upper Division: 369 | 105 | 110 | 25 | 10 |
| Fine Arts | Lower Division. 257 Cepper Division: 455 | 105 | 110 | 25 | 10 |
| Other Humanities | Lower Division 173 Coper Division. 228 | 23 | 110 | 25 | 5 |
| Business Administration and Economics | Lower Division 127 Coper Division: 173 | - 23 | 110 | 33 | 7 |
| Education | Lower Division: <br> Cepper Division 228 | 23 | 110 | 50 | 10 |
| Home Economics | Lower Division 255 Leper Division $3+1$ | 23 | 110 | 50 | 10 |
| Industrial Arts | Luwer Division 290 Coper Division: 471 | 113 | 110 | 30 | 15 |
| Journalism | Lower Division 255 Coper Division. 341 | 23 | 110 | 50 | 10 |
| Health Sciences | Lower Division <br> L̈pper Division 287 | 23 | 110 | 50 | 10 |
| her Professions | Lower Division. 168 Uepper Division. 285 | 23 | 110 | 50 | 10 |
| Classroom and Seminar | Lower Division: 43 Upper Division. 43 Graduate Division: + | $+3$ |  |  |  |

. Note. $\mathrm{ASF}=$ Assig! ad Square Foot. $\quad \mathrm{WSCH}=$ Weekly Student Contact Hours. $\quad$ FTE $=$ Full $\cdot$ Tinie Equivalent.
Source: Report of the Californta State Untuersty in Response to ACR. 38 : Resolution Chapter 50, 1986). appendix B.

DISPLAY 3 Computing Support Budget Formulas, The California State University
Supplementary budget language in 1984 mandated the develcpmen= of computing support budget Eormulae for CSU and UC. The CSü has developed standards for student access to computing as follows:
Space Standards for Non-Scheduled Compute
Iaboratories
General Student Norkstation:
49 square Eeet/workstation
Advanced Student Workstation:
86 square Eeet/workstation
(Assumes 32 workstations per laboratory)

Computer Laboratory Standards
Hours of availability: 80 hours per week Station utilization: 66\% (i.e., 53 hours per week)

Weekly Hours of Computer Access per ETE Student Enrollment in courses

Discipline Undergraduate Graduate
Area Studies, Interdisciplinary 1 Studies, Public Affairs

Education, Arts, Foreign Languages, 2
Health, Home Economics, Industrial Education, Letters, PhYsical Education

Agriculture and Natural Resources, 3 Biological Sciences, Communications, Library Science, Nursing, Psychology, Social Sciences

Architecture and Environmental
5
Design, Mathematics, Physical
Sciences
Business 812
Computar Science, Engineering 12 :5

Source: Report of the Calffornta State Untwersuty in Response to AC'R.38:Resolution Chapter :5U. 1986). pp 4.5

Additional equipment funding is provided in the current operations budget from the State Generai Fund, the Engineering and Computer Science Enhancement Program, and State Lottery revenues, since the State University has elected to use a portion of its lottery funds for instructional equipment purchases.
Funds to replace obsolete instructional equipment are allocated to campuses according to the campusgenerated proportion of the total system's estimated deprec ation. Although funding for replacing in structional equipment is thus not discipline-sensitive, campuses with high percentages of students enrolled in technical fields often receive more equipment replacement funds because these disciplines tend to utilize more instructional equipment than do liberal arts fields.

## Areas of specified support

Two special budget provisions also are sensitive to the needs of technical disciplines -- Ancillary Support, and Engineering and Computer Science Enhancement.

- The Ancillary Support subprogram of the "Academic Support" program classification provides resources for a number of special educational activities unique to a single State University campus or a small number of campuses. Activities to enhance instruction in technical fields funded this way include a Computer-Aided Productivity Center at San Luis Obispo, a radiology facility at San J /se, and State University participation in the In-ter-University Consortium for Educational Computing.
- Through the Enginporing and Computer Science Enhancement program, established in 1982. the State provides supplemental funds to improve the quality of the State Cniversity's engeneering and computer science degree programs, on the expectation that campuses will match these funds with donations from business and industry, whenever possible. Campuses submit annual competitive proposals for these funds to a systemwide review committee, which makes recommendations to the Chancellor for the distribution of funds. These funds are allotted to three activity categories -. (1) acquisition and maintenance of instructional equipment. (2) recruitment and retention of women and underrepresented students majoring in engineering or computer science: and (3)
faculty and curriculum development .- but the proportion of funds allotted to each of these three categories is not fixed in advance. Rather, it is determined by campus and systemwide priorities. For the current year, the State's total investment in the program is $\$ 1.38$ million, with 66.3 percent allocated to equipment acquisition, 26.2 percent to recruitment and retention: and 7.5 percent to faculty and curriculum development. Some campuses receive awards in all categories each year; others, in only one or two categories.


## Summary

In sum, several components of the the State University's budget are directly sensitive to th resource needs of technical and professional fields of study, although the areas of the budget that formally recog. nize differences among disciplines, such as the differential staffing between lecture and laboratory-intensive disciplines and differential funding for faculty in certain fields, are limited But perhaps more important, most funding decisions for different departments occur at the campu- level, within general parameters of the State C'niversity's funding formulas. As a result, while the mount of money going to a State University campus with many technical fields may equal that going to a campus particularly activ in the traditional liberal arts, the allocation of funds among technical and liberal arts programs on these campuses may be quite different.

## University of California

## Operatıng budget

Cnlike the State University, only two portions of the Cnversity's operating budget are alfected directly by enrollment changes: .- (1) instruction and departmental research, and (2) library reference and circulation staffing -- but these two areas represent more than half of the Cniversity's State-supported budget.
The Cniversity's instruction and departmental research budget is based on a stadent-faculty ratio of 175 to 1 , with each increase of 175 full-time-equivalent students funding one new faculty position at the Assistant Professor III level plus a fixed amount for related instructional support. including secretarial and support staff positions, operating equipment, travel, and other activities that support the instrucfional process. Library reference and circulation
staffing are similarly affected by increases in enrollment.

Enrollment on the eight general campuses of the University is funded on a "marginal cost per student" basis -- the estimated average cost of adding an addiional student to the University's existing enrollment. This calculation is derived from three formulas: one each relating to faculty positions, teaching assistantships, and enrollment-related library costs.

State funding for health sciences at the University is on a marginal cost basis that varies by program and by level of student, as illustrated in Display 4. These varyiis student-faculty ratios within the health sciences, which ha :e been in effect since 1970-71, are the major example of State-level differential funding based on specific disciplines in the University. Funds for health science support staff and equipment in each health science program are providtd by the State for faculty positions based on support levels determined by the University which recugnize that certain medical disciplines require more extensive equipment, maintenance, and technical personnel thanothers. For example, the University reports that veterinary medicine is a particularly costly discipline which utilizes a variety of animal species that must be fed, housed, and handled and that require much specialized equipment. Differences in support levels for veterinary medicine as compared with other health sciences are also due, however, to endowment income and campus allocations of discretionary funds such as the University Opportunity. Fund.

The University's salary scales for academic and staff positions provide a different salary range for each payroll classification. Funds to adjust the salary schedules come from the State on the basis of overall percentage increases separately applied to the base budgets for academic and staff salaries. Since $1982-$ 83, the University has also employed a syctem of salary differentials for faculty in "hard th hure" academic and professional disciplines that involve primarily engineering and business administration but also include a few special cases such ds agronomy. These differentials average 20 :0 30 percent, depending on rank and step.

Like the State University's budget, the L'niversity's budget can be adjusted in mid-year for enrullment changes. When actual full-time-equivalent enroilment varies by more than 2 percent from the budgeted level, the Department of Finance is duthorized to
DISPLAY 4 Student-Faculty RatiosUsed in Funding Healin Sclences atthe Cinuersity of Calijornia
Schools of Medicine
M.D. curriculum ..... 3.5:1
House staff
Campus and county hospitals ..... 7:1
Other affiliated hospitals ..... 10:1
Graduate academic ard graduate professional ..... 8:1
Family nurse practitioner ..... 8:1
Allied health programs ..... 20:1
Schools of Dentistry
D.D.S. curriculum ..... 4:1
House staff Campus and county hospitals ..... 7:1
Other affiliated hospitals ..... 10:1
Dental hygienist ..... 8:1
Graduate professional ..... 4:1
Graduate academic ..... 8:1
Schools of Nursing
B.S. curriculum7.5:1
Graduate academic and graduate professional ..... 8:1
Schools of Public Health
B.S. curriculum, graduate academic and graduate professional ..... 9.6:1
Residents ..... 7:1
School of Veterinary Medicine
D.V.M. curriculum5.4:1
House staff ..... 7.1
Graduate academic and graduate professional ..... 8.1
School of Pharmacy
Pharm.D. curriculum ..... 11:1
House staff ..... $7: 1$
Graduate academic ..... $8 \cdot 1$
School of Optometry
O D. curriculum, graduate academicand graduate professional12.5:1

[^1]apply the same mid-year adjustment for the Cniversity's budget as it does for the State University

The State appropriates funds for the operating budget of the University in a lump sum, with a few additional amounts of "line-item" support typically in instruction, research, academic support, student services, ac'ministration and plant operation. The Office of th? President then allocates to the campuses the operating funds received from the State, with changes in the level of State funding applied incre-
mentally to their base budgets within these categories: Fixed Costs - Price Increases and Merit Salary Adjustments; Workload - Enrollment: Workload Operation and Maintenance, New and Improved Programs: and Salaries ant Employee Benefits. Display 5 below shows the proposed changes in State fundirg for these categories in the 1987-88 budget.
The allocation of resources to the University's schools and instructional departments on its eight general campuses is based on the outcome of aca-

## DISPLAY 5 Proposed 1987-88 General Fund Budget Changes, The Linwersity of California

 (Dollars in Thousands)1988_5: Expenditures (Revised) ...................................................... $\$ 1,788,315$
Propoced Changes:A. Cost Adjuslments

1 Faculty merit and prumotion
$\$ 16,614$
2 lnstructional support and libraries ........................................ 3,350
3 Benefits for annuitants ......................................................... 3,.111
\& Social security increase............................................................ $\quad 3,330$
5. Teaching hospital subsidy ..................................................... -5,000
6. Restoration of $1986-87$ base reduction ..................................... 5,000
7. Budgetary savings adjustment ............................................... 3,000
8. UC income adjustment.......................................................... -3,65 6

9 Special adjustment................................................................. -18.297
B. Workload Adjustments

1 Undergraduate enrollment ....... ............................................ 12,681
2. Library staffing (undergraduate related) ................................ 789
3. Disabled students.............................................. .............................. 482

4 Operation and maintenance of plant ..................................... 5,230
5 Lease purchase payment ........................ ........................... 180
6 One-time appropriation (Ch 1288/86) .. ............................... . - 150
C. Prograin Adjustments
,

2 Teaching assistants-training ................................................. 500
3 Education abroad ................................................................ 381
4 Astronomy-Keck Observatory telescope ....... ...... .............. 1,000
; Re • arch on toxics substances .................................................... 500
f P: fic Rim research........................................................... 250
: Teachung hospital subsidy ... ....... ..... ....... ....... ........ i,500
y l.ibrary a!̣usitions-Pacific Rim..... ............. .. .... ... ........... 6.iv)
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1) Finployee Compensition Increase for 1987-88

19x:-3s li:penditures IPropowed
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!mount . ... .. ..... ........ .. .. . .... ........ .......... . . . . ....... \$70.972
Percent .. ....................................................................... ..... $4.0 \%$
demic, enrollment, and fiscal planning as well as faculty staffing patterns. This planning process involves all departments, deans, provosts, the campus chancellors, the Academic Senate, and the Office of the President. The campuses allocate funds to their schools and departments after extensive intra campus consultations, and they have considerable flexibility to shift cunds among programs and objects of expenditure (personal seryices, equipment, and the like). These decisions are based on a combination of enrollment-related workload and approved campus academic plans.

For staff positions, the Office of the President makes adjustments to the salary scales and allocates funds
to each campus to cover these adjustments for the mix of employees by payroll classifications in the campus' budget. Allocation of funds for increases in employee benefits is based on estimates of the number of employees (or their total salaries) participating in various employee benefit programs, such as health insurance and retirement.

## Capital outlay budgeting

Requests for capital funding at the University are developed on the basis of programmatic needs by discipline and take into account space and utilization standards adopted by the State as guidelines for esti-


Source: Conversity of Californa. Report in Response to Assembl. Cuncurrent Resolution, 38. 「able 2.
mating the need for instruction and research space by program. Display 6 on the bottom of these two pages presents these space standards.

In addition to State support, the Cniversity's capital budget is funded from gift and endowment funds, student fees, federal grants, user fees and other funds available to the Regents. State funds for capital outlay are appropriated by individual project, except for minor capital improvement projects costing less than $\$ 200,000$, which are appropriated in a lump sum. Typical projects under this lump-sum program include alterations and renovations for new faculty or research initiatives, alterations to classroom and teaching facilities to provide state-of-the-
art instruction, projects to correct life-safety deficiencies, and general campus improvements. Campus chancellors are delegated the authority to approve and allocate funds for non-state minor capital improvement projects funded from campus discretionary sources.

Funding for new space at the University is supported by the State on the basis of additional square footage to be maintained, with maintenance budgeted separately from other functions at both the Office of the President and campus levels. State funding for most new or improved programs at the Lniversity is made on a programmatic basis and is allocated to the campuses on the same basis, although some program im-

## General Campuses of the University of California


provement funds are justified and allocated on a formula basis. Examples of the latter include increased funding for the Instructional Cise of Compute to $_{\text {( }}$ (funded at $\$ 18$ million in the current year) and the Instructional Equipment Replacement Program (funded at $\$ 26$ million).

## $\therefore$ reas of specified support

For different disciplines, the University employs different ratios of undergraduate students to teaching assistants who lead small group discussion and laboratory sections. Display 7 below shows the changes in workload and undergraduate/teaching assistant
ratios by discipline category and total for the fiscal years 1971-72 and 1985-86. The Cnuversity is currently seeking increased funding to lower the teaching assistantship ratio for all disciplines to the level that existed in 1971-72.

## Summary

In sum, many aspects of the State budgeting process for the University provide varying levels of resources for technical and other fields of study. An additional degree of flexibility in the allocation of funds at the campus level is exercised by campus administrators.

DISPLAY 7 Changes in Ratıo of Undergraduates to Teaching Assistants at the Unwersity of California. 1971-72 to 1985-86

| Discıpline Category | 1971.72 |  |  | 1985-86 |  |  | Chanzes <br> Workload <br> (FTE) <br> Increase |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | Workload: FTE Undergraduates | Workload as a Percent of Total | Cindergrad. <br> to TA <br> Ratio | Workload FTE Undergraduates | $\begin{aligned} & \text { Workload } \\ & \text { as a Percent of } \\ & \text { of Total } \end{aligned}$ | $\begin{aligned} & \hline \text { Cindergrad. } \\ & \text { to TA } \\ & \text { Ratlu } \\ & \hline \end{aligned}$ |  |
| Arts and |  |  |  |  |  |  |  |
| Humanities | 19,988 | $31.54 \%$ | 3944 | 22,765 | 27.91\% | 4219 | 13.89 |
| Social |  |  |  |  |  |  |  |
| Sciences | 23,068 | 3640 | 6748 | 28,982 | 35.53 | $6+17$ | 2564 |
| Sciences | $\underline{20,319}$ | 3206 | 32.77 | 29.825 | 36.56 | 3373 | 46.78 |
| Total/Mean | 63,375 | $10000^{\circ} \mathrm{C}$ | 4315 | 81,572 | $100.00^{\circ} \mathrm{c}$ | 45.05 | $2871{ }^{\circ}$ |
| Note: "Sciences" : includes chemistry, physics. and bi, lory |  |  |  |  |  |  |  |

# Findings and Conclusions 

## Findings

Part One of this report makes clear that in terms of special recognition for technical fields of study at both the California Stat? Ciniversity and the University of California, a major distinction must be made between the use of cost formulas in budget development and in budget allocation In terms of budget developmer t , both segments employ Stateapproved cost formulas as their campuses develop budget proposals through faculty, student, and administrator interaction at the departmental, school, and campus level, as do systemwide administrators in coordinating each campus' requests in order to achieve rampus and systemwide goals.

In terms of budget allocation, however, discretion exists at the campus level for making decisions on departmental funding, based on a combination of en-rollment-related workload and approved campus plans. For example, even though most of the State Cniversity's funding is produced based on formulas, with few exceptions the Office of the Chancellor does not specify how each of the 19 campuses is to divide irstructional resources among its own academic units. Resources in instructional budgets are determined to a great extent by the allocation of full-time faculty positions. Most faculty positions (and teaching assistantships in the University) are allocated to schools and departments on a permanent basis, but campus administrators distribute any additional positions acquired during the State budgeting process in : esponse to shifts in enrollment, retirements. and other year-to-year changes in program needs
Through Assembly Concurrent Resolution 38, the Legislature asked the Commission to consider "possible revision of the budgetary process employed by each institution with regard to funding requirements of technical fields of study" in order to assure that their budgeting process is sufficiently sensitive to the resource needs of these fields. From the Commission's review of the segments' reports submitted in response to $A C R 38$, it appears that the current bu.'geting system provides appropriate flexibility to both the University and State Lniversity to respond to changes in educutional priorities, including tech-
nical fields. Thus the Cormission does not believe that major changes by the State would better achieve those goals. The segments have already responded to increased resource needs for particularly "hard to hire" disciplines by adjusting their salary schedules, and while the Legislature $a_{1}$ d Governor could take further prescriptive steps regaraing budget formulas, such changes would not necessarily improve the budgeting process with respect to technical fields and could result in confusion. The interaction of the cost elements of postsecondary education, such as those listed in ACR 38, is so complex that it would be very difficult to "single out" components that would benefit education only in technical fields.

The following paragraphs discuss the possibility and problems of developing a budgeting system more responsive to the resource needs of these fields than the current process

## Revamping the budget process

To develop a funding system that would recognize significant differences in support needs by discipline at the State level would require determining the peculiar resource needs of individual disciplines and the cost to the State of providing those resources That is, the actual cost of instruction would have to be determined for every discipline in order to identify the cost components peculiar to any of them. Determining such costs for each discipline in both segments is both difficult and uncertain For example, the Cniversity of California states in its response to Asscmbly Concurrent Resolution 38.

The cost of instruction for eg , .umanities, if we could measure it. would be lower than the aserage marginal cost rate, but the rate in the sciences or the professional schools would be higher. The relative costs of various disciplines are determined by a sumber of factor: Disciplines will be more costly to the extent that they are characterized by a relatively large nonacademic staff isuch as laboratory support staff, salaries of academic staff, or
many tab or stuaio ci urjes with hişin supply or equi-ment maintenence cosis. Since these tuctor: do not necessarily go ingethet, differe ent disciplines may be costly ior differerit reasons

In add. 1 n , it we sld be difficult to identify th sise cost compenents so unique to any given area, such as technical fields of study, that unintended increases: in the funding of non-targeted fields would also result. For example upper-division classes within a foreign language department may warrant the same increased use of teaching assistanis as engineering because of the need for small sections, but enriching the ratio of teaching assistants to students would not only benefit a field targeted for more resources such as engineering hut would increase funding for other fields such as foreign languages -- a costly and inefficient solution to the problem There would also be differences in costs from campus to campus for the same disciplines, depending on the level of the student (lower-division, upper-division, graduate, first professional, etc.) and campus funding decisions.
Moreover, the ability of the segments and the State to develop a data base adequate to adjust educational cost ecmponents so as to more accurately reflect the cist of providing instruction in the different disciplines is questionable In 1980, the Legislature asked the Commission to study the feasibility of a "c st-of-instruction by major disciplines and level of instruction" apıroach for the three public segments of postsecondary education, but the Commission concluded in its response, Determining the Cost of Instruction in California Public Higher Education (Report 80-13, July 1980), that substantial methodologica', feasibility, and cost constraints would be involved in such ar undertaking. Not only would the quality and quantity of riscal information currently compiled by the segments need to be substantially altered, some pertinent data would likely never be available. Based on these findings the Legislature and Governor decided not to change the State budgeting process to reflect the cost of instruction.

## Effects of hudget formulas on program funding

Assuming tnat such data gathering problems could be solved, revisions to the current budget process might hove only an incidental effect on the actual level of resources provided to any specific educational field. Te implement a system in which changes in $\cdots{ }^{-}{ }^{\wedge}$ nponents, such as those listed in ACR 38,
could have a greater impact on the actual funding of technical fields of study would require forfeiting much current campus-level flexibility. In their renorts, both the University and the State University describe at length the consultation process that goes into the uevclopnent of their campus budgets, and both report that much authority on allocation decisions is left to their campus administrations. The calculation of "cost components" does not weigh hrevily ir thise discussions, since campus-level alloca'ion derisions are natur ally based more on campus and sys":mwide priorities tha: on State budgeting formu's. For instance. in its response to ACR 38, the State University notes.

> With rare except ,ns, the California State University does not p pecify at the system level how instructional resources are to be divided among academic units at the campus level. Faculty and staff positions and funds for operating expenses and equipment are typically allocated to the campuses by an aggregated formula, and the campus administration decides how those resources are best distribuied withir, the campus.

Therefore, while the budget formulas used to fund systemwide operating expenses in the aguregate might be chang. to acknowledge different resource needs for technical fields, the final allocation of resources at the campuses may or may not reflect these differential elements.
Placing more of the docision-making process regarding final fundir. T of irdividual campus programs at the level of the Ste.to and the systemwide offices of the segments would $b \in$ a substantial change in State and segrnental zolicy. The current budgeting system used by the Stuce and the segments has, in the opinion of most, served the State well or at least has avoided many of the problems and rigidities of formulas in other states

## Funding levels of discipiones

Finally, funding by budget formulas does no always guarantee increased resources to a given discıpline. In the early 1970s, the State made adecision to fund instruction in the health sciences at the Lniversity of California at differential rates, but this decision was based as much on the need to control expenditures in these programs as it was to increase the amount of funding going to them Formulas for sup-
port of programs have the additional problem of being slow to change L'p to a year is usually needed to make adjustments in them, and these adjustments are sometime inadequate. Additionally, as the needs of a complicatec discipiine change over time, it becomes difficult to correspondingly refine a formula so that it remains appropriate. The strict use of budgeting formulas for disciplines tends to dominate the setting of priorities in campus planaing and may refocus attention away from meeting educational needs and more toward the budgeting process.

The chief reason that some prograrrs are funded at higher levels than others has much to do with the availability of total resources. State officials, systemwide officers, and campus administrators all have to make difficult decisions on the allocation of limited resources to satisfy seemingly unlimited demands for them. State officials conduct thorough evaluations prior to developing the proposed State budgets each year, and part of that process involves identifying priorities. Systemwide and campus administrators go through a similar process, as this report has described. That process appears to best suit the dynamic nature of resource needs in postsecondary education. No evidence suggests that technical fields of study fare any ponrer in his process than do other disciplines over time. While the segments could be directed to identify cost components unique to technical fields of study in order to provide greater
funding for those components, the basic "supply and demand" problems would so. tinue to exist. Perceived needs for staffing, equipment, and other instructional support would always be greater than could be satisfied, and all educational fields would have tc compete in the process of allocating limited resources.

## Conclusions

In response to assembly Concurrent Resolution 38, segmental representatives have informed the Commission that the needs of technical fields are seriously considered in the campus planning process and reflected in budget allocation decisions. Campus flexibility in responding to changes in educational costs and demands appears to be the most efficient way of dealing with the issue of differences in costs a mong fields oi study. Therefore, based on its review of the segmental reports and of the issue:; related to funding technical fields of study, the Commission recommends that no changes be made oo the current systems for budgeting the University of Californid and the California State University for the pu pose of racognizing the costs of individual disciplines more than is currently the State's budgeting practice

Assembly Concurrent Resolution .No. 38

## RESOLUTION CHAPTER 50

Assembly Concurrent Resolution No. 38-Relative to eriucational costs in technical fields of study.
[Filed with Secretary of State June 17, 1986.]

## LEGISLATIVE COUNSELS DIGEST

ACR 38, McClintock. Portsecondary education: relative educational costs in technical fields of study.
This measure would request that the University of California, and the California State University, report to the California Postsecundary Education Commission regarding allocation of resources for asademic support among various technical and specialized fields, as specified. This measure would request that the University of California and the California State University cooperate with and assist the commission, as specified.
Further, this measure woul quest that the commission convey the results of these reports aung with any recommendation to the Legislature and the Covernor, as specified.

WHEREAS, The education of students by the University of Califormia and the Califormia State University in technical fields of study including, but not limited to, engineering, medicine. dentistry, veterinary medicine, and architecture involves costs that are unique to those fields of study; and

WHEREAS, The Üniversity of California and California State University, for the most part, consider the unique needs of different technical discipines with regard to the determination of budgets and the allocation of institutional resources for acaderric support; and

WHEREAS, Staff support services, overhead functions, spac: allocation. differential faculty salaries, and other budgetary considerations should reflect the unique needs of different disciplines; now, therefore, be it

Resolved by the Assembly of the State of California, the Senate thereof concurring, That the University of Califorma and the Califormia State Universty are hereby requested to report to the California Postsecondary Education Commission those policies and procedites winich are used to allocate faculty, equipment, and other resources related to academic support among various technical and sfectaized fields including, but not limited to, engueering, computer science. medicine, dentistry, veterinary medicine, and arcnitecture. The eeport shall include the extent to which those budget دilocation policies and procedures inciude reference to all appropriate cost elements. including office space, laboratories. equipment acquistion and maintenance support personnel. ciass size. differential salaries for selected discipiines. and research support: and be it further

Resolved. That the Califormia Postsecendary Educaton Commassion is hereby requested to convey the results of these segmental reports. togecher with those recommendations which the commission finds necessary, to the Legrsiature and the Governor no later than nune months following adoption of this resolution: and be it further
Resolved. That the Cniversity of California and the California State Cniversity are hereby requested to cooperate with and assist the California Postsecondary Education Commission in preparing this report as a basis for possible revision of the budgetary process emploved by each institution with regard to funding requirements of technical fields of study: and be it further
Resolved. That the Chief Cierk of the Assembiy transmit a copy of this resolution to the Director of the California Postsecondary Education. the Regents of the Unversity of Californu. and the Trustees of the California State University.

## CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

## Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of March 1987, the Commissioner 3 representing the general public are:

Seth P. Brunner, Sacramento
C. Thomas Dean, Long Beach, Chairperson

Seymour M. Farber, M.D., San Francisco
Cruz Reynoso, Los Angeles
Lowell J. Paige, El Macero
Roger C. Pettitt, Los Angeles
Sharon N. Skog, Mountain View, Vice Chatrperson
Thomas E. Stang, Los Angeles
Stephen P. Teale, M.D., Mokelumne Hill
Representatives of the segments are.
Yori Wada, San Francisco; representing the Regents of the University of California

Claudia H. Hampton, Los Angeles; representing the Trustees of the Californiz State University

Arthur H. Margosian, Fresno; representing the Board of Governors of the California Community Colleges

Donald A. Henricksen, San Marino; representing California's independent colleges and universities

Harry Wugalter, Thousand Oaks; representing the Council for Private Postsecondary Educational Institutions

Angie Papadakis, Palos Verdes; representing the California State Board of Educatio.n

## Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, ana to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matuers affecting the 2,600 institutions of postsecondary education in California, including Community Colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other state agencies and non-governmental groups that parform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

## Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and tales positions on proposed legislation affecting education beyond the high school in California. By law, the Commission's meetings are open to the public. Requests to address the Commission may be made by writing the Commission in advance or by submitting a request prior to the start of a meeting.

The Commission's day-o-day work is carried out by its staff in Sacramento, under the guidance of its executive director, William H. Pickens, who $: 3$ appointed by the Commission

The Commission issues some 30 to 40 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings. its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514-3985; telephone (916) 445-7933.

# Educational Costs in Technical and Professional Fields of Study 

 California Postsecondary Education Commission Report 87-21ONE of a series of reports published by the Commission as part oi its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 98514-3985.

Other recent reports of the Commission include
87-4 The California State Ciniversity's South Orange County Satellite Center A Report to the Governor and Legislature in Response to a Request from the California State University for Funds to Operate an Off-Campus Center in Irvine (February 1987)

87-5 Proposed Construction of San Diego State University's North County Center: A Report to the Governor and Legislature in Response to a Request for Capital Funds from the California State University to Build a Permanent Off-Campus Center of San Diego Statc University in San Marcos (February 1987)

87-6 Interim Evaluation of the California Student Opportunity and Access Program (Cal-soap): A Report with Recommendations to the California Student Aid Commission (February 1987)

87-7 Conversations About Financial Aid: Statements and Discussion at a Commission Symposium on Major Issues and Trends in Postsecondary Student Aid (February 1987)

87-8 California Postsecondary Education Commission News, Number 2 [The second issue of the Commission's periodic newsletter] (February 1987)

87-9 Expanding Educational Equity in Califor:ia's Schools and Colleges: A Review of Existing and Proposed Programs, 1986-37. A Report to the California Postsecondary Education Commission by Juan C Gonzalez and Sylvia Hurtado of tine Higher Edication Research Institute. LCLA. 'Ianuary 20. 1987 (February 1987)

87-10 Overview of the 1987-88 Governor's Budget for Postsecondary Education in California, Presented to the Senate Budget and Fiscal Review Subcommit. tee \#l by William H. Pickens, Executive Director. California Postsecondary Education Commission (March 1987)

87-11 The Doctorate in Education. Issues of Supply and Demand in California (87)

87-12 Student Public Service and the "Human Corps": A Report to the Legislature in Response to Assembly Concurrent Resolution 158 (Chapter 165 of the Statutes of 1986) (March 1987)

87-13 Standardized Tests L'sed for Higher Education Admission and Placement in California During 1986: The Second in a Series of Annual Reports Published in Accordance with Senate Bill 1758 (Chapter 1505, Statutes of 1984) (March 1987)

87-14 Time Required to Earn the Bachelor's Degree: A Commission Review of Studies by the California State U'niversity and the University of California in Response to Senate Bill 2066 (1986) (March 1987)

87-15 Comments on the Report of the California State University Regarding the Potential Effects of Its 1988 Course Requirements: A Report to the Legislature in Response to Assembly Concurrent Resolution 158 (Chapter 165 of the Statutes of 1986) (March 1987)

87-16 Changes in California State Oversight of Private Postsecondary Education Institutions: A Staff Report to the California Postsecondary Education (^mmission (March 1987)

87-17 Faculty Salaries in California's Public C'niversities, 1987-88: The Commission's 1986 Report to the Legislature and Governor in Response to Senate Concurrent Resolution .Vo. 51 (1965) (March 1987)

87-18 Funding Excellence in California Higher Education: A Report in Response to Assembly Còncurrent Resolution 141 (1986) March 1987).

87-19 The Class of 83 One Year Later A Report on Follow-L"p Surveys from the Commission's 1983 High School Eligıhility Study (March 1987)

87-20 Background Papers of the ACR $1+1$ Task Force on Funding Excellerce in Higher Education (March 198:) (Correspondence from task force members preparatory to Commission Report 87-18)

87-22 Cpdate of Community College Transfer Student Statistics, Cniversity of California and the California State University, Fall 1986 (April 1987)


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