



**2025 REPORT**

# Fifty Percent Law

California Community Colleges Chancellor's Office | Sonya Christian, Chancellor





California  
Community  
Colleges

**SONYA CHRISTIAN**  
Chancellor

January 10, 2025

Secretary of the Senate  
Erika Contreras  
State Capitol, Room 305  
Sacramento, CA 95814

**RE: 2023-2024 Annual Report: Payment of Salaries of Classroom Instructors (Fifty Percent Law)**

Dear Secretary Contreras,

Pursuant to California Education Code Section 84362, each community college district is required to allocate a least 50% of its annual education expenses, as defined by law, to the salaries and benefits of classroom instructors. The following report provides additional information on the Fifty Percent Law:

- Fifty Percent Law Requirements and Administration
- 2023-24 Fifty Percent Law Deficiencies
- 2023-24 Fifty Percent Law District Compliance
- Fifty Percent Law Five Year Trend

If you have questions about this report, please contact Chris Ferguson, executive vice chancellor of Finance and Strategic Initiatives, at [Chris.Ferguson@CCCCO.edu](mailto:Chris.Ferguson@CCCCO.edu).

Sincerely,

A handwritten signature in black ink that reads "Sonya Christian". The signature is fluid and cursive.

Sonya Christian, Chancellor

CC:  
Office of Legislative Counsel  
Sue Parker, Chief Clerk of the Assembly

Enclosure: Report

**Chancellor's Office**

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# 2025 FIFTY PERCENT LAW REPORT

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Prepared By

**California Community Colleges Chancellor's Office**

College Finance and Facilities Planning Division



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## INTRODUCTION

The Fifty Percent Law, established under Education Code section 84362, and detailed in California Code of Regulations title 5, section 59204- 59214, requires community college districts allocate at least 50% of their annual Current Expense of Education (CEE) to the salaries and benefits of classroom instructors. This requirement ensures a significant portion of educational expenditures directly supports classroom instruction. The Chancellor's Office is mandated to report annually to the Board of Governors on districts failing to meet this standard. Non-compliant districts may seek exemptions under specific conditions. However, those unable to comply must address deficiency exemptions within a set timeline. The Chancellor's Office may direct county offices of education to withhold state general apportionments until a district submits an approved compliance plan.

## FIFTY PERCENT LAW: REQUIREMENTS AND ADMINISTRATION

### FIFTY PERCENT LAW COMPLIANCE REQUIREMENT

Each district must ensure that 50% of its CEE is spent on classroom instructors' salaries and benefits. CEE primarily includes unrestricted general fund expenditures but excludes certain costs including student transportation, food services, community services, lease agreements for facilities and equipment and expenditures restricted by law (e.g., state lottery funds, except those used for instructional salaries).

Classroom instructors' salaries, as defined by the Budget and Accounting Manual (BAM) include:

- Prorated salaries of contract or regular instructors working a reduced load or whose assignment includes both instructional and/or non-instructional duties.
- Prorated salaries of administrators having a teaching assignment as part of their regular work assignments.
- Salaries of instructors on sabbatical leave.
- Extra duty days or assignments paid as a part of instructor's regular salary.
- Salaries of instructors with a dual-employment relationship under instructional services agreements.
- Instructional aides employed to assist instructors in classroom instruction tasks during any portion of their duties.
- Applicable staff benefits.
- Excluded costs of present instruction which do not count toward compliance include:
- New purchases of instructional software and technology.
- Salaries and benefits of individuals who provide educational services directly to students, such as librarians and counselors.

- Services and supports that assist in the direct education of students, such as supervised tutoring.
- Faculty work outside the classroom that plays a direct role in the education of students, such as reassigned time for instructional program and curriculum development and modification.
- Governance activities that pertain directly to the education of students, such as reassigned time for academic senate governance activities.

## CHANCELLOR'S OFFICE ADMINISTRATION OF THE FIFTY PERCENT LAW

The California Community Colleges Chancellor's Office (Chancellor's Office) and the Board of Governors are responsible for overseeing the administration of the Fifty Percent Law. The Chancellor's Office monitors the annual financial and budget reports and audit reports of all districts to ensure compliance with the Fifty Percent Law. An independent assessment of each district's computation of compliance is a requirement of the annual audits conducted by contracted independent audit firms pursuant to existing law.

As prescribed in law and regulation, the Chancellor's Office provides applications for exemption from the Fifty Percent Law. Upon receipt of an application for exemption, staff analyze supporting documentation and data and make recommendations to the Chancellor for presentation to the Board of Governors.

Under the regulations, compliance with the Fifty Percent Law follows a four-year timeline:

1. Fiscal Year 1 (2023-24): This is the year when the deficiency occurred.
2. Fiscal Year 2 (2024-25):
  - The Chancellor's Office evaluates applications for exemption and determines if the district has begun addressing the deficiency from 2023-24.
  - The Board of Governors decides on exemption request at the March meeting.
  - Districts that do not receive a full or partial exemption must prepare a plan to spend the unexempted deficiency on Salaries of Classroom Instructors during the next fiscal year (2025-26). This plan must be submitted to the Chancellor's Office by June 30, 2025.
  - During this period, the chancellor will direct the district's county office of education to withhold funds equal to the unexempted deficiency. Upon submission of the June 30 plan, the withheld funds will be released to the district. If the district exceeds the 50% requirement for Salaries of Classroom Instructors during 2024-25, this excess will reduce the unexempted deficiency.
3. Fiscal Year 3 (2025-26):
  - The district must recover any remaining unexempted deficiency from 2023-24 by June 30, 2026.

- This recovery includes any amount expended on Salaries of Classroom Instructors above 50% of the Current Expense of Education during fiscal years 2024-25 and 2025-26.

4. Fiscal Year 4 (2026-27):

- Districts that do not report expenditures above 50% sufficient to cover any remaining unexempted deficiency will have apportionment reduced by the amount of the unresolved deficiency from 2023-24.
- These withheld funds will be redistributed statewide through the apportionment process by the Chancellor's Office.

Districts with any unexempted deficiencies from fiscal year 2020-21 or earlier are no longer subject to redistribution.

## DISTRICTS NOT MEETING REQUIREMENTS OF THE FIFTY PERCENT LAW

In 2023-2024, the following four districts did not spend at least half of their current expense of education on salaries and benefits of classroom instruction in 2023-2024 as of December 2024 when the information was prepared for the California Community Colleges Board of Governors.

### District Not in Compliance of Fifty Percent Law

District	Deficiency	State Apportionments	Basic Aid Status
Compton CCD	\$1,616,488	\$27,570,295	No
Marin CCD	\$2,205,770	None	Yes
Napa Valley CCD	\$2,066,948	None	Yes
San Mateo CCD	\$18,497,569	None	Yes

### Excess Tax School Entity (Basic Aid)

An excess tax school entity is an educational agency for which the amount of the state funding entitlement determined under sections 2558, 42238, 84750.5, or 84751 of the Education Code, as appropriate, is zero. A district's apportionment is funded by a combination of local property taxes, enrollment fees, and state funds. However, to the extent that local property taxes, enrollment fees or both, are sufficient to meet this entitlement, a district receives no general funds. Consequently, the Chancellor's Office cannot withhold apportionment funds as defined by the budget act for these districts.

Districts not achieving the required 50 percent expenditures outlined in Education Code section 84362, are required to prepare a plan for spending the unexempted deficiency or shortfall on Salaries of Classroom Instructors in the subsequent fiscal year. The chancellor is required to direct the district's county office of education to withhold funds from the district for the amount of the unexempted deficiency.

Basic aid districts are fully community supported. They do not receive state general apportionments and operate outside of the normal apportionment process. This limits the fiscal oversight mechanism.

For detailed information on district compliance trends, refer to the following tables:

- **2023-24 Fifty Percent Law Deficiencies**
- **2023-24 Fifty Percent Law District Compliance**
- **Fifty Percent Law Five-Year Trend**

## CONCLUSION

Districts with deficiencies must submit a compliance plan by June 30, 2025. Plans for unexempted deficiencies will be enforced through withheld state funds, ensuring alignment with statutory requirements.

## 2023-24 FIFTY PERCENT LAW DEFICIENCIES

### Compton Community College District

Fiscal Year	Expense of Education	Instructional Salary Cost	Instructional Salary Cost Divided by Expense of Education	50% of Expense of Education	Deficiency (50% of Expense of Education Instructional Salary Cost)
2023-2024	\$38,651,173	\$ 17,709,099	45.82%	\$19,325,587	\$1,616,488

### Marin Community College District

Fiscal Year	Expense of Education	Instructional Salary Cost	Instructional Salary Cost Divided by Expense of Education	50% of Expense of Education	Deficiency (50% of Expense of Education Instructional Salary Cost)
2020-2021	\$54,762,215	\$ 25,837,513	47.18%	\$27,381,108	\$1,543,595
2021-2022	57,930,589	27,505,258	47.48%	28,965,295	1,460,037
2022-2023	60,873,150	28,527,278	46.86%	30,436,575	1,909,297
2023-2024	66,544,110	31,066,285	46.69%	33,272,055	2,205,770

Cumulative Deficiency: \$7,118,698

### Napa Valley Community College District

Fiscal Year	Expense of Education	Instructional Salary Cost	Instructional Salary Cost Divided by Expense of Education	50% of Expense of Education	Deficiency (50% of Expense of Education Instructional Salary Cost)
2020-2021	\$38,983,866	\$16,362,611	41.97%	\$19,491,933	\$3,129,322
2021-2022	38,113,305	16,281,499	42.72%	19,056,653	2,775,154
2022-2023	37,467,904	16,964,240	45.28%	18,733,952	1,769,712
2023-2024	38,063,855	16,964,980	44.57%	19,031,928	2,066,948

Cumulative Deficiency: \$9,741,135

### San Mateo County Community College District

Fiscal Year	Expense of Education	Instructional Salary Cost	Instructional Salary Cost Divided by Expense of Education	50% of Expense of Education	Deficiency (50% of Expense of Education Instructional Salary Cost)
2015-2016	\$122,234,998	\$59,133,545	48.38%	\$61,117,499	\$1,983,954
2016-2017	134,541,331	61,397,825	45.63%	67,270,666	5,872,841
2017-2018	141,321,321	62,807,382	44.44%	70,660,661	7,853,279
2018-2019	156,613,664	66,148,910	42.24%	78,306,832	12,157,922
2019-2020	161,933,798	68,756,215	42.46%	80,966,899	12,210,684
2020-2021	167,594,649	69,682,558	41.58%	83,797,325	14,114,767
2021-2022	175,440,660	72,038,326	41.06%	87,720,330	15,682,004
2022-2023	193,664,591	78,381,518	40.47%	96,832,296	18,450,778
2023-2024	207,840,679	85,422,771	41.10%	103,920,340	18,497,569

Cumulative Deficiency \$106,823,796

## 2023-24 FIFTY PERCENT LAW DISTRICT COMPLIANCE

### District Compliance Summary College

District	Current Cost of Education	Instructional Salary Cost	Percent of Current Cost of Education
Allan Hancock	\$59,831,958	\$29,959,323	50.07%
Antelope Valley	81,742,456	41,643,757	50.95%
Barstow	20,840,368	10,546,374	50.61%
Butte-Glenn	80,759,340	42,177,874	52.23%
Cabrillo	83,285,562	41,967,517	50.39%
Cerritos	140,125,594	77,934,300	55.62%
Chabot-Las Positas	149,619,332	75,794,542	50.66%
Chaffey	139,847,508	70,993,913	50.77%
Citrus	86,372,789	43,929,870	50.86%
Coast	241,070,137	121,575,794	50.43%
Compton	38,651,173	17,709,099	45.82%
Contra Costa	212,108,747	107,910,595	50.88%
Copper Mountain	14,842,372	7,662,175	51.62%
Desert	85,163,514	43,288,846	50.83%
El Camino	175,147,514	95,957,428	54.79%
Feather River	14,206,337	7,673,411	54.01%
Foothill-De Anza	206,587,028	104,894,823	50.78%
Gavilan	38,303,010	19,537,578	51.01%
Glendale	114,420,948	58,260,692	50.92%
Grossmont-Cuyamaca	130,919,453	69,274,975	52.91%
Hartnell	57,635,620	29,261,297	50.77%
Imperial	58,661,333	29,557,578	50.39%
Kern	196,320,968	100,422,728	51.15%
Lake Tahoe	18,852,018	9,786,790	51.91%
Lassen	16,987,352	9,155,217	53.89%
Long Beach	167,392,866	86,461,969	51.65%
Los Angeles	799,604,333	420,502,533	52.59%
Los Rios	417,438,029	212,016,855	50.79%

District	Current Cost of Education	Instructional Salary Cost	Percent of Current Cost of Education
Marin	66,544,110	31,066,285	46.69%
Mendocino-Lake	30,262,689	15,858,373	52.40%
Merced	73,729,236	37,333,707	50.64%
Mira Costa	123,454,996	61,839,759	50.09%
Monterey Peninsula	53,751,961	28,387,525	52.81%
Mt. San Antonio	273,261,674	138,499,084	50.68%
Mt. San Jacinto	94,462,901	47,413,422	50.19%
Napa Valley	38,063,855	16,964,980	44.57%
North Orange	265,775,016	135,177,601	50.86%
Ohlone	65,971,868	34,195,296	51.83%
Palo Verde	23,223,821	12,992,223	55.94%
Palomar	143,166,907	71,800,530	50.15%
Pasadena Area	187,942,694	99,150,755	52.76%
Peralta	147,969,559	74,392,184	50.28%
Rancho Santiago	212,020,378	115,827,458	54.63%
Redwoods	38,342,628	20,589,243	53.70%
Rio Hondo	101,730,385	56,195,832	55.24%
Riverside	279,687,674	144,107,831	51.52%
San Bernardino	123,149,633	61,850,423	50.22%
San Diego	307,568,109	154,480,296	50.23%
San Francisco	170,646,608	87,966,688	51.55%
San Joaquin Delta	119,279,965	60,808,833	50.98%
San Jose-Evergreen	145,815,062	73,032,390	50.09%
San Luis Obispo	62,363,139	33,136,576	53.13%
San Mateo	207,840,679	85,422,771	41.10%
Santa Barbara	112,481,055	59,861,362	53.22%
Santa Clarita	124,477,727	65,204,186	52.38%
Santa Monica	205,292,463	102,739,792	50.05%
Sequoias	85,189,576	43,597,418	51.18%
Shasta-Tehama-Trinity	52,946,768	26,527,091	50.10%

District	Current Cost of Education	Instructional Salary Cost	Percent of Current Cost of Education
Sierra	107,096,935	53,652,360	50.10%
Siskiyou Joint	17,322,075	9,252,430	53.41%
Solano	67,636,278	33,815,071	50.00%
Sonoma County	141,217,120	71,982,268	50.97%
South Orange County	246,161,136	132,775,144	53.94%
Southwestern	133,357,992	67,444,859	50.57%
State Center	260,411,814	130,338,268	50.05%
Ventura County	196,043,606	98,101,115	50.04%
Victor Valley	91,254,567	50,396,221	55.23%
West Hills	39,113,609	20,568,561	52.59%
West Kern	28,939,239	14,478,202	50.03%
West Valley-Mission	149,436,405	76,843,236	51.42%
Yosemite	127,963,365	64,596,888	50.48%
Yuba	52,042,332	26,082,129	50.12%
Statewide	\$9,453,752,619	\$4,833,650,792	51.13%



## 2023-24 FIFTY PERCENT LAW FIVE YEAR TREND

### District Fifty Percent Law Five Year Trend

District	2023-24	2022-23	2021-22	2020-21	2019-20
Allan Hancock	50.07%	51.21%	50.48%	50.17%	50.43%
Antelope Valley	50.95%	50.57%	50.43%	50.00%	50.44%
Barstow	50.61%	52.41%	50.12%	50.44%	50.53%
Butte-Glenn	52.23%	52.57%	53.41%	54.33%	56.44%
Cabrillo	50.39%	52.38%	52.86%	53.49%	54.13%
Cerritos	55.62%	55.76%	53.99%	59.82%	57.49%
Chabot-Las Positas	50.66%	53.92%	53.53%	54.84%	53.70%
Chaffey	50.77%	50.53%	50.11%	50.23%	51.82%
Citrus	50.86%	50.61%	51.03%	53.76%	59.17%
Coast	50.43%	50.81%	50.52%	51.07%	50.23%
Compton	45.82%	52.33%	50.24%	50.11%	52.90%
Contra Costa	50.88%	50.48%	48.03%	51.01%	50.71%
Copper Mountain	51.62%	50.02%	50.25%	50.33%	52.52%
Desert	50.83%	50.50%	50.36%	50.02%	50.04%
El Camino	54.79%	48.10%	52.32%	52.97%	51.39%
Feather River	54.01%	60.07%	58.21%	54.83%	53.71%
Foothill-De Anza	50.78%	50.83%	50.57%	52.04%	52.03%
Gavilan	51.01%	52.66%	50.08%	50.11%	50.54%
Glendale	50.92%	51.43%	50.35%	52.32%	51.93%
Grossmont-Cuyamaca	52.91%	52.79%	53.61%	53.52%	51.67%
Hartnell	50.77%	50.06%	50.30%	50.07%	51.29%
Imperial	50.39%	53.58%	55.07%	50.93%	50.95%
Kern	51.15%	51.94%	52.27%	51.45%	53.67%
Lake Tahoe	51.91%	51.12%	50.23%	50.92%	52.12%
Lassen	53.89%	58.65%	53.24%	50.01%	52.95%
Long Beach	51.65%	52.60%	54.68%	54.54%	53.85%
Los Angeles	52.59%	51.26%	50.15%	51.24%	52.22%
Los Rios	50.79%	52.97%	53.05%	54.54%	52.10%
Marin	46.69%	46.86%	47.48%	47.18%	50.12%

District	2023-24	2022-23	2021-22	2020-21	2019-20
Mendocino-Lake	52.40%	51.36%	50.23%	50.18%	52.54%
Merced	50.64%	50.30%	50.25%	50.04%	50.62%
Mira Costa	50.09%	50.40%	50.32%	50.21%	50.03%
Monterey Peninsula	52.81%	53.75%	55.81%	53.17%	56.60%
Mt. San Antonio	50.68%	51.45%	52.82%	53.78%	55.17%
Mt. San Jacinto	50.19%	50.78%	50.73%	50.01%	51.87%
Napa Valley	44.57%	45.28%	42.72%	41.97%	50.51%
North Orange	50.86%	50.42%	50.26%	51.56%	51.70%
Ohlone	51.83%	50.57%	50.68%	51.78%	51.67%
Palo Verde	55.94%	53.38%	51.31%	52.17%	51.53%
Palomar	50.15%	50.54%	50.96%	50.92%	51.14%
Pasadena Area	52.76%	50.70%	50.29%	52.57%	53.02%
Peralta	50.28%	50.22%	50.17%	50.04%	50.11%
Rancho Santiago	54.63%	53.65%	54.10%	54.16%	54.00%
Redwoods	53.70%	50.30%	56.19%	52.17%	54.27%
Rio Hondo	55.24%	55.96%	55.66%	57.48%	56.85%
Riverside	51.52%	53.13%	52.66%	53.84%	53.46%
San Bernardino	50.22%	50.90%	50.94%	50.49%	50.63%
San Diego	50.23%	50.45%	50.06%	50.60%	50.00%
San Francisco	51.55%	50.44%	50.03%	52.57%	50.55%
San Joaquin Delta	50.98%	50.15%	51.13%	51.09%	51.85%
San Jose-Evergreen	50.09%	50.09%	50.19%	50.28%	50.97%
San Luis Obispo	53.13%	52.04%	52.01%	51.97%	51.53%
San Mateo	41.10%	40.47%	41.06%	41.58%	42.46%
Santa Barbara	53.22%	52.71%	53.27%	57.66%	56.74%
Santa Clarita	52.38%	52.80%	52.55%	55.32%	54.41%
Santa Monica	50.05%	50.05%	51.51%	53.48%	52.84%
Sequoias	51.18%	51.63%	51.36%	53.86%	53.69%
Shasta-Tehama-Trinity	50.10%	51.20%	50.19%	52.21%	52.37%
Sierra	50.10%	50.40%	50.00%	51.94%	52.12%
Siskiyou Joint	53.41%	50.01%	47.78%	50.51%	50.14%

District	2023-24	2022-23	2021-22	2020-21	2019-20
Solano	50.00%	54.97%	50.82%	51.88%	54.12%
Sonoma County	50.97%	50.60%	51.84%	53.26%	53.00%
South Orange County	53.94%	51.68%	52.64%	53.46%	53.82%
Southwestern	50.57%	56.77%	50.14%	50.41%	50.77%
State Center	50.05%	50.82%	51.14%	51.32%	51.65%
Ventura County	50.04%	50.10%	50.08%	50.05%	52.01%
Victor Valley	55.23%	51.13%	50.69%	50.20%	50.00%
West Hills	52.59%	50.13%	50.10%	53.22%	50.14%
West Kern	50.03%	52.62%	51.25%	50.34%	50.46%
West Valley-Mission	51.42%	52.01%	50.42%	50.54%	52.32%
Yosemite	50.48%	50.01%	50.13%	50.04%	50.47%
Yuba	50.12%	51.86%	52.98%	51.53%	51.09%
Statewide	51.13%	51.21%	51.01%	51.83%	52.00%



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Photo at right: Monterey Peninsula College

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