

Date of Hearing: April 21, 2026

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Mike Fong, Chair

AB 2176 (Fong) – As Introduced February 19, 2026

SUBJECT: Student housing: intersegmental working group.

SUMMARY: Establishes an intersegmental working group to analyze student housing needs and develop a statewide plan for collaboration across public higher education segments. Specifically, **this bill:**

- 1) Requires the California State University (CSU) Chancellor's Office and the California Community Colleges (CCC) Chancellor's Office (CCCCO), and requests the University of California (UC) Office of the President (UCOP), to establish an intersegmental student housing working group.
- 2) Requires the working group, pursuant to (1) above, to include representatives from:
 - a) The CSU Chancellor's Office;
 - b) The CCCCCO;
 - c) The UCOP (should the UCOP decide to participate in the working group);
 - d) Faculty; and,
 - e) Students.
- 3) Requires the working group to use existing assessments of unmet student housing demand developed by CSU, CCC, and UC (if participating) to:
 - a) Analyze systemwide student housing needs;
 - b) Analyze regional student housing needs; and,
 - c) Analyze campus-specific student housing needs.
- 4) Requires the working group to develop a statewide plan that:
 - a) Identifies opportunities for intersegmental collaboration to build campus housing; and,
 - b) Informs future state funding considerations related to student housing.

EXISTING LAW:

- 1) Establishes the CSU, under the administration of the Trustees of the CSU, the UC, under the administration of the Regents of the UC, the CCC, under the administration of the Board of Governors of the CCC, three public segments of postsecondary education in the state (Education Code (EC) Section 66010.4, et seq.).

- 2) Requires the CSU Chancellor's Office, and requests the UCOP, on or before July 1, 2022, to, do both of the following:
 - a) Conduct a needs assessment to determine the projected student housing needs, by campus, for the 2022–23 fiscal year to the 2026–27 fiscal year, inclusive, taking into account the projected enrollment growth and the goal of closing the degree gap; and,
 - b) Create a student housing plan, with a focus on affordable student housing, that outlines how they will meet the projected student housing needs, by campus, identified pursuant (a) above. The student housing plan must include the specific actions to be taken for the 2022–23 fiscal year to the 2026–27 fiscal year, inclusive.

Stipulates that three years after July 1, 2022, the CSU Chancellor's Office must, the UCOP may, review and update the student housing plan described in (b) above, and include the specific actions to be taken in the next five fiscal years (EC Section 66220).

Although the CCC has the largest number of students (over 2 million), existing law precludes the CCC from the provisions contained in EC Section 66220.

FISCAL EFFECT: Unknown

COMMENTS: *Purpose of this measure.* According to the author, “California’s student housing crisis is affecting students across all three public higher education systems, undermining academic success and putting thousands of students at risk of housing insecurity. A recent audit by the California State Auditor found that more than half of students across the University of California, California State University, and California Community Colleges have experienced housing insecurity, and that current waitlists significantly underestimate the true level of unmet demand for student housing. Despite the scale of this challenge, the state’s higher education segments largely assess housing needs and plan projects independently, limiting their ability to coordinate solutions or fully understand statewide demand.”

The author states that, “AB 2176 adopts one of the recommendations from the State Auditor’s report by establishing an intersegmental student housing working group to bring stakeholders across all three segments together to jointly assess housing needs and identify opportunities for collaboration. By developing a coordinated analysis of systemwide, regional, and campus-level housing demand, the working group will help inform future student housing investments and identify strategies for intersegmental housing projects that allow institutions to share resources and respond more flexibly to enrollment changes. Strengthening coordination across California’s public higher education systems will help the state better address student housing insecurity and ensure more students have access to safe and affordable housing while pursuing their education.”

Housing needs across the segments. Pursuant to the author, “according to a 2023 survey conducted by the California Student Aid Commission (CSAC), 53% of college students applying for financial aid experienced housing insecurity, including the inability to pay rent or utilities, a dramatic increase from 2019, when only 36% of respondents were identified as housing

insecure.¹ The rates of housing insecurity were highest among community college students (65%) and students at private for-profit institutions (79%) compared to those attending University of California (UC) (27%) or California State University (CSU) (52%) campus.”

Additionally, the author states that, “in 2025, the California State Auditor released an audit showing significant unmet need for campus-provided student housing. Systemwide data cited in the report found 17,500 students on housing waitlists across the three segments, likely a significant undercount of the actual unmet demand.”²

Pursuant to existing law, the 2025 CSU Housing Plan provided the following update since the 2022 plan was published:

- 1) An additional ~2,319 student housing beds were delivered to:
 - a) CSU Fullerton - Student Housing Phase 4;
 - b) CSU, San Marcos - The QUAD Apartments (affiliated P3);
 - c) San Francisco State University - West Campus Green Affordable Student Housing Village; and,
 - d) San José State University - Spartan Village on the Paseo.
- 2) The CSU System has another 3,638 beds currently under construction, largely due to funding awarded through the State of California Higher Education Student Housing Grant Program (HESHGP). The grant amounts totaled nearly \$660 million and were matched by an additional \$664.5 million in CSU funding.
- 3) Unmet need:
 - a) The CSU estimates that in Fall 2030, there will be approximately 38,800 students needing housing assistance (to be addressed with financial aid or housing grants, student services and support programs, along with construction of additional bed spaces);
 - b) Of this unmet need, 15,370 beds could be supported by market demand and campuses are likely able to construct these projects over time;
 - c) CSU estimates approximately 14,670 housing-insecure students who potentially need subsidized housing, and this represents the most critical need for affordable housing.
 - d) Finally, CSU conservatively estimates an additional 8,760 low-income students who are not graduating within six years could benefit from a subsidized affordable housing bed.

¹ California Student Aid Commission, “2023 Food and Housing Survey: Understanding Students’ Basic Needs,” https://www.csac.ca.gov/sites/default/files/file-attachments/food_and_housing_basic_needs_survey_2023.pdf

² [2024-111 California Colleges - California State Auditor](#) Figure 3

- 4) The CSU is estimating reduced need in the housing insecure and low-income student categories based on new beds delivered. CSU expects that figure to continue to go down based on the delivery of additional affordable beds through the HESHGP.

According to UC's Basic Needs 2025 Annual Report:

- 1) UC has invested millions of dollars into supporting its students' basic needs, and the State provides \$19.5 million yearly for basic needs and rapid rehousing.
- 2) Of the 2,760 students who received emergency basic needs grants last year, approximately half were funded by University aid and half by the State.
- 3) This funding is inadequate to eliminate either food or housing insecurity systemwide. California has long been a high-cost state, with living costs increasing since the pandemic. Rent increased by over 35% statewide since 2020, while wages increased by 22%. It would take twice the State's median income to purchase a mid-tier home and 1.5 times the median income to purchase a bottom-tier home.
- 4) A 2023 California Community Poll found that 40% of respondents considered moving out of the State due primarily to the high costs associated with housing, healthcare, and everyday expenses. (The average monthly mortgage for a two-bedroom home is over \$4,600, and the average rent is over \$2,700.)
- 5) For low-resourced students, those costs are challenging, particularly when considering that the majority of students who used campus basic needs supports could not cover an unexpected emergency expense over \$100.
 - a) Nearly one-quarter could not cover an emergency expense of any amount; and,
 - b) The UC does not have the resources to absorb the full financial consequences of these widespread economic challenges.
- 6) State basic needs allocations remain low compared with the need, as a result of flat funding formulas that do not account for rises in the cost of living or other inflationary factors. Budgetary language for UC basic needs is also significantly more restrictive than for CCC, specifying how UC campuses are to spend funds on food and housing supports. The restrictive nature of these requirements does not align with the modern lived experiences of college students.
- 7) This leaves campus basic needs programs to triage emergency needs first for as many students as possible, making difficult spending trade-offs among its programs without the necessary resources to significantly lower food or housing insecurities.

The chart below, from the California State Auditor's (CSA) October 2025, audit titled, *California Colleges: California's Systems of Public Higher Education Could Better Address Student Housing*, depicts the UC campus and systemwide housing capacity for academic years 2019-20 through 2024-25 and planned new beds by Fall 2029.

UC Campus and Systemwide Housing Capacity for Academic Years 2019–20 Through 2024–25 and Planned New Beds by Fall 2029

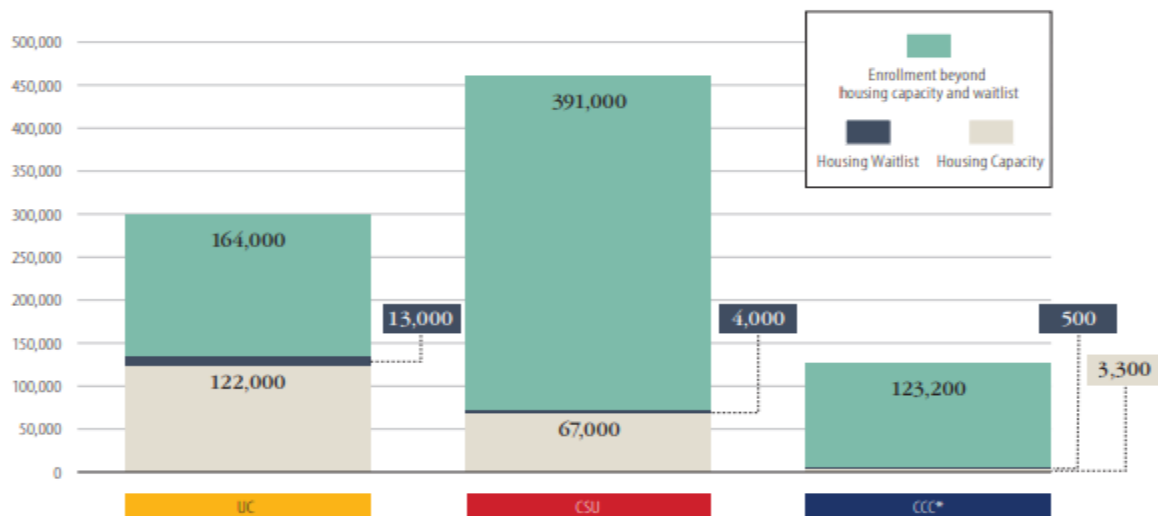
NUMBER OF BEDS BY ACADEMIC YEAR							
CAMPUS	2019–20	2020–21	2021–22	2022–23	2023–24	2024–25	PLANNED NEW BEDS BY FALL 2029
Berkeley	9,590	5,029	9,800	9,800	10,091	11,621	2,613
Davis	11,181	11,837	14,080	13,613	15,016	15,200	596
Irvine	14,146	15,544	15,749	16,622	17,854	17,868	1,000
Los Angeles	19,076	19,233	19,791	22,519	23,680	24,202	445
Merced	3,809	3,639	3,806	4,367	4,363	4,378	292
Riverside	6,754	6,972	8,758	8,597	8,699	8,694	1,242
San Diego	15,271	17,602	17,774	18,022	19,089	22,070	2,907
San Francisco*	1,812	907	949	773	879	953	0
Santa Barbara	10,198	9,954	10,390	10,221	10,128	10,286	2,225
Santa Cruz	9,367	9,313	9,299	9,168	9,524	8,888	3,704
TOTAL	101,204	100,030	110,396	113,702	119,323	124,160	15,024

Source: UC System student housing documentation and capital financial plans.

* The 2024-30 UC Consolidated Capital Report did not specify any student beds in active projects for UC San Francisco, although it indicated that the campus has committed to delivering 1,263 new housing units in San Francisco by 2050, with half of them delivered by 2030.

The chart below, from the California State Auditor’s (CSA) October 2025, audit titled, *California Colleges: California’s Systems of Public Higher Education Could Better Address Student Housing*, shows that the number of students enrolled systemwide in the CCC, CSU, and UC, in Fall 2024, significantly exceeded the number of available beds:

The Number of Students Enrolled Systemwide Significantly Exceeded the Number of Available Beds in Fall 2024



Source: Systemwide enrollment data and systemwide capacity reports.

* The enrollment presented reflects only the 16 CCC campuses that offered campus student housing in academic year 2024–25.

Committee comments. This measure currently calls upon the CCC, CSU, and UC to establish an intersegmental student housing working group; however, the measure does not provide guidance as to the governance structure of the working group. Nor does the measure specify timelines, reporting requirements, or deliverables beyond the development of a statewide plan. The absence of these details may raise questions regarding accountability, implementation timelines, and the intended use of the plan in future policymaking. Further, not knowing what entity will lead and convene the working group could also create challenges for implementation.

Moving forward, the author may wish to provide more specificity as to the overall structure of the working group, thereby ensuring the measure can be fully implemented.

Additionally, the California Education Interagency Council (CEIC), as established by AB 1098 (Fong), Chapter 446, Statutes of 2025, could, in its role to integrate and align efforts across education systems in California could, at a future date (since CEIC is in the early stages of implementation), assume the governance role of the working group established by this measure.

Arguments in support. According to PowerCA Action, “California’s housing crisis is deeply impacting students across the state. Over half of students in California’s public higher education systems have experienced housing insecurity, including unstable housing or homelessness, with community college students facing some of the highest rates. At the same time, thousands of students remain on housing waitlists, and existing systems lack the coordination needed to effectively assess or meet student housing demand.”

Further, PowerCA Action states that, “AB 2176 takes a necessary step toward addressing this issue by creating a formal structure for coordination across the University of California, California State University, and California Community Colleges systems. By improving data collection and identifying opportunities for intersegmental housing development, this bill will help ensure that more students can access stable and affordable housing which is especially critical for transfer students, who often face gaps in housing access when moving between systems and campuses. Expanding access to student housing is critical to improving educational outcomes and ensuring that young Californians are able to complete their education without the burden of housing instability. AB 2176 helps lay the groundwork for a more coordinated and equitable approach to meeting student housing needs statewide.”

Prior legislation. AB 893 (Fong), Chapter 500, Statutes of 2025, created campus development zones to streamline development of student housing within a half mile radius of a UC, CSU, or CCC.

AB 2707 (Fong), of 2024, which was held on the Suspense File in the Senate Committee on Appropriations, would have directed the Legislative Analyst’s Office to study barriers that housing-insecure CCC students face in securing housing.

REGISTERED SUPPORT / OPPOSITION:

Support

PowerCA Action
University of California Student Association

Opposition

None on file.

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