Higher Education
Fiscal 2017 Budget Overview

Department of Legislative Services
Office of Policy Analysis
Annapolis, Maryland

January 28, 2016

For further information contact: Garret T. Halbach Phone: (410) 946-5530

Higher Education
Fiscal 2017 Budget Overview

State Funding Changes for Higher Education
($ in Thousands)

	2016 Working[1]	2016 Adjusted[2]	2017 Allowance	2017 Adjusted[3]	2016 Adj.-2017 Adj. Change	% Change
Public Four-year Institutions						
University System of Maryland (USM)	$1,252,220	$1,268,685	$1,309,595	$1,344,207	$75,522	6.0%
Morgan State University	86,135	86,135	90,696	92,552	6,417	7.4%
St. Mary's College of Maryland	23,504	25,107	24,027	25,160	52	0.2%
Subtotal – Public Four-year	***$1,361,858***	***$1,379,927***	***$1,424,317***	***$1,461,918***	***$81,991***	***5.9%***
Other Higher Education						
Maryland Higher Education Commission						
Administration	$5,839	$6,150	$6,381	$6,454	304	4.9%
Financial Aid	103,130	104,794	105,208	105,208	415	0.4%
Educational Grants	6,360	6,360	7,493	6,360	0	0.0%
Non-USM RHEC	2,150	2,150	2,150	2,150	0	0.0%
Independent Institutions	42,822	42,822	50,812	50,812	7,990	18.7%
Aid to Community Colleges	296,129	297,469	314,335	314,335	16,866	5.7%
Baltimore City Community College	40,776	40,776	40,814	40,814	39	0.1%
Subtotal – Other Higher Education	***$497,206***	***$500,521***	***$527,195***	***$526,134***	***$25,613***	***5.1%***
Total Higher Education	**$1,859,064**	**$1,880,448**	**$1,951,512**	**$1,988,052**	**$107,604**	**5.7%**

RHEC: regional higher education center

[1] The 2016 Working is the fiscal 2016 appropriation with all budget amendments.
[2] The 2016 Adjusted is the 2016 Working with fiscal 2016 deficiencies excluding deficiencies to settle prior year unfunded liabilities.
[3] The 2017 Adjusted is the 2017 Allowance with salary increments budgeted in the Department of Budget and Management and back of the budget bill reductions, and reflects the transfer of a grant from the Maryland Higher Education Commission to St. Mary's College of Maryland.

Note: State funds include general funds, Higher Education Investment Funds, special funds supporting educational grants, and financial aid programs, reimbursable funds supporting financial aid programs, and the Maryland Fire and Rescue Institute. Deficiencies for prior year unfunded liabilities are not included.

Source: Department of Budget and Management; Department of Legislative Services

Recommended Actions

1. Adopt narrative requesting a report on financial aid and loan data by the Expected Family Contribution.
2. Adopt narrative requesting a report on faculty workload.
3. Adopt narrative requesting a report on education data availability and access.
4. Adopt narrative requesting a report on One Step Away grants.

2016 and 2017 Actions

State support for higher education grows $107.6 million in fiscal 2017, or 5.7%, after accounting for deficiencies in fiscal 2016 and budget adjustments to health insurance and salary increments in fiscal 2017.

Fiscal 2016 Deficiencies

There are several notable deficiency appropriations to resolve prior year unfunded liabilities and to meet fiscal 2016 obligations. Most significantly, due to misestimated retiree health insurance costs in fiscal 2016, the University System of Maryland (USM) requires $16.5 million to meet its personnel costs. This will be discussed further in the USM Overview analysis.

The Maryland Higher Education Commission (MHEC) receives $0.3 million due to an ongoing lawsuit and $1.7 million to backfill need-based financial aid that was reduced in the 2.0% across-the-board cuts in fiscal 2016. MHEC also receives $0.3 million for prior year unfunded liabilities in a loan assistance repayment program. State aid to community colleges receives $4.4 million to pay prior outstanding liabilities in the State and Health Manpower Grant program and in the Optional Retirement Program. This resolves outstanding liabilities in both programs over the past six years. An additional $1.3 million supplements the same retirement program in fiscal 2016. Finally, St. Mary's College of Maryland (SCMC) receives $1.6 million in general funds to begin a two-year information technology (IT) project in fiscal 2016.

Fiscal 2017 Allowance

There is one back of the budget bill reduction in fiscal 2017 for health insurance costs, as well as an increase for employee salary increments effective July 1, 2016. The increment funding is budgeted within the Department of Budget and Management (DBM) and will be fully explained in the analysis of DBM – Personnel. The fiscal 2017 allowance does not provide for any cost-of-living adjustment.

For the first time since the 2007 legislative session, there is no Budget Reconciliation and Financing Act that modifies the funding formulas in statute or proposes fund balance transfers. The higher education funding formulas for independent institutions, local community colleges, and Baltimore City Community College (BCCC) are fully funded, although the BCCC amount is determined by a hold harmless clause. USM receives the biggest dollar increase of $75.5 million, or 6.0%. That increase will support current services costs and various personnel costs, such as salaries and fringe benefits. There is also $6.8 million in new enhancement funding for student completion initiatives entirely budgeted within the USM Office, although the majority of the funding will likely be distributed to the institutions. DBM proportionally allocated the enhancement funds across the USM institutions in order to calculate the three funding formulas mentioned above; the exact allocation will be determined later by the USM Chancellor. Morgan State University (MSU) receives an increase of $6.4 million, or 7.4%. Of that amount, $1.4 million is new enhancement funding for need-based student financial aid. In addition to its formula funding, SMCM receives $1.1 million to fund the second year of an IT project begun in fiscal 2016. Although the fiscal 2017 grant is budgeted within MHEC and is not part of the SMCM formula funding, for comparison purposes, it is shown in the SMCM fiscal 2017 adjusted allowance.

While the fiscal 2016 appropriation ended the practice of appropriating funds to offset planned tuition increases, the fiscal 2017 budget includes $5.3 million for USM and $0.2 million for MSU to keep in-state, undergraduate tuition growth at 2.0%. Although not receiving funding above the formula amount, SMCM also currently plans on a 2.0% increase. Previously, tuition buydown funding had kept most four-year institutions' tuition growth near 0.0% from fiscal 2007 through 2010 and near 3.0% from fiscal 2011 through 2014. The buydown program ended in fiscal 2015 due to cost containment, and some institutions increased tuition midyear to balance their fiscal 2015 budgets, which also benefitted fiscal 2016 budgets.

Most other areas of the higher education budget increase. Funding for the State's locally operated community colleges grows $16.9 million. Of that amount, $11.6 million is due to the full funding of the Senator John A. Cade formula and related miscellaneous grants, and $5.3 million is due to retirement costs. Support for the community college pension system is higher than anticipated due to a stepped up contribution rate, which will be discussed in the State Retirement Agency budget analysis. General funds for BCCC increase less than $40,000, or 0.1%, due to an ongoing enrollment decline at the institution; State formula support is kept level due to the hold harmless clause. The small increase is due to English for Speakers of Other Languages grant funding.

MHEC student financial aid programs received a deficiency in fiscal 2016 to backfill the Educational Excellence Award program that had been reduced to meet cost containment for MHEC. These programs then had cancellation rates lower than expected, which created an unfunded liability for MHEC. Overall, financial aid grows only 0.4 million, or 0.4%. One transfer of $0.2 million from the Need-based Student Financial Assistance fund is planned for the new 2+2 Transfer Scholarship. MHEC administration grows $0.3 million, mostly due to general personnel costs, which were reduced in fiscal 2016 cost containment. Finally, MHEC Regional Higher Education Center funding remains at the reduced amount of $2.2 million due to cost containment in fiscal 2015 and again in fiscal 2017. Educational grants are level funded after the $1.1 million IT grant for SMCM has been transferred to that institution. Finally, Sellinger aid for independent institutions grows $8.0 million, or nearly 19.0%, due to the scheduled formula increase and increasing State support to the public four-year institutions.

Funding for the State's four-year public higher education institutions from fiscal 2013 to the fiscal 2017 allowance is shown in **Exhibit 1**. Total funding over fiscal 2016 increases $80.2 million, or 6.0%, whereas one year ago, the allowance grew only $16.6 million, or 1.3%. However, fiscal 2017 growth is still below fiscal 2015 growth prior to cost containment actions. Prior to allocation of the fiscal 2017 enhancement funds, Salisbury University (SU), Towson University (TU), the University of Baltimore, and MSU receive the largest increases – all higher than 7.0%. While no institution loses State support, SMCM growth of $50,000, or 0.2%, is very low; however, this is misleading due to the inclusion of $1.6 million in fiscal 2016 and $1.0 million in fiscal 2017 for an IT project. These funds are entirely outside of the funding formula and will not be included in calculating fiscal 2018 formula funding for SMCM. Adjusting for this project, formula finding, which is based on inflation, grows $0.5 million or 2.2%.

Exhibit 1
State Support for Public Universities
Fiscal 2013-2017
($ in Thousands)

Institution	Actual 2013	Actual 2014	Actual 2015	Adjusted Working 2016	Adjusted Allowance 2017	Annual % Change 2013-16	$ Change 2016-17	% Change 2016-17
Univ. of Maryland, Baltimore	$186,372	$196,668	$208,459	$217,173	$227,355	5.2%	$10,182	4.7%
Univ. of Maryland, College Park	371,390	401,234	428,019	445,941	469,443	6.3%	23,502	5.3%
Bowie State University	36,151	38,527	40,573	41,631	43,931	4.8%	2,300	5.5%
Towson University	91,765	96,567	102,987	110,207	118,599	6.3%	8,392	7.6%
Univ. of Maryland Eastern Shore	31,000	33,380	35,073	37,525	39,035	6.6%	1,511	4.0%
Frostburg State University	33,610	35,472	37,381	39,286	41,511	5.3%	2,224	5.7%
Coppin State University	38,157	40,736	42,320	44,447	46,672	5.2%	2,225	5.0%
University of Baltimore	30,607	32,059	33,434	35,017	37,518	4.6%	2,500	7.1%
Salisbury University	40,332	41,823	44,897	48,024	51,857	6.0%	3,833	8.0%
Univ. of Maryland Univ. College	34,145	35,704	38,694	39,391	41,914	4.9%	2,523	6.4%
Univ. of Maryland Baltimore County	96,765	101,694	108,123	112,280	118,853	5.1%	6,573	5.9%
Univ. of Maryland Center for Environ. Science	19,661	20,690	21,564	22,472	23,114	4.6%	642	2.9%
University System of Maryland Office	19,355	21,299	22,059	23,747	31,089	7.1%	7,342	30.9%
Morgan State University	73,998	79,154	84,198	86,135	92,552	5.2%	6,417	7.4%
St. Mary's College of Maryland	18,383	19,843	20,722	25,107	25,160	11.0%	52	0.2%
Total	**$1,121,692**	**$1,194,848**	**$1,268,501**	**$1,328,383**	**$1,408,602**	**5.8%**	**$80,219**	**6.0%**

Note: The exhibit includes deficiencies in fiscal 2016. The fiscal 2017 adjusted appropriation includes health insurance reductions and personnel increments. University System of Maryland enhancement funds are budgeted in the system office. Fiscal 2016 and 2017 figures for St. Mary's College of Maryland include new funding for an information technology project in the fiscal 2017 allowance. Figures exclude funding for cooperative agricultural and extension programs and the Maryland Fire and Rescue Institute.

Source: Governor's Budget Books, Fiscal 2014-2017

Higher Education Investment Fund Underattains

The Higher Education Investment Fund (HEIF) receives 6% of corporate income tax revenues, recently estimated at $64.4 million in fiscal 2016. **Exhibit 2** shows an accounting of the HEIF, which was created in the special session of 2007. Overall, it has provided a fairly reliable source of funding for higher education institutions. Starting with an initial appropriation of $16.0 million in fiscal 2009 (not shown), a fund balance began to accumulate in the HEIF from the beginning. As the economy began to improve, corporate tax revenues started to exceed projections. In fiscal 2013, there was a significant write-up of revenues, and the opening balance for fiscal 2014 was originally projected to be over $17.0 million. However, revenue underattainment reduced the fund balance to about $12.0 million. In addition, fiscal 2014 revenues underattained by about $10.0 million. Revenues have been more predictable in the past few years.

Exhibit 2
Higher Education Investment Fund
Revenues, Expenditures, and Balances
Fiscal 2013-2017
($ in Millions)

	2013 Actual	2014 Actual	2015 Actual	2016 Working	2017 Allowance
Opening Balance	$4.9	$12.0	$0.3	$0.3	$1.0
Revenue	57.1	58.7	60.7	64.4	66.2
Actual/Appropriation	50.0	70.4	60.7	63.7	66.3
Closing Balance	**$12.0**	**$0.3**	**$0.3**	**$1.0**	**$0.9**
Tuition Stabilization Account	0.3	0.3	0.3	0.3	0.3

Source: Department of Budget and Management; Department of Legislative Services

The Tuition Stabilization Fund within the HEIF, created by Chapters 192 and 193 of 2010, is intended to increase the predictability of tuition increases at State institutions by accumulating a reserve of funds to offset significant tuition increases, such as in 2003, 2006, and at some institutions in 2015. Per statute, $100,000 had been transferred into the fund in years of increasing corporate tax revenues. However, no transfers occurred in fiscal 2014, 2015, or 2016, and none is anticipated in fiscal 2017. The bill also set a goal that tuition increases not exceed the three-year rolling average increase in median family income. Despite tuition buydown initiatives, tuition increases have exceeded the income figure from the enactment of the legislation through fiscal 2016. The most recent three-year average actual median family income increase from the federal Census Bureau shows an increase of 2.3%, compared to the average tuition increase of 5.0% imposed in fall 2015 (which does not reflect midyear increases) and 2.0% proposed in the allowance for fall 2016.

Exhibit 3 shows the current forecast for the HEIF attainment from estimates made in December 2014 and December 2015. Historically, the corporate income tax, the basis for the HEIF, has been more volatile than the personal income tax. While the December 2014 forecast was down slightly in most out-years from the preceding forecast, the December 2015 forecast is slightly higher in four of the five years, and the projected growth is 3% to 4% a year. The latest Board of Revenue Estimates (BRE) projections from December 2015 show a surplus of $0.7 million that will go into the fiscal 2017 opening balance. This means it is very unlikely that any midyear reduction in the HEIF will occur in fiscal 2016. Fiscal 2017 revenue is slightly lower than the estimate from one year ago and that lower figure is reflected in the allowance. BRE will next provide an update on State revenues, including the HEIF, in March 2016.

Exhibit 3
Higher Education Investment Fund Forecast
Fiscal 2014-2021
($ in Millions)

	2014	2015	2016	2017	2018	2019	2020	2021
December 2012	$65.4	$67.4	$69.4	$71.5	$73.7			
December 2013	55.5	60.7	63.7	67.9	69.8	$72.8		
December 2014		59.5	63.7	66.6	68.9	71.2	$74.0	
December 2015			64.4	66.2	69.0	72.0	74.5	$77.2
Difference – 2015 to 2014			**$0.7**	**-$0.4**	**$0.1**	**$0.8**	**$0.5**	

Source: Board of Revenue Estimates; Department of Legislative Services

Despite Low Growth between Fiscal 2015 and 2016, Maryland Continues to Fare Well in National Comparisons

Maryland's support for public higher education while growing only 0.7% between fiscal 2015 and 2016, over a longer period compares well nationally, as shown in **Exhibit 4**. *Grapevine*, a higher education information resource based at Illinois State University and jointly maintained by the State Higher Education Executive officers, recently updated its nationwide statistics on state support for higher education. Using *Grapevine's* figures, Maryland's spending between fiscal 2015 and 2016 increased 0.7% compared to an increase of 4.1%, nationally. Also shown are Maryland's competitor states, eight of which increased spending at a greater rate than Maryland in fiscal 2016. Information was unavailable for Pennsylvania and Illinois in this year's data as those states have still not finalized a fiscal 2016 state budget.

Exhibit 4
Higher Education Spending
Maryland vs. Competitor States

	Fiscal 2015-2016	State Support Without ARRA Fiscal 2011-2016	State Support With ARRA Fiscal 2011-2016
Maryland	**0.7%**	**14.1%**	**14.1%**
California	7.1%	22.2%	19.8%
Massachusetts	2.1%	31.2%	23.0%
Minnesota	6.0%	10.7%	10.7%
New Jersey	-0.1%	0.9%	0.9%
New York	1.2%	13.0%	6.9%
North Carolina	4.8%	4.9%	1.6%
Ohio	4.8%	12.1%	-2.0%
Virginia	2.9%	9.4%	-2.2%
Washington	12.0%	11.2%	11.2%
Nationwide	**4.1%**	**11.6%**	**7.4%**

ARRA: American Recovery and Reinvestment Act of 2009

Note: Excludes Illinois and Pennsylvania.

Source: *Grapevine;* www.grapevine.ilstu.edu

The five-year change in spending can be measured with or without federal American Recovery and Reinvestment Act of 2009 (ARRA) funding, which included funding for states to hold K-12 and higher education spending harmless. Maryland did not use ARRA funding for higher education, but many other states did. Two competitor states are still providing less state support than five years ago. Over the past five years, Maryland, as well as seven competitor states, show positive growth when including ARRA funding. The very large rebounds in California and Massachusetts are due to those states growing from the very bottom of the recession, whereas Maryland's higher education sector was not as severely impacted, so the growth appears more moderate. This, however, is a reflection of the stability of education funding in Maryland versus other states, even if fiscal 2016 was a low growth year for Maryland.

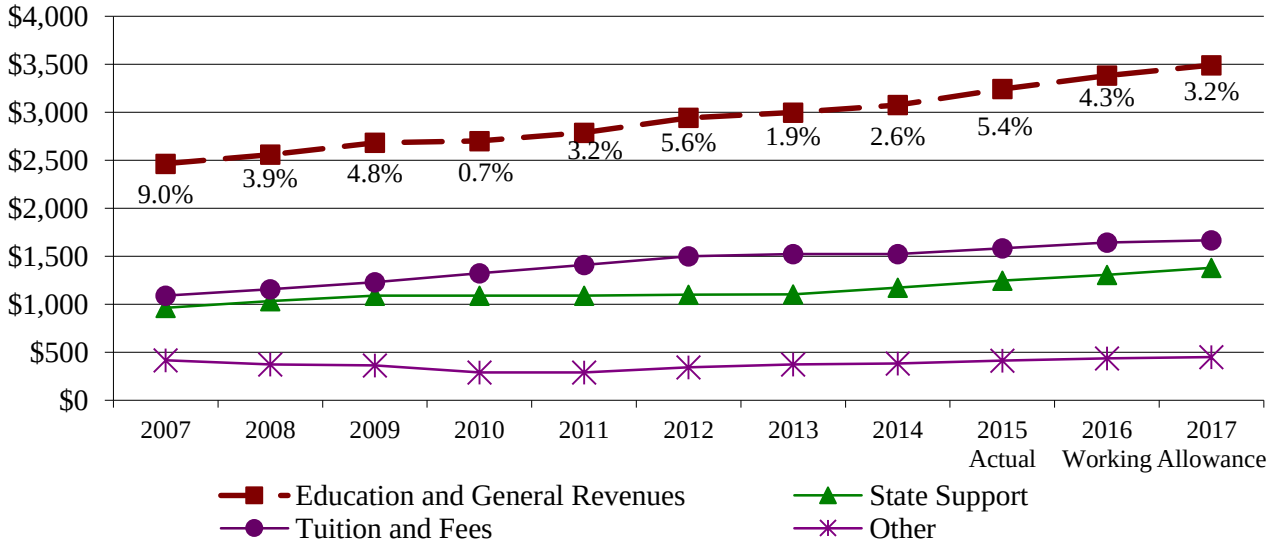
The State's tuition rates also compare favorably to other states. Nationally, Maryland's average tuition and fee rate at public four-year institutions in fall 2015 was the twenty-fifth most expensive in the country, a decline from twenty-seventh in fall 2014 and 2013, but a large shift from seventh most

expensive in fall 2004, according to annual reporting from the College Board. Maryland also ranks well in community college tuition rates, posting the nineteenth most expensive tuition in the country (excluding Alaska) in fall 2015 compared to tenth in fall 2005.

Education and General Revenues

Exhibit 5 shows total Education and General (E&G) revenues at public senior higher education institutions from fiscal 2007 through the 2017 allowance. E&G funding is comprised of tuition and fee revenues, State funds, and other education-related revenues. Auxiliary income from sources such as dining halls and intercollegiate athletics is excluded; as well as hospital spending, which only impacts the University of Maryland, Baltimore (UMB). Also excluded are agricultural and cooperative extension programs at the State's two land grant institutions; the University of Maryland, College Park (UMCP) and the University of Maryland Eastern Shore (UMES); and funding for the Maryland Fire and Rescue Institute at UMCP.

Exhibit 5
Education and General Revenues at Four-year Institutions[1]
Fiscal 2007-2017
($ in Millions)



[1] Education and General revenues represent tuition and fees, State support (general funds and Higher Education Investment Funds), grants and contracts (federal, State, and local), and sales and services of educational activities less auxiliary enterprise revenue. Figures exclude funding for cooperative and agricultural extension programs and the Maryland Fire and Rescue Institute. For the University of Maryland, Baltimore, hospital expenditures are excluded.

Note: Percents represent year-over-year change in Education and General Revenues.

Source: Governor's Budget Books, Fiscal 2009-2017; Department of Budget and Management

Despite ups and downs in the Maryland economy, E&G revenues in higher education have consistently grown over the past decade, from a high of 9.0% in fiscal 2007 to a low of 0.7% in 2010. Revenues increase 3.4% in the fiscal 2017 allowance, although the allowance has often understated institutional revenues in the past. For example, the fiscal 2015 allowance budgeted an increase of 3.5%, but the actual appropriation shows that it grew 5.4%, driven mainly by higher-than-budgeted sales of educational services. Fiscal 2016 E&G revenues have grown from 2.0% in the allowance to 2.8% in the working appropriation. Full-time equivalent student (FTES) enrollment is projected to grow only 0.3% in the fiscal 2017 allowance similar to 0.4% growth in the 2016 allowance. This big slowdown in enrollment growth is discussed further in the first issue of this analysis.

Direct State support (general funds plus HEIF) was mostly flat between fiscal 2009 and 2013, with small increases since fiscal 2013. The fiscal 2017 allowance represents the fourth year of increasing State support, despite two rounds of cost containment in fiscal 2015 and 2016. Tuition and fee revenues have grown consistently due to a combination of, until recently, increasing enrollment and increasing tuition and fee rates. Even during the in-state, undergraduate tuition freeze from fiscal 2007 through 2010, undergraduate fees and tuition and fee rates for out-of-state, graduate, and SMCM students continued to grow, which helped drive up the revenue shown in Exhibit 5. Tuition and fee revenue first surpassed State support in fiscal 2004 and has outpaced State support ever since, although the difference has narrowed since fiscal 2013. Trends in E&G revenues by college may be seen in **Appendices 1** through **3**.

Tuition Rates at Public Four-year Colleges

The change in in-state and out-of-state tuition rates between fall 2006 and fall 2016 are shown in **Exhibit 6.** The 2016 rates are not final until approved by the respective governing board of USM, MSU, and SMCM. The tuition rates reflect the 1% tuition buydown to 2% for in-state undergraduates at all USM institutions and MSU funded in the fiscal 2017 allowance. While in-state undergraduate tuition growth was frozen from fiscal 2007 through 2010, it averaged 3% from fiscal 2011 through 2014. All schools have remained well below the 10% tuition increases experienced at some Maryland institutions in the early 2000s recession.

Chapters 192 and 193, the legislation that set a goal that in-state tuition not increase more than the growth in median family income as a measure of affordability, allows for periodic adjustments to align tuition rates with market demand and peer institutions. From fiscal 2011 through 2015, SU purposefully increased tuition at a higher rate to more closely align with tuition rates charged by its peer institutions, hence its over 40% increase from fiscal 2006 to 2016. MSU, on the other hand, held its tuition growth to about 20% over the past 10 years. Following significant tuition increases from fiscal 2002 to 2012, SMCM received $1.5 million in State funds to reduce its tuition rate by 8.6% in fall 2014 and freeze tuition at the lower rate in fall 2015. The additional $1.5 million grant was rolled into the SMCM funding formula in fiscal 2016.

Exhibit 6
Tuition Rates at Public Four-year Institutions
Fall 2006-2016

	Fall 2006	Fall 2013	Fall 2014	Fall 2015	Fall 2016	% Change 2015-16	Total Change 2006-16
In-state Full-time Undergraduate Students							
Univ. of MD, College Park	$6,566	$7,390	$7,764	$8,152	$8,315	2.0%	26.6%
Bowie State University	4,286	4,824	4,969	5,217	5,321	2.0%	24.1%
Towson University	5,180	5,830	6,124	6,430	6,560	2.0%	26.6%
Univ. of MD Eastern Shore	4,112	4,628	4,767	5,005	5,105	2.0%	24.1%
Frostburg State University	5,000	5,630	5,916	6,214	6,340	2.0%	26.8%
Coppin State University	3,527	3,970	4,089	4,294	4,380	2.0%	24.2%
University of Baltimore	5,325	5,992	6,172	6,480	6,610	2.0%	24.1%
Salisbury University	4,814	5,912	6,392	6,712	6,846	2.0%	42.2%
Univ. of MD Univ. College[2]	5,520	6,192	6,384	6,696	6,816	1.8%	23.5%
Univ. of MD Baltimore County	6,484	7,298	7,518	8,044	8,204	2.0%	26.5%
Morgan State University	4,280	4,816	4,960	5,060	5,161	2.0%	20.6%
Average (simple) [2]	5,009	5,680	5,914	6,209	6,333	2.0%	26.4%
St. Mary's College of Maryland	9,498	12,245	11,195	11,195	11,419	2.0%	20.2%
Out-of-state Full-time Undergraduate Students							
Univ. of MD, College Park	$20,005	$26,576	$27,905	$29,300	$30,179	3.0%	50.9%
Bowie State University	13,805	15,391	15,545	15,700	15,857	1.0%	14.9%
Towson University	14,538	17,508	17,682	18,036	18,228	1.1%	25.4%
Univ. of MD Eastern Shore	10,679	13,134	13,791	14,067	14,489	3.0%	35.7%
Frostburg State University[1]	14,050	16,278	17,434	18,314	18,864	3.0%	34.3%
Coppin State University	10,550	8,904	9,350	9,818	10,110	3.0%	-4.2%
University of Baltimore	17,411	16,550	17,046	17,898	18,434	3.0%	5.9%
Salisbury University	12,708	14,258	14,738	15,058	15,258	1.3%	20.1%
Univ. of MD Univ. College[2]	10,656	11,976	11,976	11,976	11,976	0.0%	12.4%
Univ. of MD Baltimore County	15,216	18,872	19,816	20,808	21,432	3.0%	40.9%
Morgan State University	12,040	14,230	14,444	14,734	15,029	2.0%	24.8%
Average (simple)	13,787	15,789	16,339	16,883	17,260	2.2%	25.2%
St. Mary's College of Maryland	19,340	26,045	26,045	26,045	26,045	0.0%	34.7%

[1] Frostburg State University has a separate, lower out-of-state rate for non-Maryland students from within 120 miles of campus.
[2] Based on 24 credit hours.

Source: Morgan State University; St. Mary's College of Maryland; University System of Maryland

Changes in tuition rates over the entire period since fall 2006 averaged 2.6% annually for most institutions, as fall 2006 was the first year of the tuition freezes in fiscal 2007 through 2010. Until fiscal 2015, SU and SMCM had been the only colleges to have increased at a different rate. SMCM, which was not a part of the original tuition freeze, grew at a rate of 4.8% from fall 2006 to 2012 before tuition was frozen in fall 2013, reduced in fall 2014, and frozen at the reduced rate in fall 2015.

Exhibit 6 shows only tuition, but students and families must also pay mandatory fees to support activities or services, as well as room and board charges if they live on campus. **Exhibit 7** also shows each college's full cost for full-time, on-campus students. SMCM is the highest at $26,563 and Coppin State University (CSU) is the lowest at $15,806. Both schools have been in those positions for at least the past 20 years. Comparable rates from fall 2008 show that costs have grown the most, by 46.6%, at SU, which is to be expected from its tuition rate acceleration. However, SU is only the fifth most expensive of the 10 colleges shown in the exhibit. Different meal and room plans greatly alter the total charges, which could change the rankings. This exhibit assumes, when possible, a shared double suite and the standard meal plan. With the exceptions of SMCM, University of Maryland Baltimore County (UMBC), and Frostburg State University (FSU), room and board are a greater cost to students than tuition and fees.

Exhibit 7

Tuition, Fees, and Room and Board Rates at Public Four-year Institutions In-state Full-time Undergraduate Students

Fall 2008 and 2016

	Fall 2008	Fall 2016					
	Total Charge	Tuition	Mandatory Fees	Room and Board	Total Charge	$ Change 2008-16	% Change 2008-16
St. Mary's College of Maryland	$21,844	$11,419	$2,754	$12,390	$26,563	$4,719	21.6%
UM Baltimore County	17,500	8,204	3,065	10,032	21,301	3,801	21.7%
UM College Park	17,113	8,315	1,910	10,971	21,196	4,083	23.9%
Towson University	15,620	6,560	2,848	11,306	20,714	5,094	32.6%
Salisbury University	14,120	6,846	2,518	11,340	20,704	6,584	46.6%
Morgan State University	12,922	5,105	2,699	9,364	17,168	4,246	32.9%
UM Eastern Shore	12,415	5,321	2,559	9,244	17,124	4,709	37.9%
Bowie State University	14,248	4,960	2,487	9,373	16,820	2,572	18.0%
Frostburg State University	13,246	6,340	2,362	8,094	16,796	3,550	26.8%
Coppin State University	12,279	4,380	2,068	9,358	15,806	3,527	28.7%

UM: University of Maryland

Source: St. Mary's College of Maryland; University System of Maryland Schedule of Tuition and Mandatory Fees; Governor's Budget Books

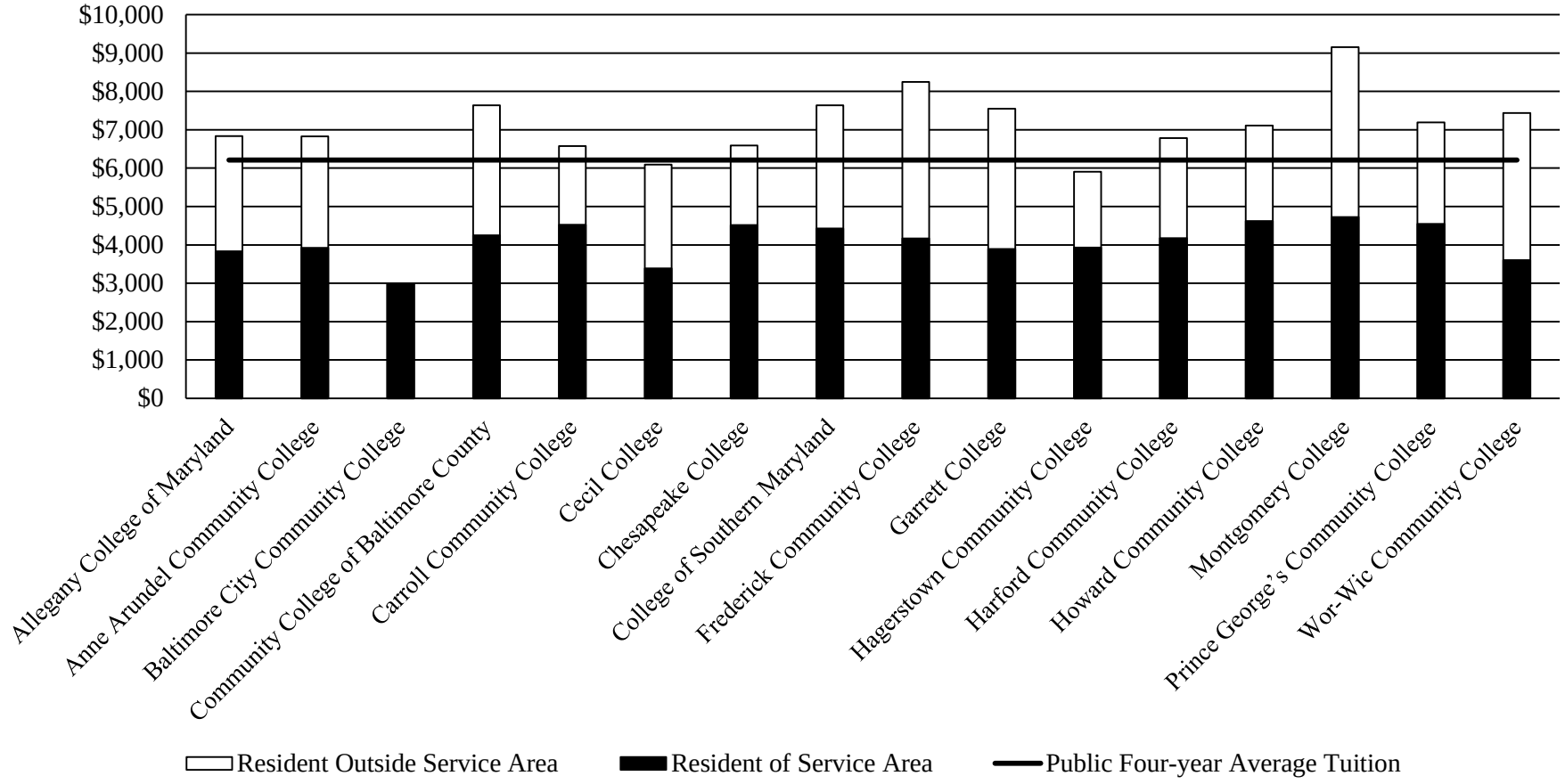
Exhibit 8 shows tuition and fee rates for Maryland community colleges in fall 2015. Unlike four-year institutions, community colleges generally set rates much closer to the fall semester and also charge three tuition levels: one for students in the county or service area; another rate for all other Maryland residents; and a final rate for out-of-state students. BCCC is unique in that, as a State institution, it charges one rate for all Maryland residents.

Overall, for the more price-sensitive population that community colleges serve, there is considerable variation in tuition charges. For example, BCCC is only two-thirds the price of the most expensive service-area school, which is Montgomery College, and only one-third the price for out-of-service area residents at Montgomery College. This may be an issue if a student wants to pursue a particular program at a community college elsewhere in the State than where the student is a resident. Additionally, the institutional average of tuition of the public four-year sector, from Exhibit 6, is shown next to the two-year institutions' rates, which reveals that all but three community colleges now charge more to out-of-service area students than what those students would likely end up paying at a public four-year campus. This raises issues for promoting community college enrollment and completion of Associate of Arts (AA) degrees, especially for students who live near county lines or are willing to commute because it may, in fact, be less expensive to attend a traditional four-year institution.

Productivity Measures

Retention rates, shown in **Exhibit 9**, foreshadow graduation rates. That is, colleges with high retention rates tend to also have high graduation rates. UMCP and SMCM have the highest second-year retention rates, both over 90.0%, while CSU has the lowest at 62.0%. The five institutions with rates of 80.0% or higher are also the institutions that graduate the most students in six years. While this exhibit shows only the outcomes of the 2008 cohort of first-time, full-time (FT/FT) students in order to show the same cohort's six-year graduation rates, MHEC has reported rates for more recent students as well. The 2013 cohort has a second year retention rate of 85.1%, the highest rate that MHEC has ever recorded and a very positive indicator for college completion in the near future for Maryland institutions.

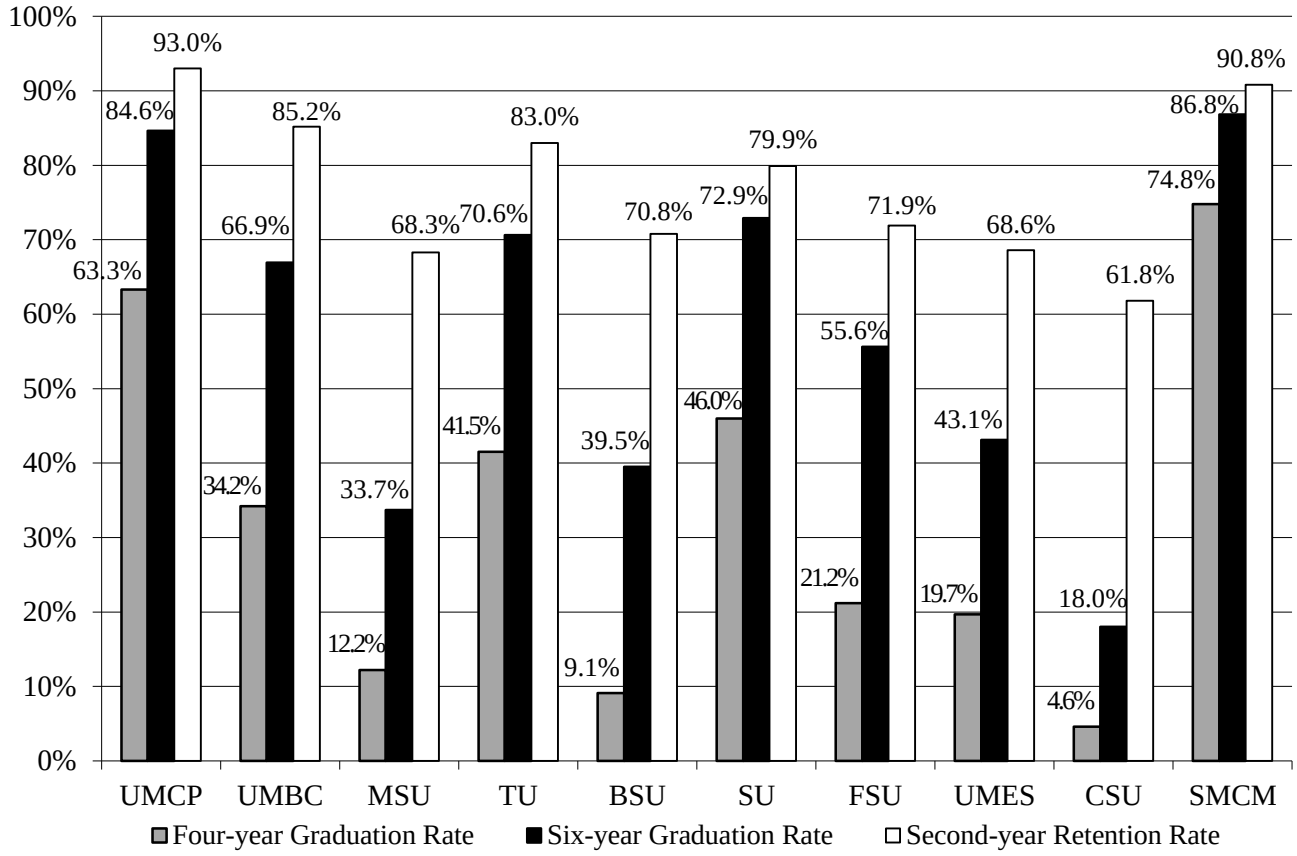
Exhibit 8
Tuition and Fee Rates at Maryland Community Colleges
Fall 2015



Note: These are full-time rates based on 30 credit hours, but many community college students enroll only part-time. Baltimore City Community College charges one rate for all Maryland residents. Out-of-state rates are not shown.

Source: Maryland Association of Community Colleges

Exhibit 9
Second-year Retention and Four- and Six-year Graduation Rates
First-time, Full-time Students
2008 Cohort



BSU: Bowie State University
CSU: Coppin State University
FSU: Frostburg State University
MSU: Morgan State University
SMCM: St. Mary's College of Maryland
SU: Salisbury University
TU: Towson University
UMBC: University of Maryland Baltimore County
UMCP: University of Maryland, College Park
UMES: University of Maryland Eastern Shore

Source: Maryland Higher Education Commission *Retention and Graduation Rates at Maryland Public Four-year Institutions*, December 2015

Maryland's graduation and retention rates are high compared to other states, and the State's six-year graduation rate increased from 55.4% for the 1993 cohort to 63.7% for the 2008 cohort, the most recent actual data available. The 2008 cohort has extremes: the CSU 18.0% six-year graduation rate is among the lowest posted by any Maryland four-year institution since at least the 1990 cohort, while over the same time period, the SMCM 86.8% six-year graduation rate for the 2008 cohort is the highest ever recorded. The prior year's cohort improved 2.2%, the largest single year improvement since at least 1990, while the 2008 cohort declined 0.1%. Since Maryland's six-year graduation rate first broke 60.0% with the 1997 cohort, it has been no lower than 61.1%, but the 2008 cohort at 63.7%

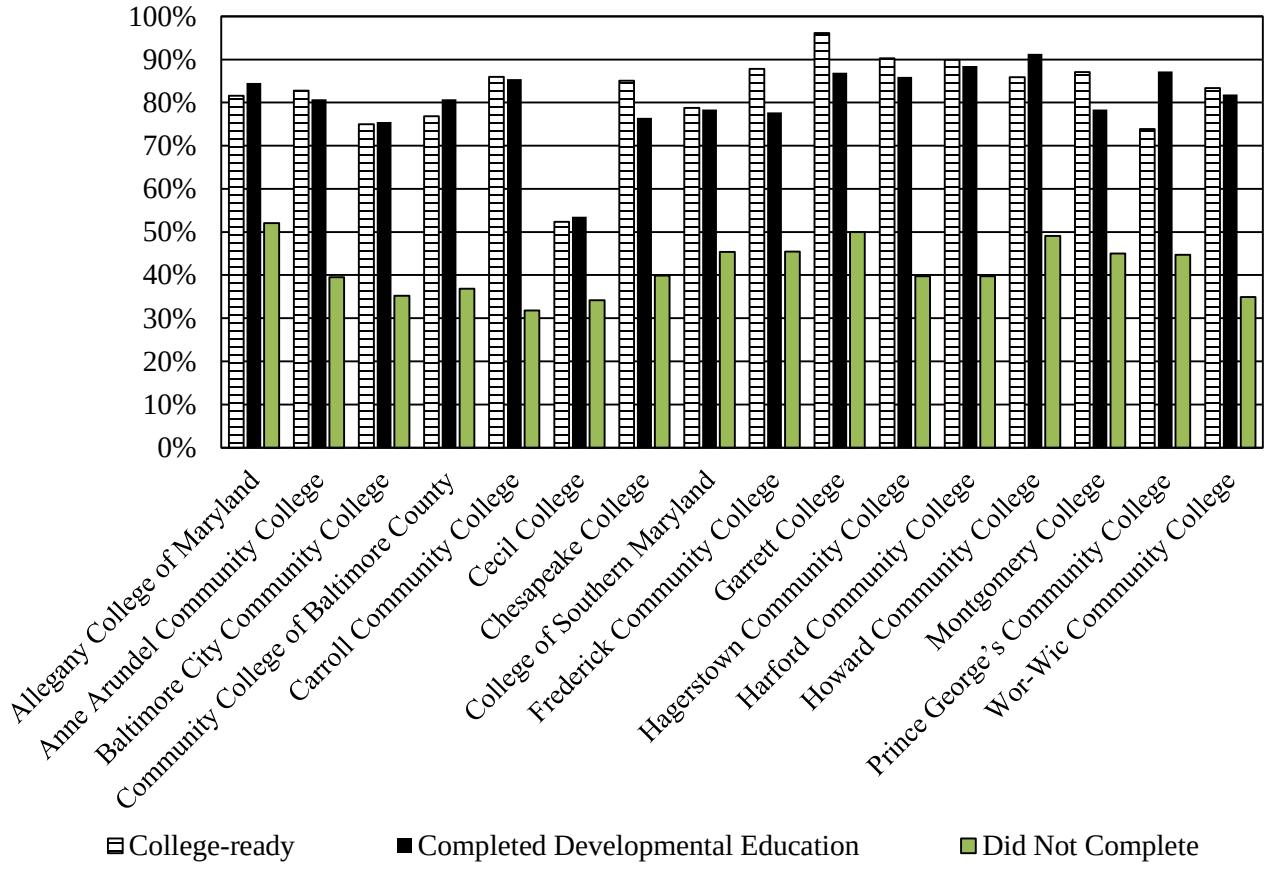
still remains 1.0% below the all-time high of 64.7% for the 2003 cohort. Since then, only five schools have since increased their six-year graduation rates, while rates for the other five schools have declined.

There is wide variability between colleges in terms of on-time, or four-year, graduation rates for full-time students, which is often significantly lower than the six-year graduation rate, with the exception of SMCM. The overall State four-year graduation rate for the 2008 cohort was 38.4%, but this rate hit a record high of 40.6% with the 2009 cohort, due to recent improvements of 2.0% or more at the State's two largest campuses, UMCP and TU. This suggests the six-year rate for the 2009 cohort, when available next year, should exceed the 2008 cohort's rate of 63.7%. Meanwhile, the CSU four-year rate remains low, at 4.6% in the 2008 cohort, and has risen above 6.0% only once since the 1999 cohort. Graduation rates and other indicators of student outcomes are shown in **Appendices 5** through **7**.

Students enrolling at community colleges often have different personal goals than those at traditional four-year institutions. Community college students tend to have higher developmental education needs, and completing a degree program may not be the top priority for the student. With these differences, it is difficult to directly compare the outcomes between the two segments.

For community college students, successful persister rates are used to measure student performance. A successful persister is a student who attempts at least 18 credits in his or her first two years and who after four years is still enrolled, has graduated, or has transferred. **Exhibit 10** shows three subgroups of persisters for the fall 2010 cohort – those who are college-ready, the developmental education completers (students who test into developmental education and complete it within four years), and the developmental noncompleters. The success rate across colleges is interesting because at many institutions, there are similar outcomes for college-ready and developmental completers. Prince George's Community College stands out because developmental completers are 13% more likely to succeed than college-ready students. In prior cohorts, many colleges showed greater success with developmental completers. It is not clear why this trend subsided in the 2010 cohort. On the other hand, some community colleges have notable success with developmental noncompleters, particularly the colleges in Western Maryland (Allegany and Garrett), which had such students persisting at 10% or more above the State average. This suggests some campuses have developed best practices for dealing with certain populations of students and may have best practices to share with other institutions.

Exhibit 10
Persister Rate by Type of Student
Fall 2010 Cohort



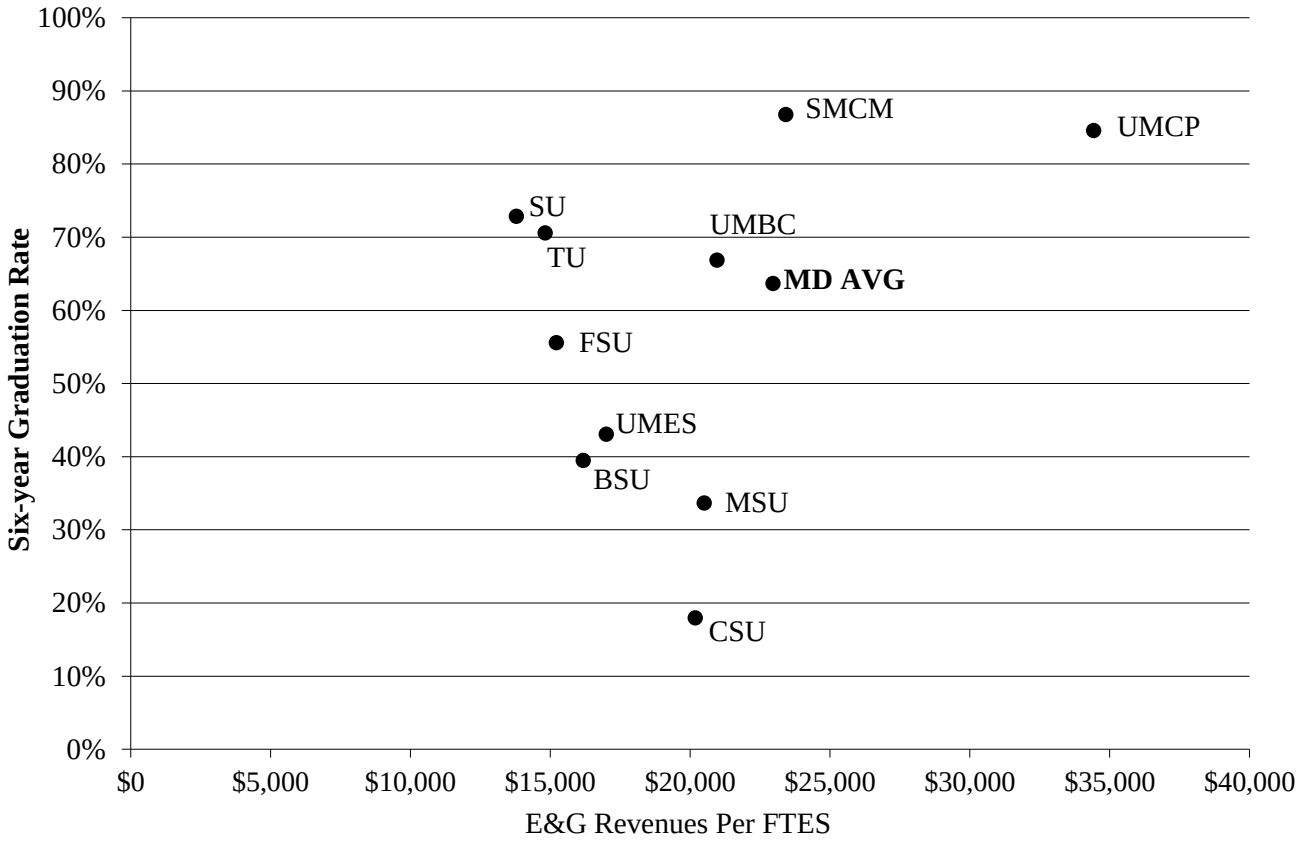
Source: Maryland Association of Community Colleges

Productivity on a Per Student Basis

Another way to analyze college success is to examine what is produced for the State's investment. **Exhibit 11** compares the six-year graduation rate of the same 2008 cohort (graduating in fiscal 2014) with each college's E&G revenue per FTES in fiscal 2014. The colleges in the upper left quadrant of the exhibit are those that achieve higher than average graduation rates while receiving less than average revenue per FTES and are considered more efficient. For the 2008 cohort, SU and TU are again the State's most efficient institutions by this measure. SU, in particular, has a graduation rate of 72.9% while receiving the least revenue per FTES statewide, $13,786. SU and TU have consistently been the State's most efficient for many years. At the other end, CSU receives nearly 50.0% more funding than SU per student, but CSU students graduate at less than a quarter of the rate of SU. In the upper right quadrant, SMCM and UMCP,

which have the highest graduation and retention rates, also have the highest E&G revenue per FTES, but for very different reasons. SMCM is a very small liberal arts college, whereas UMCP is a large research institution.

Exhibit 11
E&G Revenues Per FTES and Six-year Graduation Rates
Fiscal 2014



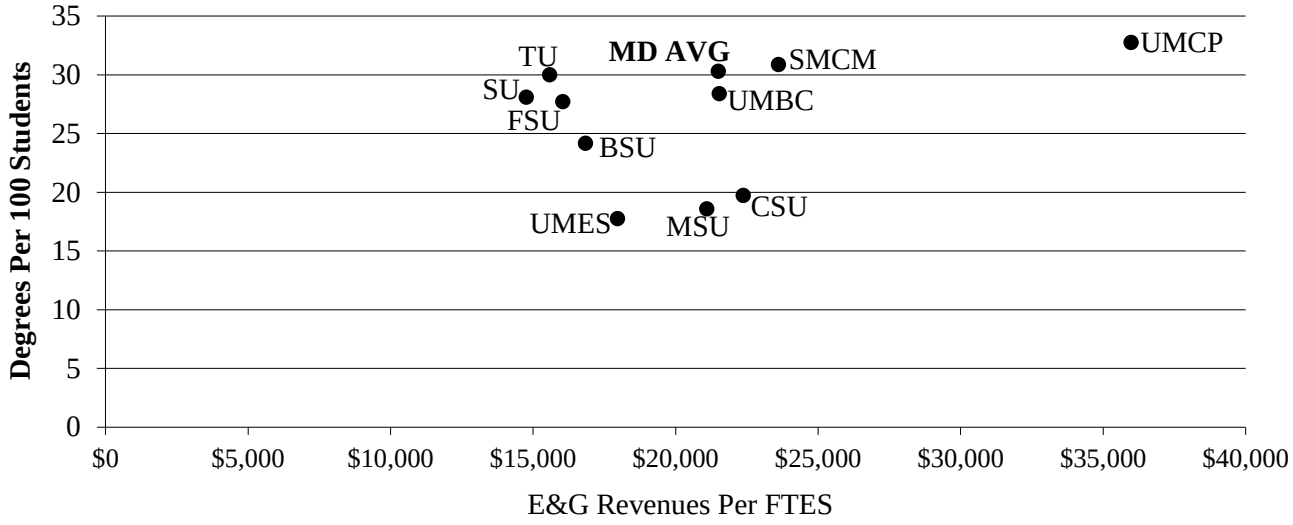
BSU: Bowie State University
CSU: Coppin State University
E&G: Education and General
FSU: Frostburg State University
FTES: full-time equivalent student
MD AVG: Maryland Average
MSU: Morgan State University
SMCM: St. Mary's College of Maryland
SU: Salisbury University
TU: Towson University
UMBC: University of Maryland Baltimore County
UMCP: University of Maryland, College Park
UMES: University of Maryland Eastern Shore

Note: The University of Maryland, Baltimore; the University of Maryland University College (UMUC); and the University of Baltimore are not included. UMUC had an E&G per FTES funding level of $13,843 in fiscal 2014 but is not displayed because the Maryland Higher Education Commission does not report a six-year graduation rate for the institution. UMUC recently began to track success rates of students comparable to those reported for the other institutions in this exhibit, beginning with the fall 2006 cohort, but the data is not yet available.

Source: Maryland Higher Education Commission; Governor's Budget Books, Fiscal 2017

Exhibit 12 shows each college's E&G revenues per FTES graphed against degrees awarded per 100 FTES in fiscal 2015, the most recent actual available. By this measure, SU and TU are again the most efficient, although FSU is not far behind. MSU was the least efficient, awarding 18.4 degrees per 100 FTES with E&G revenues of $21,088 per FTES. Similarly, CSU awarded only 19.7 degrees with revenues of $22,372 per FTES. At the other end of the spectrum is UMCP. Although it awards the most degrees per 100 FTES in the State, 32.7, it does so while spending nearly 70% more than the State average. Again, this is mainly due to its resource-intensive mission to serve as a high productivity research institution and flagship campus for the State. Given that all institutions are expecting moderate increases in funding, as shown in Exhibit 1, and that the budgeted enrollment grows only 0.3%, the cost-per-degree measures will likely significantly worsen in the near future.

Exhibit 12
E&G Revenues Per FTES and Degrees Awarded Per 100 FTES
Fiscal 2015



BSU: Bowie State University
CSU: Coppin State University
E&G: Education and General
FSU: Frostburg State University
FTES: full-time equivalent student
MSU: Morgan State University
SMCM: St. Mary's College of Maryland
SU: Salisbury University
TU: Towson University
UMBC: University of Maryland Baltimore County
UMCP: University of Maryland, College Park
UMES: University of Maryland Eastern Shore

Note: The University of Maryland, Baltimore; University of Maryland University College; and the University of Baltimore are not included.

Source: Department of Budget and Management; Department of Legislative Services

Despite no significant improvement in productivity on a per student basis at some institutions and given budget assumptions that the productivity inputs will not lead to improving outcomes in the short term, the Chancellor, the President of Morgan State University, and the President of St. Mary's College of Maryland should comment on how institutions can be held accountable for the amount of public funding they spend for student completions.

Issues

1. Higher Education Enrollment Doldrums Continue

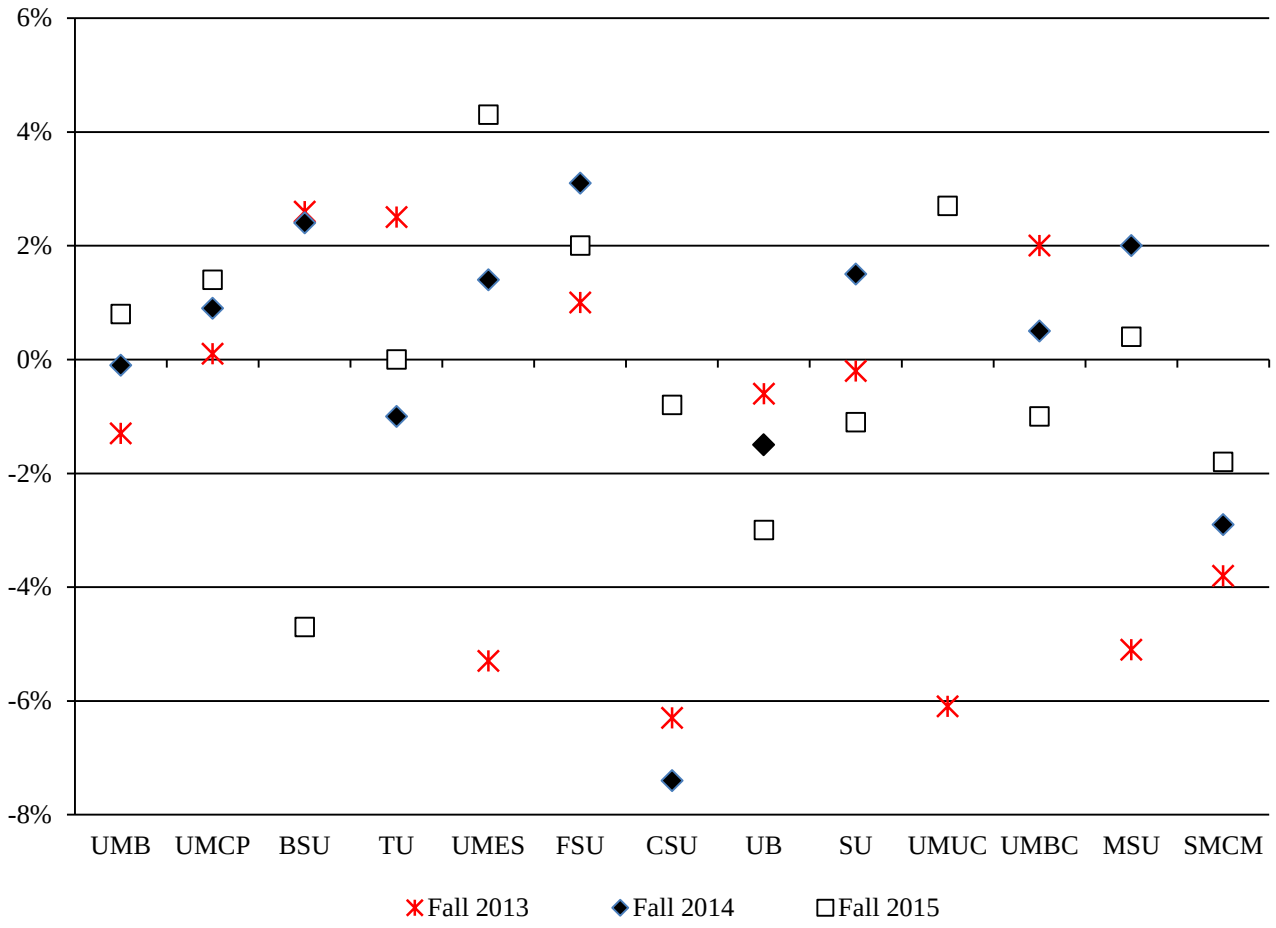
Opening fall 2015, headcount enrollment in two- and four-year public and private institutions of higher education was 358,348, a decrease of 1,635 students, or 0.5%, from the prior year. Undergraduate students declined by about 3,000, while graduate students grew by about 1,350. This is the third overall decline in four years, with total enrollment now 15,000 students, or 4.0%, below the all-time peak of 373,359 students in fall 2011. This is an important change in enrollment trends because, apart from enrollment leveling in the early 1990s and again in 2005, headcount enrollment had only appreciably decreased twice from fall 1990 through fall 2011. How Maryland's institutions respond to this declining pool of interested students represents an important challenge.

This overall enrollment decline masks important changes at the segment level. For example, 12 of 16 community colleges saw moderate declines, driving the two-year segment down by just over 3,500 students, or 2.6%. This was offset by slight growth at public senior institutions of about 1,450 students, or 0.8%. However, if the mostly online University of Maryland University College (UMUC) is excluded, public four-year enrollment grew by only 152 students, or 0.1%, less than the 2016 allowance assumed.

Growth at private institutions was about 450 students, also 0.8%. Within this segment, Sellinger-eligible private institutions actually declined by about 250 students, or 0.5%, while all other private institutions grew by almost 700 students, or 20.1%. Part of the decline among Sellinger institutions is due to the closure of Sojourner-Douglass College in summer 2015. The enrollments of the other private schools are prone to swings and can be hard to estimate with accuracy.

Exhibit 13 shows the fall 2015 enrollment changes at the State's public four-year institutions. The campus-by-campus changes range from an increase of 4.3% at UMES to a decline of 4.7% at Bowie State University (BSU). CSU experienced a sixth year of decreasing enrollment, but, at only 0.8%, its enrollment decline may be bottoming out. This exhibit excludes UMUC fall 2014 enrollment because the institution changed how it reported online enrollments to MHEC. While UMUC saw its enrollment decline by 6.1% in fall 2013, it reported growth of 21.8% in fall 2014 by counting all of its European-based online students as stateside enrollments due to consolidation of the school's administration. If UMUC enrollments are backed out of the State totals in 2014 and 2015, headcount enrollment going into fall 2015 declined by over 2,900 students, or 0.8%. UMUC, by itself, is nearly holding part-time student enrollment steady in Maryland. Thus, when excluding the online-oriented UMUC, the State is, in fact, experiencing an unprecedented fourth year of enrollment declines at physical campuses.

Exhibit 13
Percent Change in Headcount Enrollments, Public Four-year Institutions
Fall 2013 to Fall 2015



BSU: Bowie State University
CSU: Coppin State University
FSU: Frostburg State University
MSU: Morgan State University
SMCM: St. Mary's College of Maryland
SU: Salisbury University
TU: Towson University
UB: University of Baltimore
UMB: University of Maryland, Baltimore
UMBC: University of Maryland Baltimore County
UMCP: University of Maryland, College Park
UMES: University of Maryland Eastern Shore
UMUC: University of Maryland University College

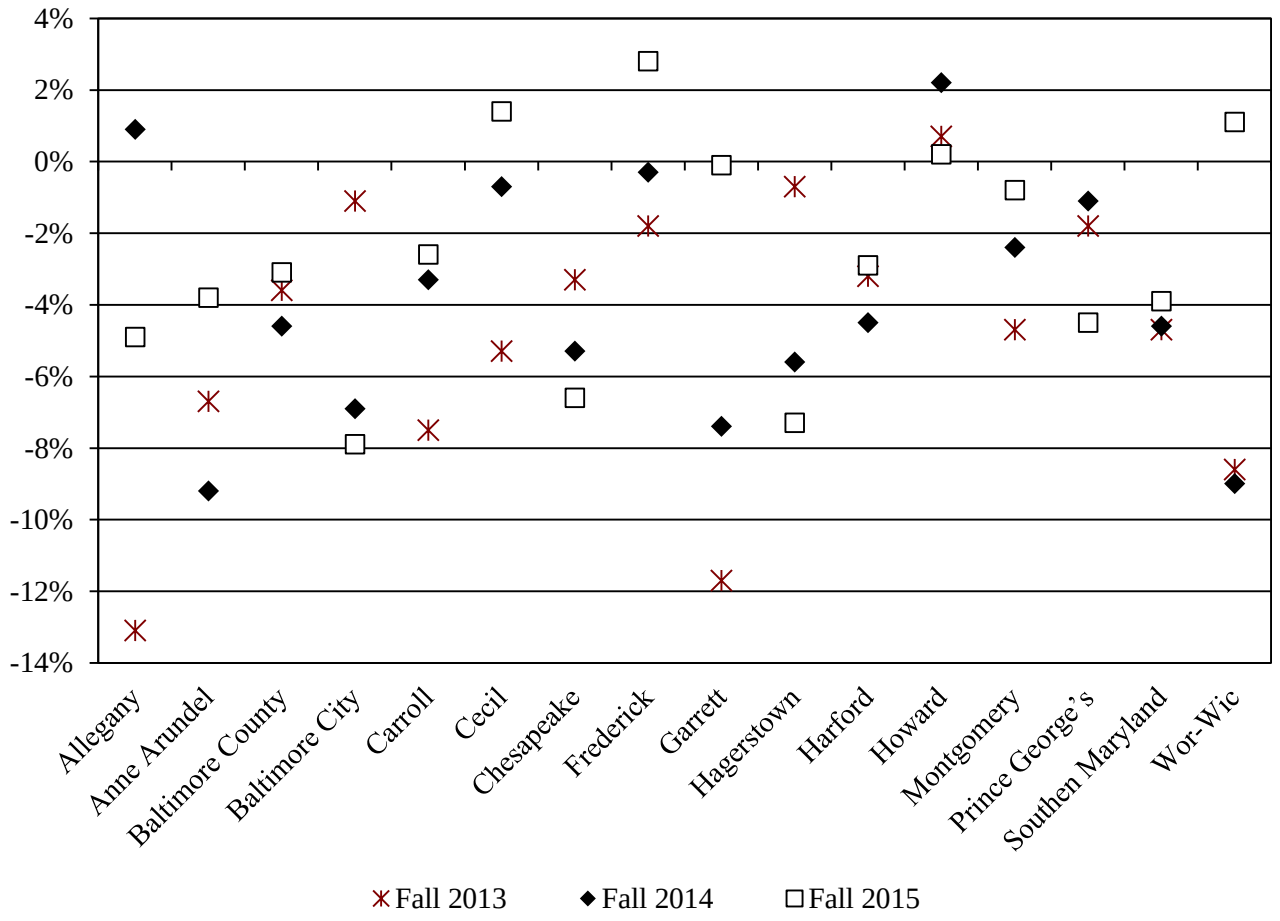
Note: University of Maryland University College fall 2014 enrollment is not shown.

Source: Maryland Higher Education Commission, *Opening Fall Enrollments, 2015*

Similar data for the public two-year institutions is show in **Exhibit 14**. Overall enrollment decreased 2.6%, or about 3,500 students. This is a much smaller decline than fall 2014, which had a decline of 4.6%, or 11,450 students. Over the past three fall terms, 11 colleges saw declines in all

three years, while 4 saw declines in two of the three years. Howard Community College is the only community college that has posted three years of growth in opening enrollments, possibly due to its new Health Sciences Center. Unfortunately, from fall 2014 to fall 2015, five campuses saw their rates of enrollment decline increase. The declines are geographically dispersed; the Eastern Shore's Chesapeake College (-6.6%) has been hit hard, as well as Hagerstown (-7.3%). The single largest year-to-year decline occurred at BCCC in fall 2012, when it lost 1,606 students, or 22.7% of its total enrollment. While the decline for BCCC stabilized in fall 2013, it has not improved in fall 2014 or 2015. With the exception of BSU, the changes at the community colleges are generally of a greater magnitude when compared to the public four-year institutions.

Exhibit 14
Percent Change in Headcount Enrollments, Community Colleges
Fall 2013 to Fall 2015



Source: Maryland Higher Education Commission *Opening Fall Enrollments, 2015*

Causes of the Decline

Declining enrollment is not unique to Maryland. However, while Maryland was in step with the nation's fall 2014 decrease of 1.3%, Maryland is performing better than the nationwide 1.7% decline reported in fall 2015 by the National Student Clearinghouse (NSC), regardless of how UMUC enrollment is counted. Maryland's community college enrollment decline of 2.6% closely matches the NSC national rate of 2.4%, as it also did in fall 2014. Both MHEC and NSC measure enrollment by the location of the institution. NSC measure for Maryland's enrollment decline in fall 2015 is an overall decrease of 0.4%, to about 358,000 students. This differs from MHEC by about 600 students, or 0.2%.

College enrollments, especially of part-time students, are partially correlated to the unemployment rate, which has slowly recovered in Maryland since the most recent economic recession. This past fall, if UMUC enrollment is removed again, part-time headcount enrollment at public four-year institutions fell 2.1% from about 23,700 to 23,200 students. Part-time enrollment is also down at community colleges, falling by 1,500 students or 1.7%. At a time when students are growing more price sensitive and the State is promoting community colleges as a smart investment, fewer students are choosing community college.

This is unusual because student composition is changing in a way that would seem to benefit community colleges. Fall 2015 was the sixth consecutive year of declining enrollment of FT/FT students. From a peak of about 41,250 students in fall 2009, Maryland's FT/FT students have declined by almost 6,000 students, or 14.5%, to almost 35,300 students by fall 2015. Over the same time period, public high school graduates in Maryland declined by only about 800 students, or 1.3%. High school enrollments are also now majority minority, who generally have lower college-going rates. As has been noted in prior MHEC reports for Maryland and in federal publications for the whole country, the future of student enrollment is increasingly going to be made up of part-time students. This part-time enrollment is but one type of nontraditional enrollment that is increasingly common across all campuses. The question of where FT/FT students are going has not been satisfactorily answered, although prime suspects include attendance at out-of-state institutions and improving prospects in the workforce. However, as will be discussed further in the next issue, the proportion of students going out of state has remained steady.

The Secretary should comment on how other public institutions will fit into the changing enrollment landscape when UMUC appears to be taking the majority of student growth.

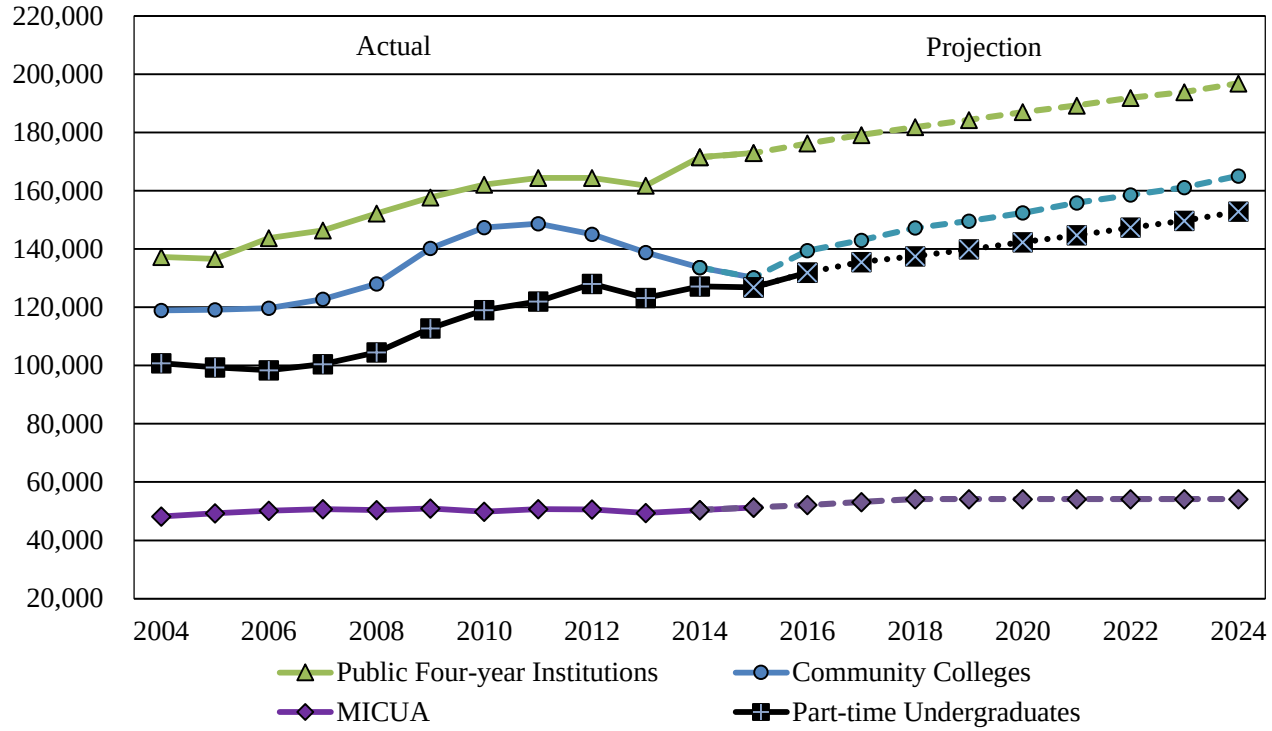
Fiscal 2017 Enrollment and Beyond

The fiscal 2017 allowance was calculated assuming a 0.4% increase in FTES enrollment at public four-year institutions, which combines full-time and part-time students into one figure. FTES enrollments declined slightly in fiscal 2013 and 2014, then grew 2.9% in fiscal 2015. The working budget for fiscal 2016 reports growth of only 0.2%.

Exhibit 15 shows actual headcount enrollments by segment alongside MHEC headcount enrollment projections through fall 2024. The public four-year line bumps up in fiscal 2014 because of the change in UMUC enrollment counting, previously mentioned. The Maryland Independent

College and University Association (MICUA) provided its members' enrollment projections through fiscal 2020 and the Department of Legislative Services (DLS) estimated growth after that year. The MHEC projection missed the continuing decline in fall 2015 community college enrollments but sees growth in the long run. This exhibit also shows part-time enrollment, which went down from fall 2012 to 2013 but is projected to steadily increase in the out-years, serving as the base for growth. If these trends hold, community colleges will break their previous headcount enrollment record from fiscal 2011 in 2019, the same time when public four-year institutions will surpass their high, also set in fiscal 2011. MICUA institutions will likely hit this level in fiscal 2019. Overall, this means Maryland is still working through a six-year dip in enrollment. Returning to the previous high will likely require institutions to enroll more nontraditional students, given the decline of FT/FT students. One avenue for community colleges will be to more heavily pursue dually enrolled high schools students, discussed later in this analysis.

Exhibit 15
Maryland Headcount Enrollment by Segment
Fall 2004-Fall 2024



MICUA: Maryland Independent College and University Association

Note: Dotted line indicates projection.

Source: Maryland Higher Education Commission; Maryland Independent College and University Association; Department of Legislative Services

The campus presidents should comment on how institutions will budget for and adapt to flat or declining student enrollment.

2. Higher Education Data Systems and Evaluation

The 2013 Maryland State Plan for Postsecondary Education added a new goal for the State on Data Use and Distribution, calling for the "deliberate use and distribution of quality data related to postsecondary education." Increasingly complex and interrelated policy questions required the State to invest considerable time and resources into building the Maryland Longitudinal Data System (MLDS) Center to collect statewide data on K-12 and higher education students and the workforce (Chapter 190 of 2010). Started with $15.7 million in federal funds beginning in fiscal 2006, it now annually receives about $2.0 million for operations, budgeted within the Maryland State Department of Education (MSDE). In fiscal 2016, MLDS received another federal grant for $2.6 million for the design of synthetic datasets.

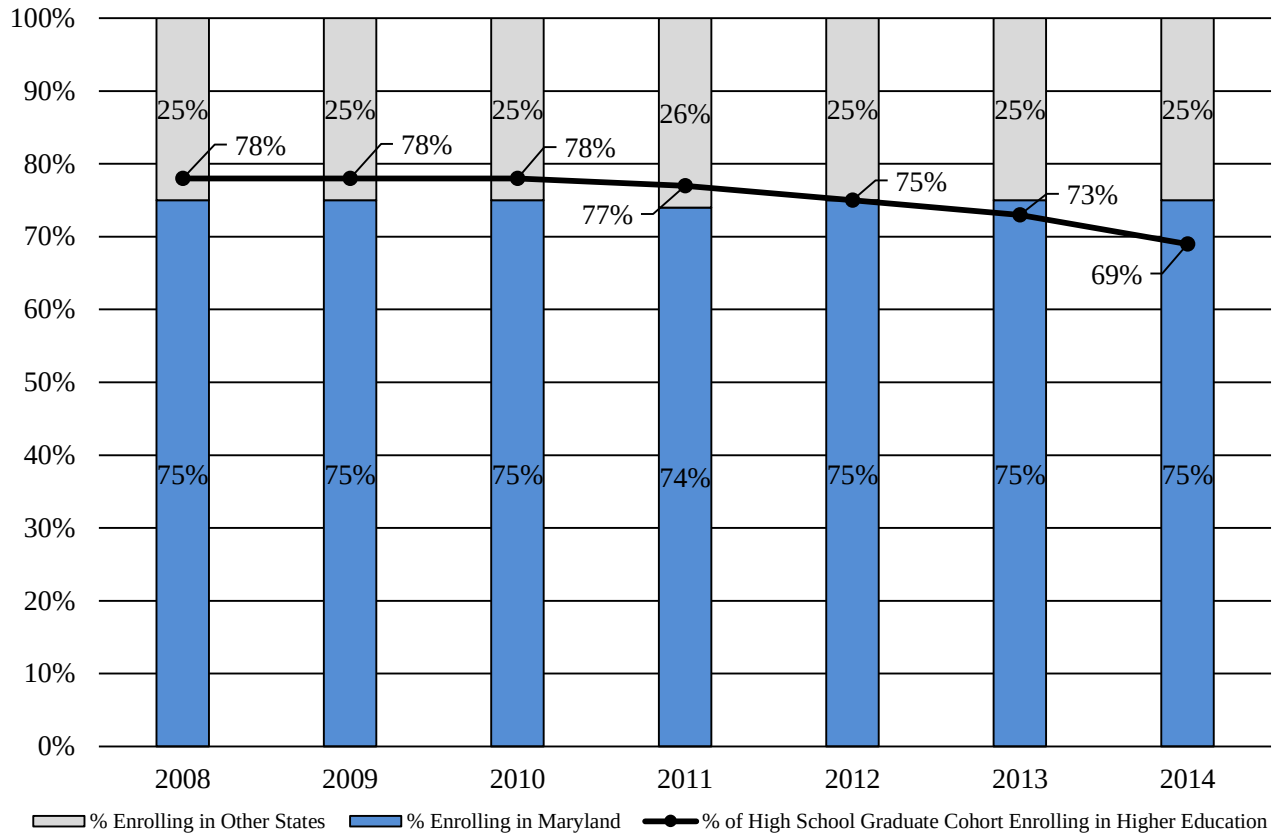
By statute, MLDS must produce an annual report on the status of MLDS and a report on the dual enrollment of high school students at institutions of higher education in Maryland, an issue of great interest for the Maryland General Assembly. While dual enrollment outcomes will be discussed in greater detail in Issue 5 of this analysis, an important takeaway from the first two reports from 2013 and 2014 was that available vetted data was in short supply. Over the course of calendar 2015, MLDS made enormous progress on this issue as it finished loading and sorting over 6.5 million student and worker records covering fiscal 2008 through 2014. Now, nearly 90% of all twelfth graders from public high schools in a given year can be linked to higher education or workforce records, and MLDS believes it can raise that to perhaps as high as 95%. This loading and matching process took longer than anticipated, but with assistance from the Motor Vehicle Administration (MVA) to verify records, it now places MLDS in a position where it can begin making serious progress on its research agenda. Of students who leave the State after high school graduation, only those who enroll in postsecondary education can be tracked by MLDS using NSC data. If students leave for any other reason, such as enlisting in any of the uniformed services, the student effectively disappears from MLDS. Due to these limitations, a critical step for the MLDS Governing Board was passing data reporting standards in April 2015 to address the many complications arising with reporting using known incomplete data. However, the MLDS Governing Board has made limited progress since then as it has been without a chair since July 2015.

Many limitations currently exist with MLDS for reasons of statutory scope and privacy. For example, there has been a recent push at the federal and State level to provide higher education experiences to prison inmates, but there is currently no way to flag incarcerated students, so MLDS cannot track outcomes of these programs. Similarly, MLDS does not track children in foster care or any records from the Department of Juvenile Services. Expanding data collection to include or flag certain new populations would require statutory change. Online education outcomes are also absent from MLDS.

One of the primary goals of MLDS is to provide web-based data dashboards and research studies. Although MLDS technically met its statutory deadline of December 31, 2014, to become fully developed and operational, its website content is not as robust as envisioned. As DLS noted in 2015, the website contained little more than the dual enrollment reports. Today, the web page for Published Research is empty, there is only one dashboard series on initial postsecondary enrollment, and there are two snapshots on dual enrollment and charter schools (dashboards are updated over time and may interact with the user, whereas snapshots are static). This level of content lags behind the output of

some states, like Virginia or Washington. **Exhibit 16** is one of the datasets reported in the available dashboard. According to MLDS, Maryland high school graduates have been remarkably steady in the split between in-state versus out-of-state enrollments over the past seven years, 75% versus 25%. This suggests that the decline in enrollment, discussed in Issue 1, may not be due to a "brain drain" effect.

Exhibit 16
Initial Enrollments of Maryland High School Graduates
Fiscal 2008-2014



Note: This shows annual cohorts graduating from public Maryland high schools. As this data is longitudinal, over time the newer cohorts will begin to more closely resemble the older cohorts.

Source: Maryland Longitudinal Data Center, *Initial Postsecondary Enrollments*

The other major cross-segment entity, at least theoretically, is the Governor's P-20 Leadership Council of Maryland (P-20 Council), which provides a forum for education stakeholders as well as workforce and economic development (Chapter 191 of 2010). The P-20 Council did not meet for over a year, since prior to Governor Lawrence J. Hogan's election, until November 2015 after the Governor's appointments were made. The Governor has appointed the Secretary of the Department of

Labor, Licensing, and Regulation as the Chair. A meeting was held in November 2015 to establish a schedule of meetings for 2016 and create seven workgroups: (1) Workforce Development; (2) At-Risk Students; (3) High School Equivalency/General Education Diploma; (4) Teachers; (5) Common Core/Partnership for Assessment of Readiness for College and Careers (PARCC); (6) MLDS; and (7) College and Career Readiness.

As of January 2016, all the workgroups have held meetings. The MLDS workgroup will discuss longitudinal policy research questions for MLDS to analyze, which as noted above, carries more interest now that the laborious dataset loading has been completed. An early test of MLDS that the workgroup will likely follow, will be the collaboration of MLDS with Baltimore's Promise to use data to improve the outcomes of Baltimore City's youth. A summary of P-20 Council workgroups' findings will be expected in the P-20 Council's next annual report, due December 15, 2016.

The Executive Director of the MLDS Center should comment on identifying the most urgent questions for MLDS to analyze; what can be expected from the Baltimore's Promise collaboration; and when the MLDS website may have more content available for policymakers and the general public.

Further, given the slower than envisioned production of analysis and reports from MLDS, and the absence of guidance from the P-20 Council in coordinating research interests with MLDS, the Executive Director of the MLDS Center, Chair of the P-20 Council, Secretary, State Superintendent of Schools, Chancellor, the President of Morgan State University, the President of St. Mary's College of Maryland, and representatives of the community colleges and independent institutions should comment on how MLDS and the P-20 Council can be held accountable over the next year for P-20 coordination and producing timely, incisive data analytics (snapshots, dashboards, reports, etc.) for policymakers and the public. Benchmarks and output metrics should be suggested so that the General Assembly can determine the value derived from the operating funds directly and indirectly tied to MLDS and the P-20 Council.

3. Higher Education Data Reporting

The ultimate goal for students is degree attainment, but measuring how different institutions fare in getting students across the finish line is growing more complicated due to the increase in nontraditional students and the desire to be more informative about campus performance. There are several major data sources used to calculate different rates that are worth considering. For simplicity, this issue will only look at public four-year institutions.

- **MHEC** graduation rates, shown in Exhibit 5, only track students who enroll FT/FT at a Maryland institution and who then continue enrolling or graduate from any other institution in Maryland. If a student leaves the State, the student disappears from the dataset. This method of reporting rewards institutions at which students *initially* enroll rather than the institution that completes the student's studies.

- The **Integrated Postsecondary Education Data System (IPEDS)**, created in 1993 and managed by the federal Department of Education, is the preeminent source for national higher education data. IPEDS surveys are mandatory for institutions receiving Title IV federal financial aid, such as Pell grants and Stafford loans, so nearly every institution participates. Major federal educational resources, like the College Navigator, online since 2007, and the College Scorecard, online since fall 2015, use IPEDS data. Unlike MHEC, IPEDS rewards the institution with the student's completion.

- **USM Measuring for Results**, beginning with the fiscal 2017 budget submissions, is a new in-house measure of graduation, different from both MHEC and IPEDS. It will measure a much broader range of students who enroll full-time or part-time and also students who begin enrollment in the spring semester, who have historically been excluded from many higher education metrics.

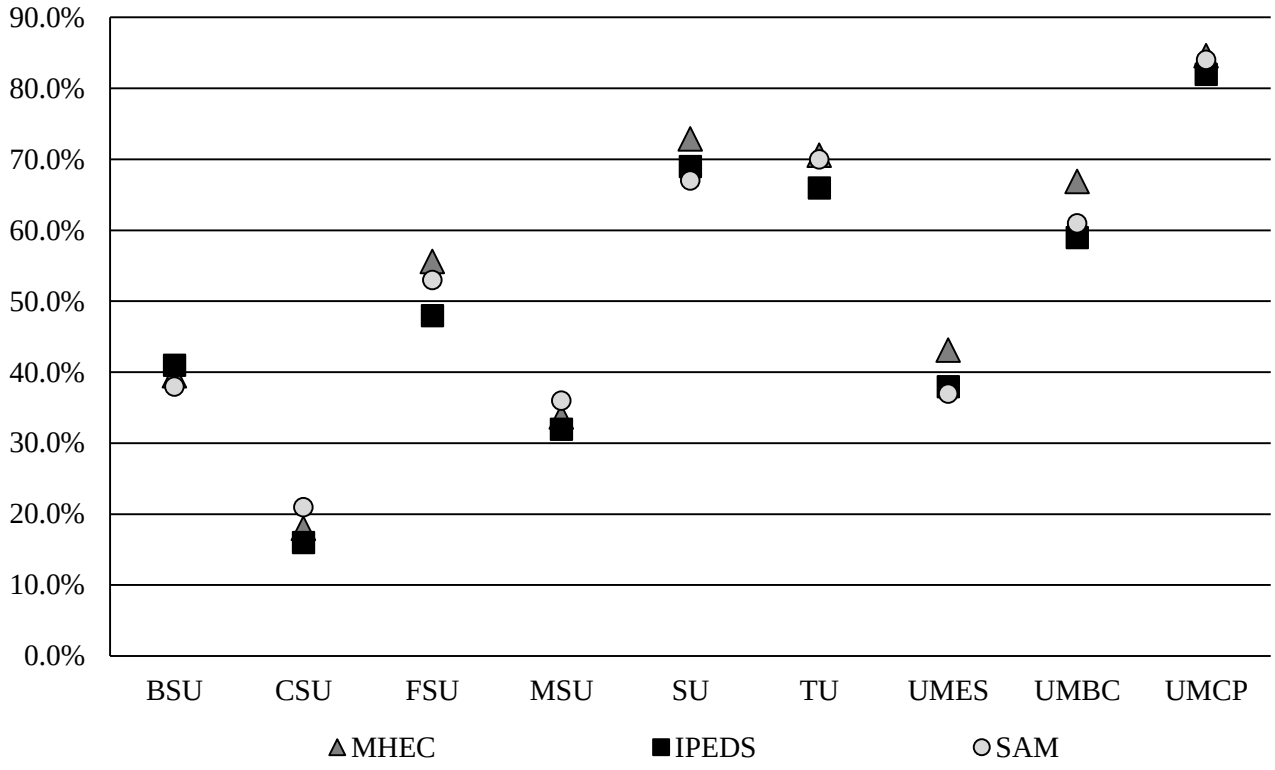
- **NSC**, created in 1993, is a nonprofit organization that gathers information from over 3,600 institutions, representing about 98% of all college students in the country. This means it can follow students over state lines in regions, like the mid-Atlantic, where students frequently move for initial or subsequent degrees. Data is provided by states' K-12 agencies and higher education institutions and is, in turn, accessible only to those groups. DLS does not have direct access to this information, while MLDS, as a unit of MSDE, does. Finally, not all Maryland institutions participate in NSC, such as BCCC.

- The **Student Achievement Measure (SAM)** is a consortium of six higher education associations working to provide a more comprehensive picture of student progress across campuses and states. UMB and SMCM are the only four-year institutions not part of SAM. This source includes ways to measure success of transfer students at sending and receiving campuses.

In addition to the above sources, MHEC also submitted a *Joint Chairmen's Report* (JCR) in December 2015 entitled *Considering New Metrics and Programs for Nontraditional Undergraduate Students*, which suggested degrees per 100 FTES (shown in Exhibit 8) as an alternative measure of institutional completion rates. Because it does not focus solely on FT/FT students but rather all enrolled students, MHEC suggests it presents a broader picture of institutional completion rates.

Exhibit 17 shows the six-year graduation rate for the 2008 cohort at public four-year institutions that had MHEC, SAM, and IPEDS information available. The discrepancy among the data points for each institution shows the fact that even something as basic as a graduation rate has room for interpretation. FSU and UMBC, in particular, show the widest spread of 8%. As enrollment continues to shift away from FT/FT students, newer, more robust measures need to be considered. Institutions that enroll many nontraditional students have long been concerned about the narrow focus of the traditional, federal graduation rate. In the fiscal 2017 institutional analyses for USM, DLS will compare MHEC and USM graduation metrics to show more information on the differences at institutional levels. Going forward, DLS will shift toward using IPEDS for interstate comparisons and will look at more flexible measures of student success from USM, SAM, and elsewhere to more accurately reflect the relative success rates of Maryland's universities.

Exhibit 17
Six Year Graduation Rates Using Different Data Sources
Cohort 2008



BSU: Bowie State University
CSU: Coppin State University
FSU: Frostburg State University
IPEDS: Integrated Postsecondary Education Data System
MHEC: Maryland Higher Education Commission
MSU: Morgan State University
SAM: Student Achievement Measure
SU: Salisbury State University
TU: Towson University
UMBC: University of Maryland Baltimore County
UMCP: University of Maryland, College Park
UMES: University of Maryland Eastern Shore

Note: Public four-year institutions not shown did not have data available from all three sources.

Source: Maryland Higher Education System; University System of Maryland; Integrated Postsecondary Education Data System

Given concerns over different levels of access to NSC data between MHEC and MLDS, DLS recommends that MHEC, MLDS, and MSDE work together to determine the best way to share resources and data access to ensure that the best available data metrics are used to inform policymakers and also the public.

The Secretary, Chancellor, and President of Morgan State University should comment on the best metric(s) and data sources for reporting education outcomes across Maryland's diverse institutions and students, and for making comparisons between Maryland institutions and those in competitor states.

4. Implementation of the College and Career Readiness Act of 2013

In 2013, the General Assembly passed Senate Bill 740 – the College and Career Readiness and College Completion Act (CCRCCA), an omnibus bill intended to implement the policies, best practices, and strategies determined to best align the P-20 continuum of education in the State (prekindergarten, primary, secondary, and postsecondary education; college completion; and career attainment). The CCRCCA encourages greater collaboration between elementary and secondary education and higher education systems. The P-20 Council is charged with implementing CCRCCA and is required to submit biennial reports on progress. However, due to the membership turnover within the P-20 Council, the first report due in 2014 was instead submitted by MHEC in June 2015. While 11 topics are reviewed in the MHEC report, this issue will summarize successful progress on curriculum planning, advising, and testing. One Step Away grants for near completers are reviewed in Issue 5 of this analysis and the remaining topics are grouped under affordability efforts in Issue 6.

Readiness of High School Students

The CCRCCA required, beginning with the ninth grade high school class of 2014 (those who will be in eleventh grade in the 2016-2017 school year), every student to take a math course in each year of high school. This will ensure that all students should be prepared for entry-level college math classes, should they decide to enroll. Additionally, at the primary and secondary education level, the CCRCCA notably requires (1) assessment of college and career readiness of all students no later than the eleventh grade; and (2) implementation of transition courses or other instructional opportunities in the twelfth grade for students determined not to be college and career ready.

The Maryland College and Career Ready Standards (MCCRS) were fully implemented in Maryland schools during the 2013-2014 school year. Beginning with the 2015-2016 school year, the CCRCCA requires all students to be assessed using acceptable college placement cut scores no later than the eleventh grade to determine whether the student is ready for college-level credit-bearing coursework in English language arts, literacy, and mathematics. If a student is determined not to be college and career ready by the end of eleventh grade, beginning in the 2016-2017 academic year, MSDE, in collaboration with local school systems and public community colleges, is required to implement transition courses for those students during the twelfth grade. MSDE released the first PARCC college placement cut scores in October 2015, along with State level results. Of the five possible performance levels, a numerical score within Level 4 or Level 5 indicates college and career readiness. Level 3 indicates a student is approaching expectations for college and career readiness. The results of the first administration of the PARCC assessments in 2014-2015 were lower than anticipated, both in Maryland and other states in the PARCC consortium. The overall percentage of Maryland students deemed to be college or career ready in the following subjects was:

- Algebra I: 31.2%
- Algebra II: 20.2 %
- English 10: 39.7%

Implementation of Transition Courses

Since fiscal 2014, MSDE has been working on how to pilot transition courses during the 2015-2016 school year and implement transition courses by the 2016-2017 school year, as required by the CCRCCA. An MSDE workgroup submitted a report in spring 2014 recommending a framework be developed for transition courses in both English language arts and mathematics. The workgroup also recommended that there be a variety of delivery models for transition courses and other instruction opportunities for students who have not yet achieved college and career readiness by the end of eleventh grade.

Beginning in summer 2014, two discipline-specific committees composed of representatives from secondary education and community colleges began developing the frameworks of the content necessary for students to be college and career ready that could be used for transition courses and other instructional opportunities. In the committees' November 2014 reports, in addition to presenting content frameworks, the committees recommended that there be multiple pathways for students and schools to meet the statutory requirements, including use of instructional modules to directly address a student's identified gaps, taking developmental courses offered by community colleges, or enrollment in the next credit-bearing high school mathematics or English language arts class.

Local school systems and higher education institutions, particularly community colleges, were expected to collaborate and experiment to determine the most effective transition course practices. MSDE reports that transition courses were not piloted in the 2015-2016 school year as planned because of the delay in the release of the college and career ready PARCC cut scores. Beyond PARCC scores, joint committees of K-12 and college educators in Maryland have identified additional assessments that may be used to determine college and career readiness, including Advanced Placement (AP), American College Test (ACT), and Scholastic Aptitude Test (SAT). For example, community colleges have recently accepted an SAT cutoff score of 500, rather than 550, for readiness in math, reading, and writing. The College Board reports the average SAT score is 1,500 out of 2,400, suggesting the average SAT-taker would be college-ready by this metric. The equivalent ready score in AP is 3 out of 5 and for the ACT, a composite score of 21 out of 36. Other tests that could be used, but that have not been evaluated, include the Preliminary Scholastic Aptitude Test. For career readiness, it has also been suggested that students need at least a 2.5 grade point average. Ultimately the intent is that colleges accept PARCC scores of 4 or higher in the appropriate English and math tests as an indicator of college and career readiness, meaning that students are ready to take a credit-bearing course in the subject without needing developmental education. The PARCC consortium is in the process of validating the PARCC cut scores by "crosswalking" them to SAT and ACT scores.

Transition course design is ongoing between school systems and community colleges with target implementation still set for fall 2016 for twelfth graders who are not college and career ready.

All of this transition course development builds off of a 2013 transition course workgroup which recommended transition students receive only high school credit and that the transcript only indicate that the student is ready, rather than display any scoring of readiness. These recommendations also lead to transition course content frameworks for mathematics and English language arts classes, although what a transition course should look like has been purposefully left open-ended. Possibilities include enrollment in the next credit-bearing high school course, enrollment in online or in-person "recovery modules," or traditionally taught community college developmental courses. As these courses will be implemented for high school credit for the first time in fall 2016, students may have very different experiences and outcomes across the State. While reassessment is required for these students after transition course completion, another complication is that a reassessment tool required under the CCRCCA that measures the success of a transition course has yet to be identified. Similar to the multiple pathways to determine college and career readiness, MSDE, school systems, and community colleges are working to determine multiple reassessment options.

The State Superintendent of Schools and the Executive Director of the Maryland Association of Community Colleges should comment on the status of PARCC cut score validation and multiple options for determining college and career readiness that have been agreed upon. They should also comment on transition course implementation and the anticipated quality of transition course curriculum and instruction in the 2016-2017 school year given that no courses have yet been piloted; specific examples of transition courses that will be used should be discussed.

Degree Plans and Pathways in Higher Education

MHEC reports all postsecondary public institutions now have advising systems that incorporate degree completion plans for all students, as required by the CCRCCA, and nearly all institutions have implemented an electronic student planning system. Many institutions have added the degree planning process to first-year advising sessions or offer first-year seminars for students that assist them in degree planning and train them in using the degree planning software. Four-year degree plans are posted online and students use these plans as templates to develop their individual plans. These plans are used as resources for meetings with college and departmental advisors prior to student registration each semester. For example, MSU moved to a centralized electronic advising system for all entering students in fall 2014.

This trend toward digital degree mapping enables interesting possibilities. The MHEC report highlights UMUC, which is considering higher levels of interactivity for students that would provide more planning information and early warnings indicators for academic advisors. This could present students with options for alternate majors that might provide a quicker or less expensive pathway to degree completion, based on courses already taken.

In addition, MHEC also reports that all public institutions have developed degree pathways for their undergraduate programs, as required by the CCRCCA. Information on degree pathways is available in course catalogs, curriculum handouts, and in online degree pathway systems that track and monitor individual student progress. In community colleges, for example, many institutions have instituted graduation benchmarks with academic plan reviews for students at specific points in their degree progress; *e.g.*, at 15, 30, and 45 credit hours to assist with student planning and completion.

Of particular importance is a statewide requirement in the CCRCCA that students take any required developmental coursework within the first 24 credit hours of study and that the follow-up credit-bearing mathematics or English courses must be taken concurrently or in the semester immediately following completion of the developmental coursework. Many institutions are offering concurrent or co-requisite remediation courses, in which students take the credit-bearing course with targeted developmental support within a single semester or term, such as the Community College of Baltimore County Accelerated Learning Program. MHEC reports that institutions will be in compliance with this measure by fall 2016.

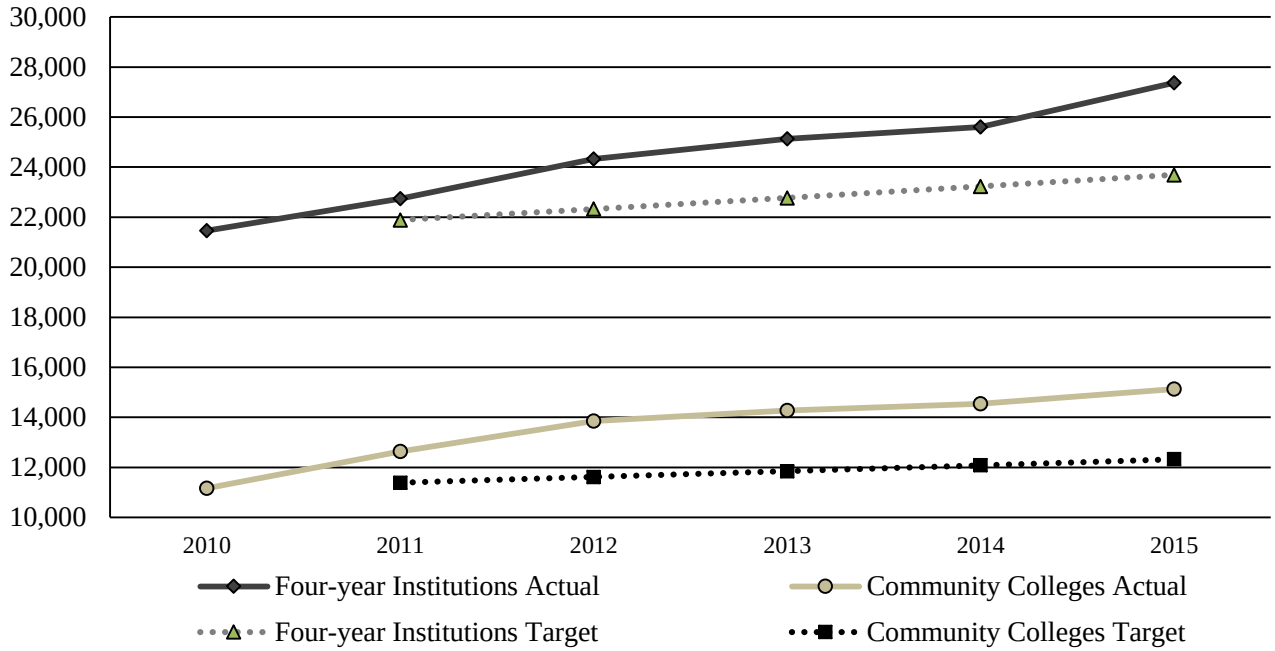
The Secretary should comment on the utility of posting degree plans and/or pathways on the recently redesigned MDGo4It website, or any other places deemed useful for prospective or returning students, such as the State's transfer student website, the Articulation System for Maryland Colleges and University (ARTSYS). The Chancellor, the President of Morgan State University, the President of St. Mary's College of Maryland, and the Executive Director of the Maryland Association of Community Colleges should comment on implementation of degree plans and pathways, particularly the incorporation of any required developmental courses.

Degree Completion in Maryland

In 2009, Maryland established a completion goal that at least 55.0% of the State's residents, ages 25 to 64 years old, will hold at least an associate's degree by 2025, and the CCRCCA codified this goal. This would be a 10.6% increase from 2009 when 44.4% of individuals between 25 and 64 years old held an associate's degree or higher. In order for Maryland to achieve the 55.0% goal, institutions will need to award approximately 51,100 degrees annually before 2025.

In a separate JCR charge, MHEC was required to report on the annual status of reaching the 55% goal. **Exhibit 18** shows the most recent data from MHEC, reported in December 2015, showing the targets and progress made toward this goal. While the contribution of private-sector institutions, both nonprofit and for profit, is important for the State, the current level of degree production in the two public sectors is actually enough to keep the State on the path MHEC calculated is required for attaining the 55% goal. In fact, in fiscal 2015, community colleges exceeded their goal by over 2,800 degrees and public four-year institutions by nearly 6,600 degrees. Note that the assumptions MHEC makes in degree production also include mortality and migration in Maryland, so MHEC has expressed a high degree of confidence that the 55% goal is achievable and on target.

Exhibit 18
Progress toward Maryland's 55% Completion Goal
Annual Degrees Awarded
Fiscal 2010-2015



Note: Four-year institutions include associate's degrees awarded to active military by the University of Maryland University College.

Source: Maryland Higher Education Commission, *Report on Best Practices and Annual Progress Toward the 55% Completion Goal*

In developing an effective statewide framework for higher education funding, the Commission to Develop the Maryland Model for Funding Higher Education recommended that funding be based on the funding level of peer institutions in 10 states that Maryland competes with for business and jobs, as determined by the Maryland Department of Business and Economic Development, now known as the Department of Commerce. The competitor states include California, Massachusetts, Minnesota, New Jersey, New York, North Carolina, Ohio, Pennsylvania, Virginia, and Washington. In terms of degree completion, while Maryland ranks eighth in the nation with 46% of 25- to 64-year-olds having at least an associate's degree in 2013, four of the competitor states (Massachusetts, Minnesota, New Jersey, and Virginia) had a higher rate.

5. Many Marylanders Only One Step Away

The One Step Away (OSA) grant program, administered by MHEC, was developed to improve Maryland's college completion in support of the State's 55% degree completion goal, discussed in the

previous issue. OSA provides funds to public and independent nonprofit two- and four-year institutions to support their efforts in identifying, re-enrolling, and graduating near completers. Near completers are those students who have earned a significant number of credits, between 45 and 90, toward an associate's or bachelor's degree, respectively; or may have enough credits for a degree but stopped or dropped-out for 12 months or longer without obtaining a degree.

Near completers are categorized as either degree-eligible or degree-potential students. Degree-eligible students have accumulated the required number of credits, completed course requirements, and are in good academic standing but did not receive a degree. These students may not realize they meet the requirements for a degree, are eligible to receive a degree that was different from the one they were originally seeking, or did not met the residency requirements or nonacademic testing requirements associated with degree completion. Additionally, some students may not have received a degree due to financial holds or incomplete paperwork. Degree-potential students are those who completed at least 75% of the credits needed for a degree but stopped or dropped-out for at least 12 consecutive months. Institutions applying for the grant are required to include those near-completers who may be able to graduate within the reported six-year graduation rates and also include near-completers from earlier cohorts.

MHEC developed a process to identify, contact, re-enroll, and graduate near-completers based on best practices and research on near completer programs at other states and institutions. After identifying near-completers, institutions forward names to MHEC, who in collaboration with MVA, obtains addresses in order for institutions to initiate contact with students.

Institutions may be awarded up to $75,000 to identify, reenroll, and graduate near-completers and are required to provide at least one-third of in-kind or matching funds. OSA grants support evidence based best practices and initiatives including: improving degree audit infrastructure; developing individualized or a more generalized degree program completion plan; enhancing or redesigning a degree program, *e.g.*, allowing transfer of credits from other institutions toward a degree; or establishing a "concierge" or near-completer counselor. In fiscal 2013 and 2014, MHEC awarded a total of $1 million to 15 institutions, as shown in **Exhibit 19**. It should be noted in fiscal 2014 public two-year institutions became eligible for the grant.

DLS recommends MHEC issue a final One Step Away report to include institutions that did not previously submit data to MHEC.

Exhibit 19
Distribution of One Step Away Grants
Fiscal 2013-2014

Institution	Award Amount	Degrees Awarded	Credit Awarded	PLAs Awarded	Cost per Degree
Fiscal 2013					
Bowie State University	$47,800	10	153	6	$4,780
Coppin State University	60,000	13	183	183	4,615
Frostburg State University	60,000	38	305	0	1,579
Morgan State University*	43,180				
Notre Dame of MD Univ.	60,000	5	210	0	12,000
Univ. of MD Eastern Shore	60,000	17	0	0	3,529
Univ. of MD Univ. College	55,500	22	124	0	2,500
Washington Adventist Univ.	60,000	17	308	39	3,529
Fiscal 2013 Total	***$446,480***	***122***	***1,283***	***228***	***$3,306****
Fiscal 2014					
Anne Arundel Community College	$68,996	34	466	0	$2,029
Bowie State Univ.	45,410	1	115	0	45,410
Carroll Community College	64,617	31	85	0	2,084
College of Southern Maryland	63,593	29	0	0	2,193
Hagerstown Community College	41,255	3	106	22	13,752
Harford Community College	69,000	68	560		1,015
Montgomery College*	67,522				
Morgan State Univ.	75,000	8	188	0	9,375
Wor-Wic Community College	56,297	5	83	0	11,259
Fiscal 2014 Total	***$551,690***	***179***	***1,603***	***22***	***$2,705****
Total	**$998,170**	**301**	**2,886**	**250**	**$2,948****

PLA: prior learning assessment

* Report not submitted.
** Does not include institutions that did not submit a report.

Source: Maryland Higher Education Commission

In fiscal 2013 and 2014:

- 5,749 near-completers were identified;
- 2,985 near-completers were successfully contacted;

- 630 re-enrolled;
- 2,886 credit hours and 250 prior learning assessment credit hours were awarded; and
- 301 associate and bachelor's degrees were awarded.

Overall, on average each degree cost $2,948 with the most expensive being $45,410 for one degree at BSU in fiscal 2014. It should be noted that MSU and Montgomery College did not submit the annual progress report as required for fiscal 2013 and 2014, respectively. While some institutions were more successful than others, these results raise questions about whether funds could be better spent on other programs that would have a greater impact and broader strategies that encourage students to obtain their degrees, such as making it easier for near-completers to complete their degree at a different institution from where they were last enrolled.

The CCRCCA required MHEC, in collaboration with institutions of higher education, to develop a statewide communication campaign to identify near-completers. The CCRCCA specified that the communication campaign must make use of a variety of marketing media; provide a centralized point of contact for near-completers; and make contact information of each institution readily available. MHEC submitted a plan in December 2013 and instead of developing a more realistic cost for implementing a marketing campaign, cited the DLS fiscal note for the CCRCCA of $750,000, annually. However, this estimate appears rather high, especially when compared to the marketing cost of Indiana's Return and Complete Program. A private marketing firm developed a slogan and messaging for the program, which cost about $50,000 for creative and $200,000 for mail, email, outbound calls, online matching of applications, and updated data of current contact information. MHEC received $250,000 to implement a marketing campaign in fiscal 2017.

6. Cross-segment Affordability and Completion Efforts

According to surveys from the Project on Student Debt, 69% of the nation's undergraduate class of 2014 graduated with debt, with the average debt load just under $29,000. In comparison, the most recent Maryland data from the same source shows 58% of Maryland students graduated with debt, with average debt of almost $27,500. Despite Maryland students faring better than the national average, there is growing concern over the affordability of higher education in the State. While discussion of college affordability frequently revolves around tuition and fee schedules, as shown in Exhibits 5 and 6, there are also important considerations in, first, best practices in credit accumulation and time to degree efforts and, second, financial aid practices. Several new cross-educational segment initiatives are worth reviewing here.

Dual Enrollment

One opportunity lies in increasing the availability and accessibility of college-level courses to high school students without charging them credit hour tuition and fees. The CCRCCA established tuition arrangements between county boards of education and public institutions of higher education.

According to the most recent MLDS report on dual enrollment, about 85% of students who are dually enrolled attend community colleges. In accordance with the CCRCCA and the Memorandum of Understanding executed between each local school system and the local community college, an institution may not charge tuition to a dually enrolled student; instead, each local school system must pay the institution a percentage of tuition based on the number of courses the student takes, and the local school system may charge a fee to the student to cover the cost. However, a local school system may not charge a fee to students who are eligible to receive free and reduced-price meals (FRPM) and a student's ability to pay must be taken into account when setting fees. MHEC previously reported that many institutions have discounted tuition for dually enrolled students beyond the statutory requirements and many have sought private and community funding to pay for books and associated course fees for FRPM students. **Exhibit 20** shows the dual enrollment figures by county for high school seniors in the 2012-2013 school year. Across the State, twelfth graders who attempted any amount of dual enrollment credit were significantly more likely to enroll in postsecondary education within one year of high school graduation compared to all twelfth graders. Overall, higher education enrollment was 79%, compared to only 54% for all twelfth graders.

Framing dual enrollment through affordability reveals another benefit to the program. Using figures from MLDS, if the number of credits attempted by dual enrollment students had instead been charged the average community college credit hour rate in a given year, dual enrollment students would have spent $2.9 million in tuition and fees in fiscal 2012 and $4.5 million in fiscal 2015. Overall, dual enrollment students have saved themselves $14.0 million in tuition and fees via dual enrollment programs, and about 15% of dual enrollment students enroll at four-year institutions, which charge even higher per credit hour rates.

In order to fully realize the intent of dual enrollment within the CCRCCA, MHEC reports that several challenges need to be addressed: (1) coordinating a statewide dual enrollment outreach campaign that would make all students and parents aware of dual enrollment opportunities; (2) determining whether college credit should be equivalent to high school advanced placement courses; (3) determining whether college courses taught on a high school campus should be accepted at other institutions for postsecondary credit; and (4) determining whether noncredit certification courses that are part of a Career and Technical Education curriculum or apprenticeships should be included in a dual enrollment program.

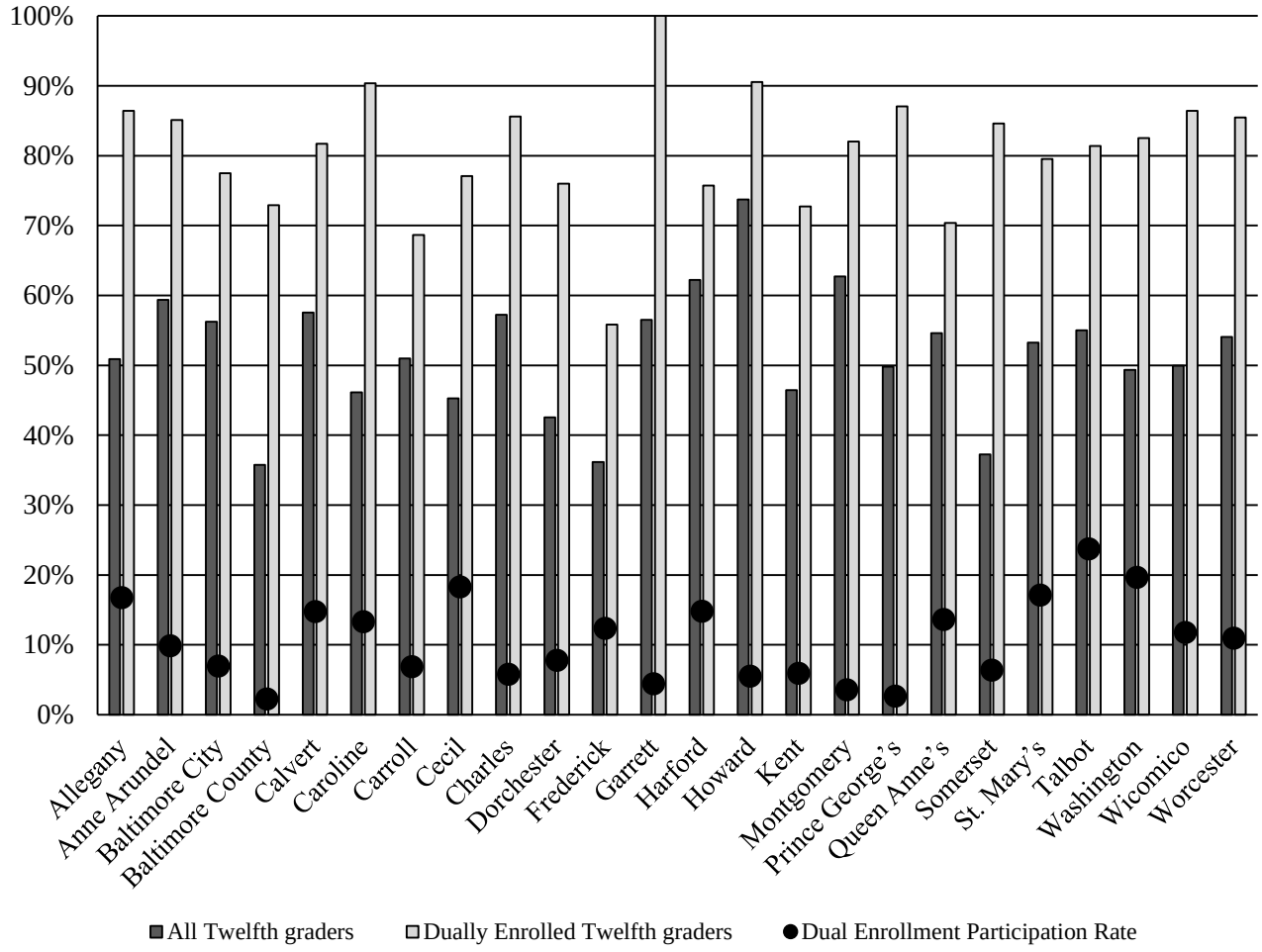
The MLDS Director should comment on whether the amount of college credit savings students build up can be tracked through either dual enrollment or other methods, such as high school advanced placement credit, so that this may be compared to other forms of financial assistance. The Secretary and State Superintendent should comment on efforts to address the challenges discussed above as well as efforts to increase dual enrollment and make students aware of dual enrollment opportunities.

Financial Literacy

Given the importance of student loans in college affordability discussions, it is worth noting that all Maryland students are now required to receive financial literacy education in order to graduate from high school. The third MSDE update on personal financial literacy, from 2014, indicates 7 counties have a standalone course, while the remaining 17 jurisdictions integrate the programs into

other required coursework, generally U.S. government, or as a standalone class. These standards require students to learn about student loans, 529 plans, and the Free Application for Federal Student Aid (FAFSA). Given the changes to the FAFSA coming in the 2016-2017 college application cycle, such financial literacy courses are an important channel for talking to students about what is required to apply for college financial aid. The same MSDE report indicated that while 87.0% of students planned on attending college after graduation, only 66.0% submitted a FAFSA. This is similar to a FAFSA filing rate of 61.5% for all Maryland higher education students reported in the DLS *2015 College Affordability Policy Paper* using MHEC data.

Exhibit 20
High School Seniors Enrolling in Postsecondary Education*
High School Class of 2012-2013



* Only for public high school students who enroll in postsecondary education within one year of graduation.

Source: Maryland Longitudinal Data System, *2015 Dual Enrollment Report*

The State Superintendent and the Secretary should comment on how MSDE and MHEC can communicate coming FAFSA changes effectively to high school students through financial literacy classes or other means, such as MHEC's recently redesigned website.

Statewide Transfer Agreement

The CCRCCA codified the goal that students earn an associate's degree before leaving the community college or transferring to a public senior higher education institution. To help improve the success of these transfer students, the CCRCCA requires MHEC, in collaboration with public institutions of higher education, to develop a statewide transfer agreement in which at least 60 credits of general education, elective, and major courses a student earns must be transferrable for credit toward a bachelor's degree at any public four-year institution. This will help create better articulation between community colleges and the four-year institutions, leading to a better alignment of required credits for a degree, and resulting in more students completing in a more timely fashion, thereby decreasing the cost of a degree.

While current regulations allow students to transfer general education courses across all public two- and four-year institutions without the need for course-by-course review, with a few exceptions it does not include electives or courses related to a major (*e.g.*, AA in Teaching degree and the Associate of Science in Engineering degree). Consequently, MHEC is working with various constituent groups on developing a statewide transfer agreement by July 1, 2016, that will maximize the number of community college credits that can be transferred and applied toward the completion of a bachelor's degree. In addition, unless there were accreditation reasons, all AA programs are to be no more than 60 credits and all Bachelor of Arts programs no more than 120 credits. Also in 2016, MHEC will be working toward cross-segment standards for awarding transfer credit earned through prior learning and other competency-based methods, which could have large implications for online schools and certain adult populations, such as veterans. Because only about 40% of FT/FT students in Maryland graduate in four years, standardizing degree program lengths and credit transfer policies will greatly improve the academic paths of students who are not enrolled full-time or who move between institutions but also among many traditional students as well.

The Secretary should comment on progress toward meeting the deadline for a statewide transfer agreement and who will be involved in setting credit transfer policies for prior learning and competency based courses.

Financial Incentives for Transfers

As noted in the Issue 1 enrollment discussion, a rapidly growing body of students begin at community colleges and transfer to four-year institutions. Students begin at two-year institutions for many reasons, but an important reason is the lower cost of attendance. Encouraging students to enroll at community colleges first provides a more affordable entry-point into higher education and provides senior institutions with a readily identifiable population of academically proven students. However, the shift toward adjusting financial aid practices to transfer students' needs has been slower.

USM has a stated policy goal that low-income undergraduate students have 25% less debt than high-income students. According to the USM most recent financial aid report from 2014, entering FT/FT Pell students from fall 2004 to 2007, did graduate with approximately 25% less debt than their peers, $36,407 versus $26,744. This suggests that universities are effectively using financial aid to meet USM policy. However, transfer Pell students from Maryland community colleges have roughly the same debt as their non-Pell peers at graduation. It should be noted that all community college transfer students who graduated did so with significantly less debt than FT/FT students, about $22,500 compared to $36,500. Meeting the financial needs of low-income transfer students will be a growing challenge for all public universities, and it is important that debt at graduation not unduly burden young adults. While FT/FT Pell students who did not graduate also had about one-quarter less debt than their peers, the noncompleter transfer Pell students' debt burden was 20% to 40% higher than their non-Pell peers.

At the institution level, many campuses are shifting resources toward part-time and transfer students. CSU and MSU have created new transfer scholarship programs that offer more funding for those with AA degrees. FSU, UMCP, and UMUC have begun offering discounted tuition rates for community college transfer students to minimize their overall cost for a bachelor degree. All of these build toward closer relationships with community colleges to improve student degree pathways.

At the State level, the 2+2 Transfer Scholarship (Chapter 340 of 2014) established a new State financial aid program for students in fall 2015 who have completed an AA degree and are transferring to any Maryland four-year institution. Science, technology, engineering, mathematics, and nursing majors may receive up to $2,000, and all other majors may receive up to $1,000 annually for up to three years. When funding is not provided in the annual State budget, MHEC may transfer certain carryforward financial aid funds for 2+2 Transfer Scholarship awards. This was the source of funding in fiscal 2016 and will also be the source in fiscal 2017; a dedicated general fund source would provide more stability for this program. Initial fall 2015 awards went to only 118 students, which did not use up the $200,000 transferred in for that purpose, suggesting that not many students knew about the program.

The Chancellor should comment on how USM will continue to meet its goal of ensuring that low-income students, including transfer students, graduate with less debt and whether it may be simpler to offer a systemwide tuition discount for transfer students rather than different policies on each campus.

The Secretary should comment on whether average debt at graduation at four-year campuses is a metric transfer students should be informed about and how more students can be made aware of the new 2+2 Transfer Scholarship.

7. Teacher Preparation Programs

Overview

Over the past few years, concerns about the capability of teacher preparation programs to produce high-quality teachers has garnered much attention, which can be attributed to a variety of

factors including persistent achievement gaps between low- and high-poverty schools and continuing poor academic performance of U.S. students compared to those in other countries.

Concerns about the quality of teacher preparation programs become more acute with the implementation of the Common Core State Standards (CCSS) throughout the country, or in Maryland – MCCRS – which sets higher learning standards for students. Therefore, programs need to ensure their curricula are aligned with this new approach to teaching and are preparing and producing teachers with the skill set needed to improve student learning.

Currently, there are no national standards to evaluate the effectiveness of teacher preparation programs nor is there a strong accreditation system to hold programs accountable for the quality of the teachers they train. As it stands, it is up to each provider to decide if they want to seek accreditation. An indicator that programs are not providing graduates with the needed classroom skills and content knowledge is the higher rate of teacher attrition during the first five years of teaching, according to survey data. In Maryland, 38.4% of the 4,161 teachers who left teaching in the 2013-2014 academic year did so within the first five years, according the MSDE Teacher Staffing Report.

In an effort to raise the bar for teacher preparation programs and increase accountability through evidence based accreditation by focusing on outcome data and key program characteristics, the Council for Accreditation of Educator Preparation (CAEP) developed a set of five standards. These standards were developed to align with the CCSS and are based on best practices in other countries that have surpassed the United States on the Program for International Student Assessment Scores. In particular, the standards are designed to make teacher education programs more selective when enrolling students and to expand the "student teaching" experience, which in Maryland is completed in the professional development schools (PDS).

Ensuring High-quality Teachers in Maryland

In November 2013, the P-20 Council charged a P-20 Task Force on Teacher Education to develop recommendations and create an action plan to ensure all teacher preparation programs in Maryland will produce high-quality teachers. The recommendations centered around four key areas: pre-service teacher preparation; pre-tenure induction; professional development for current teachers; and continuous improvement through accountability. While these recommendations were a good start to Maryland producing high-quality teachers, practices of top-performing countries such as Singapore, Finland, and China can be instructional. As such, a 2015 JCR requested the task force to examine best practices of high-performing countries and develop recommendations to produce high-quality teachers and make teaching a profession with career ladders.

Overall, the task force found that in high-performing systems in other countries:

- teachers generally come from the top of their graduation cohort;
- the teaching profession is conferred with a high status and often high pay; and

- attracting the "best and the brightest" into teaching is a national priority.

Furthermore, while some systems have more defined career paths than in the United States (*e.g.*, Singapore, Shanghai, and Australia); others (*e.g.*, Finland, Ontario, and Japan) have a less defined pathway but seek to engage all teachers in more collaborative work, sharing best practices and research on teaching. Overall, these practices result in systems having lower teacher attrition rates; leading to higher student achievement, better student attendance, and lower instances of disciplinary infractions.

In September 2015, the task force convened a focus group consisting of seven deans from public and private institutions, eight local school superintendents, one principal, and five teachers currently teaching in Maryland public schools. The purpose was to provide an opportunity for the participants to discuss what needs to change and suggest innovative, collaborative pilot projects that could lead to change. Findings of the focus group include:

- developing a strategy for recruiting a diverse population of teachers;

- establishing a collaborative three-year induction effort with schools that is part of an overall five-year teacher preparation sequence extending from the sophomore or junior year to the tenure decision by the district at the end of the third year;

- training teachers to use data and be trained as researchers;

- redefining the PDS model to be more flexible and accessible; and

- encouraging universities to collaborate with local schools to design alternative PDS models.

Recommendations

The 2015 JCR high-priority recommendations center around four categories:

Pre-service Tenure Induction: Establish a three-year residency model for all pre-tenured teachers that engages higher education teacher preparation programs in collaborative partnerships with school districts.

Professional Development for Current Teachers: Create effective job-embedded professional development that is aligned with the needs of the students and teachers.

Continuous Improvement through Accountability: Align current CAEP standards with Maryland's education priorities ensuring efficient and effective use of resources.

Career Ladder: Introduce career ladders that differentiate teachers based on experience and skill, and infuse more resources into teacher shortage areas.

Specifically, the task force recommends:

- Creation of an implementation group to recommend policy changes in the program approval process for teacher preparation programs and expand the current PDS model; allocation and use of State and local professional development resources to support induction and career ladders; and designation of funding for innovative pilot programs in preparation, retention, professional development, and career ladders.

- MSDE and MHEC prepare a cost analysis for the above mentioned high-priority recommendations, including budget reallocations for fiscal 2017 to 2018, to support those recommendations that have the greatest return on investment as defined by higher teacher retention and student achievement.

- MSDE and MHEC establish an incentive fund for pilot projects and review evidence of progress of recruiting and retaining high-quality teachers. Funds would not be completely dependent on new dollars but reallocation of existing funds including restructuring the Quality Teacher Incentives, an "advance" on the savings from increased teacher retention, and federal Improving Teacher Quality State grants, which are overseen by MHEC to support higher education in preparing quality teachers and principals.

Recommended Actions

1. Adopt the following narrative:

Institutional Aid, Pell Grants, and Loan Data by Expected Family Contribution Category: In order to more fully understand all types of aid available to students, the committees request that data be submitted for each community college, public four-year institution, and independent institution on institutional aid, Pell grants, and student loans. Data should include, by expected family contribution (EFC), the number of loans and average loan size of federal subsidized and unsubsidized loans, and loans from private sources as reported to the Maryland Higher Education Commission (MHEC). Additionally, data should be provided on Pell grants, including the number and average award size by EFC. Finally, data should include the number of institutional aid awards and average award size by EFC for institutional grants, institutional athletic scholarships, and other institutional scholarships. The data in the response should differentiate between need-based aid and merit scholarships. Data should also include the number of institutional aid awards and average award size by EFC for tuition waivers/remissions of fees to employees and dependents and students. Waiver information for students should be reported by each type of waiver in State law. This report should cover fiscal 2015 and 2016 data received by MHEC from State institutions and is to be submitted in an electronic format (Excel file).

Information Request	Authors	Due Date
Report on fiscal 2015 financial aid categories by EFC	MHEC	July 1, 2016
Report on fiscal 2016 financial aid categories by EFC	MHEC	June 30, 2017

2. Adopt the following narrative:

Instructional Faculty Workload Report: The committees request that the University System of Maryland (USM), Morgan State University (MSU), and St. Mary's College of Maryland (SMCM) continue to provide annual instructional workload reports for tenured and tenure-track faculty. By focusing on these faculty, the committees gain a sense of the teaching activities for the regular core faculty. However, there are other types of instructional faculty at institutions such as full- and part-time nontenured/nontenure track faculty including adjunct faculty, instructors, and lecturers. Focusing on only tenured/tenure-track faculty provides an incomplete picture of how students are taught. Therefore, the report should also include the instructional workload when all types of faculty are considered. Additional information may be included at the institution's discretion. Furthermore, the USM report should include the percent of faculty meeting or exceeding teaching standards for tenured and tenure-track faculty for the University of Maryland, Baltimore.

Information Request	Authors	Due Date
Annual report on faculty workload	USM MSU SMCM	December 15, 2016

3. Adopt the following narrative:

Education Data Availability and Access: The Maryland Higher Education Commission (MHEC) and the Maryland Longitudinal Data System (MLDS) both report on critical educational outcomes for the State. However, it appears that there is a misalignment in data availability in that MLDS, which is limited to cross-segment analyses, may access data from the National Student Clearinghouse (NSC), while MHEC may not. This denies MHEC access to otherwise invaluable data for its annual reports which deal with higher education alone. The committees are interested in determining how MHEC and MLDS can better share access to the proprietary NSC data warehouse and what contractual issues may need to be resolved for that to work, with the goal of developing and annually reporting data metrics that provide a fuller picture of the diversity in student progress and success. MHEC and MLDS should work with the Maryland State Department of Education (MSDE), Maryland's designated education agency for NSC, and should also consider speaking with the University System of Maryland Office, which coordinates NSC data reporting and access across its member institutions.

Information Request	Authors	Due Date
Report on education data availability and access	MHEC MLDS MSDE	December 15, 2016

4. Adopt the following narrative:

Report on Missing One Step Away Outcomes: Two institutions, Montgomery College and Morgan State University, received One Step Away grant funding, but did not report program outcomes to the Maryland Higher Education Commission (MHEC). The committees request that MHEC obtain the missing information and submit it to the budget committees so that there is a complete record of One Step Away initiatives in Maryland.

Information Request	Author	Due Date
Report on One Step Away Outcomes at Montgomery College and Morgan State University	MHEC	December 15, 2016

Trends in Education and General Revenues[1]
Public Four-year Institutions
($ in Thousands)

Institution	2012	2013	2014	2015	2016	2017	Annual % 2012-15	% Change 2015-16
Univ. of Maryland, Baltimore	$449,709	$477,265	$477,302	$508,927	$532,046	$545,106	4.3%	2.5%
Univ. of Maryland, College Park	989,548	1,012,101	1,079,312	1,144,998	1,182,033	1,220,954	4.5%	3.3%
Bowie State University	68,676	68,367	71,786	77,579	80,527	81,657	4.1%	1.4%
Towson University	262,891	263,694	277,370	287,843	302,457	314,204	3.6%	3.9%
Univ. of Maryland Eastern Shore	66,940	66,598	67,475	73,094	74,258	75,592	2.6%	1.8%
Frostburg State University	67,541	67,942	70,044	73,893	77,884	80,972	3.6%	4.0%
Coppin State University	55,519	53,458	53,611	55,683	60,713	63,320	2.3%	4.3%
University of Baltimore	94,792	96,408	98,445	101,581	106,594	107,507	3.0%	0.9%
Salisbury University	97,561	103,627	108,617	115,980	120,571	128,305	5.4%	6.4%
Univ. of Maryland Univ. College	376,928	362,122	333,189	349,189	356,684	365,543	-1.4%	2.5%
Univ. of Maryland Baltimore County	206,523	219,027	235,291	244,803	259,755	269,464	5.9%	3.7%
Univ. of Maryland Ctr. for Env. Science	24,676	27,622	26,625	27,202	29,618	30,260	4.7%	2.2%
Morgan State University	130,011	135,394	133,616	139,075	147,946	158,766	3.3%	7.3%
St. Mary's College of Maryland	49,772	43,343	42,437	42,381	50,954	49,146	0.6%	-3.5%
Total	**$2,941,086**	**$2,996,967**	**$3,075,122**	**$3,242,228**	**$3,382,042**	**$3,490,796**	**3.6%**	**3.2%**

[1] Education and General revenues represent tuition and fees, State funds (general and Higher Education Investment Funds), grants and contracts (federal, State, and local), and sales and services of educational activities less auxiliary program enterprise revenue. For the University of Maryland, Baltimore, hospital expenditures are excluded from Education and General revenue. Agricultural and cooperative extension programs are excluded.

Note: Numbers may not sum to total due to rounding.

Source: Maryland State Budget, Fiscal 2010-2017

Education and General Revenues[1]
Per Full-time Equivalent Student
Public Four-year Institutions

Institution	2012	2013	2014	2015	Working 2016	Adjusted 2017	Annual % Change 2012-17	% Change 2016-17
Univ. of Maryland, Baltimore	$69,143	$73,223	$74,161	$79,932	$84,452	$86,374	5.1%	2.3%
Univ. of Maryland, College Park	31,431	32,303	34,425	35,984	37,165	38,389	4.3%	3.3%
Bowie State University	15,316	15,870	16,179	16,832	18,240	18,495	4.5%	1.4%
Towson University	14,680	14,531	14,815	15,576	16,253	16,744	2.6%	3.0%
Univ. of Maryland Eastern Shore	16,068	16,122	17,001	17,964	17,464	17,211	2.1%	-1.4%
Frostburg State University	14,657	14,857	15,217	16,036	16,825	17,492	3.5%	4.0%
Coppin State University	19,111	19,278	20,185	22,372	22,842	23,331	4.6%	2.1%
University of Baltimore	21,422	21,626	22,182	23,509	24,572	24,528	3.5%	-0.2%
Salisbury University	12,441	13,181	13,786	14,765	15,332	16,297	5.4%	6.3%
Univ. of Maryland Univ. College	14,846	14,421	13,843	12,716	12,980	13,302	-3.3%	2.5%
Univ. of Maryland Baltimore County	19,178	19,764	20,958	21,534	22,981	23,840	4.6%	3.7%
Morgan State University	18,183	19,740	20,509	21,088	22,197	23,821	5.1%	7.3%
St. Mary's College of Maryland	24,874	22,945	23,420	23,611	28,214	27,213	3.2%	-3.5%
Average	**$20,033**	**$20,658**	**$21,450**	**$21,881**	**$22,742**	**$23,431**	**3.2%**	**3.0%**

[1] Education and General revenues represent tuition and fees, general funds, grants and contracts (federal, State, and local), and sales and services of educational activities less auxiliary program enterprise revenue. For the University of Maryland, Baltimore, hospital expenditures are excluded from Education and General revenue. Agricultural and cooperative extension programs are also excluded.

Source: Department of Budget and Management; Department of Legislative Services

Fiscal 2017 Revenues Per Full-time Equivalent Student
By Revenue Source
Public Four-year Institutions

Institution	E&G Revenues	State Funds	Tuition and Fees	FTES	E&G Revenues Per FTES	State Funds Per FTES	Tuition and Fees Per FTES	ST as % of E&G	T&F as % of E&G
Univ. of Maryland, Baltimore	$545,105,586	$227,354,952	$123,988,152	6,311	$86,374	$36,025	$19,646	42%	23%
Univ. of Maryland, College Park	1,220,953,636	469,442,948	545,828,597	31,805	38,389	14,760	17,162	38%	45%
Bowie State University	81,656,957	43,931,255	38,775,102	4,415	18,495	9,950	8,783	54%	47%
Towson University	314,204,157	118,599,060	184,157,668	18,765	16,744	6,320	9,814	38%	59%
Univ. of Maryland Eastern Shore	75,591,532	39,035,136	34,912,374	4,392	17,211	8,888	7,949	52%	46%
Frostburg State University	80,971,916	41,510,611	37,459,724	4,629	17,492	8,968	8,092	51%	46%
Coppin State University	63,319,543	46,672,062	16,882,940	2,714	23,331	17,197	6,221	74%	27%
University of Baltimore	107,507,489	37,517,677	70,200,250	4,383	24,528	8,560	16,016	35%	65%
Salisbury University	128,305,476	51,857,269	73,001,960	7,873	16,297	6,587	9,272	40%	57%
Univ. of Maryland Univ. College	365,543,416	41,913,868	308,779,393	27,480	13,302	1,525	11,237	11%	84%
Univ. of Maryland Baltimore County	269,463,846	118,852,967	126,286,155	11,303	23,840	10,515	11,173	44%	47%
Morgan State University	158,766,467	92,551,602	56,295,964	6,665	23,821	13,886	8,447	58%	35%
St. Mary's College of Maryland	49,146,048	25,159,549	24,460,180	1,806	27,213	13,931	13,544	51%	50%
Total	**$3,460,536,069**	**$1,354,398,956**	**$1,641,028,459**	**132,541**	**$26,109**	**$12,086**	**$11,335**	**39%**	**47%**

E&G: Education and General
FTES: full-time equivalent student
ST: State
T&F: tuition and fees

Source: Maryland State Budget, Fiscal 2010-2017

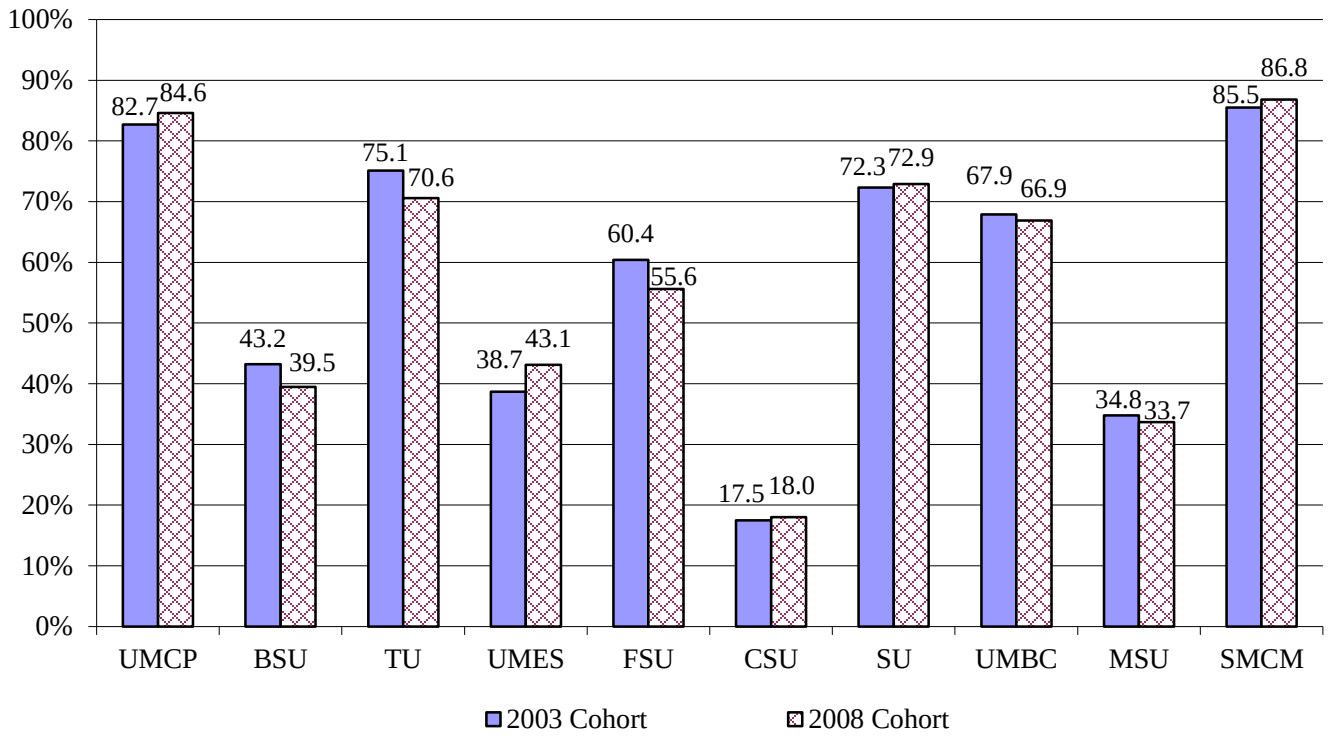
Higher Education Enrollment Trends
Full-time Equivalent Student
Public Four-year Institutions

Institution	2012	2013	2014	2015	Working 2016	Allowance 2017	Annual % 2012-16	% Change 2016-17
Univ. of Maryland, Baltimore	6,504	6,518	6,436	6,367	6,300	6,311	-0.8%	0.2%
Univ. of Maryland, College Park	31,483	31,331	31,353	31,820	31,805	31,805	0.3%	0.0%
Bowie State University	4,484	4,308	4,437	4,609	4,415	4,415	-0.4%	0.0%
Towson University	17,908	18,147	18,722	18,480	18,609	18,765	1.0%	0.8%
Univ. of Maryland Eastern Shore	4,166	4,131	3,969	4,069	4,252	4,392	0.5%	3.3%
Frostburg State University	4,608	4,573	4,603	4,608	4,629	4,629	0.1%	0.0%
Coppin State University	2,905	2,773	2,656	2,489	2,658	2,714	-2.2%	2.1%
University of Baltimore	4,425	4,458	4,438	4,321	4,338	4,383	-0.5%	1.0%
Salisbury University	7,842	7,862	7,879	7,855	7,864	7,873	0.1%	0.1%
Univ. of Maryland Univ. College	25,390	25,110	24,070	27,460	27,480	27,480	2.0%	0.0%
Univ. of Maryland Baltimore County	10,769	11,082	11,227	11,368	11,303	11,303	1.2%	0.0%
Morgan State University	7,150	6,859	6,515	6,595	6,665	6,665	-1.7%	0.0%
St. Mary's College of Maryland	2,001	1,889	1,812	1,795	1,806	1,806	-2.5%	0.0%
Total	**129,635**	**129,041**	**128,117**	**131,836**	**132,124**	**132,541**	**0.5%**	**0.3%**

Source: Governor's Budget Books, Fiscal 2010-2017

Appendix 5

Six-year Graduation Rate for First-time, Full-time Students



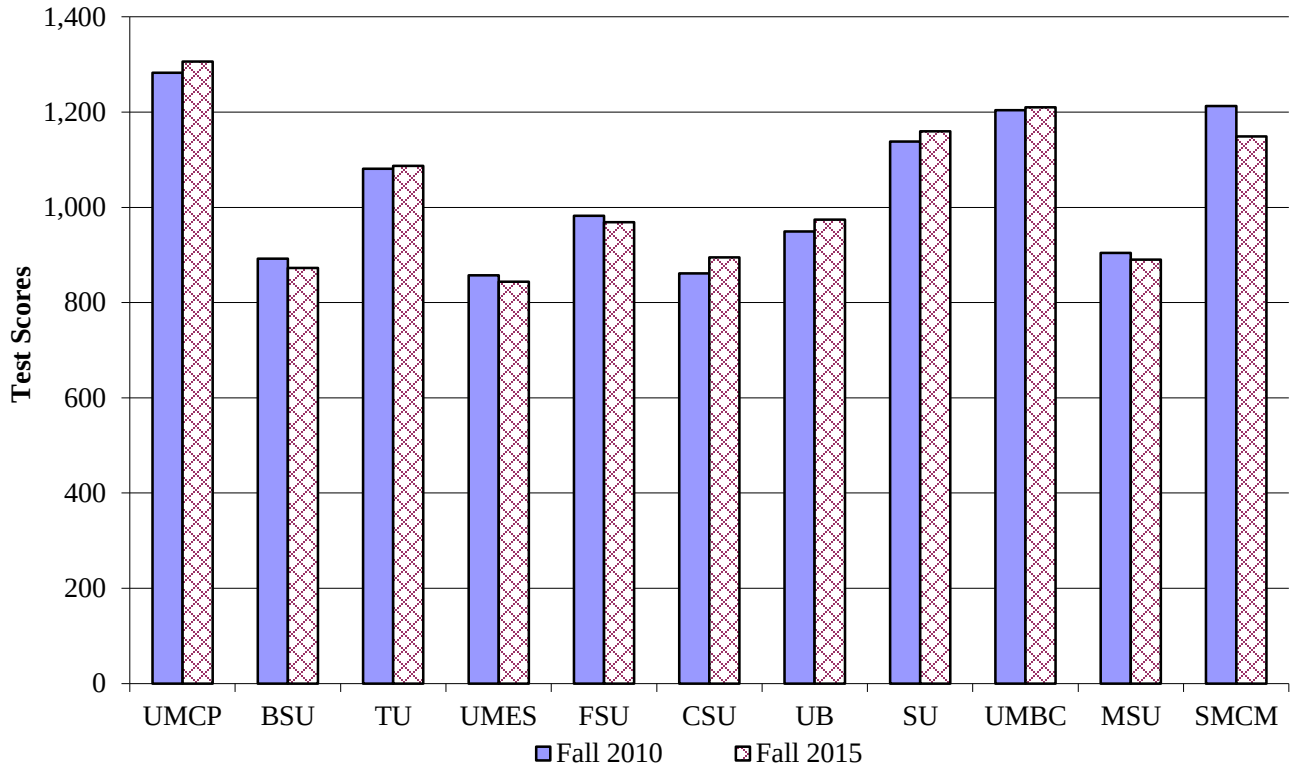
	2002	2003	2004	2005	2006	2007	2008
Univ. of Maryland, College Park (UMCP)	82.1	82.7	82.6	82.3	81.9	84.4	84.6
Bowie State University (BSU)	45.0	43.2	41.0	43.8	37.1	38.7	39.5
Towson University (TU)	70.4	75.1	72.6	68.3	69.9	68.0	70.6
Univ. of Maryland Eastern Shore (UMES)	45.6	38.7	37.3	36.0	37.0	38.6	43.1
Frostburg State University (FSU)	57.2	60.4	56.3	53.0	52.4	56.1	55.6
Coppin State University (CSU)	18.3	17.5	18.3	18.0	19.7	16.0	18.0
Salisbury University (SU)	74.9	72.3	76.6	71.6	73.1	73.2	72.9
Univ. of Maryland Baltimore County (UMBC)	66.3	67.9	67.1	64.7	67.8	68.8	66.9
Morgan State University (MSU)	34.1	34.8	33.8	30.7	30.7	34.9	33.7
St. Mary's College of Maryland (SMCM)	80.9	85.5	82.1	82.4	79.4	83.2	86.8
All Students Average	**64.3**	**64.7**	**64.1**	**63.3**	**61.6**	**63.8**	**63.7**

Note: The data shows the percentage of students who graduated from any Maryland campus within six years after starting in the year and at the institution indicated.

Source: Maryland Higher Education Commission

Appendix 6

Scholastic Aptitude Test Scores of First-year Students

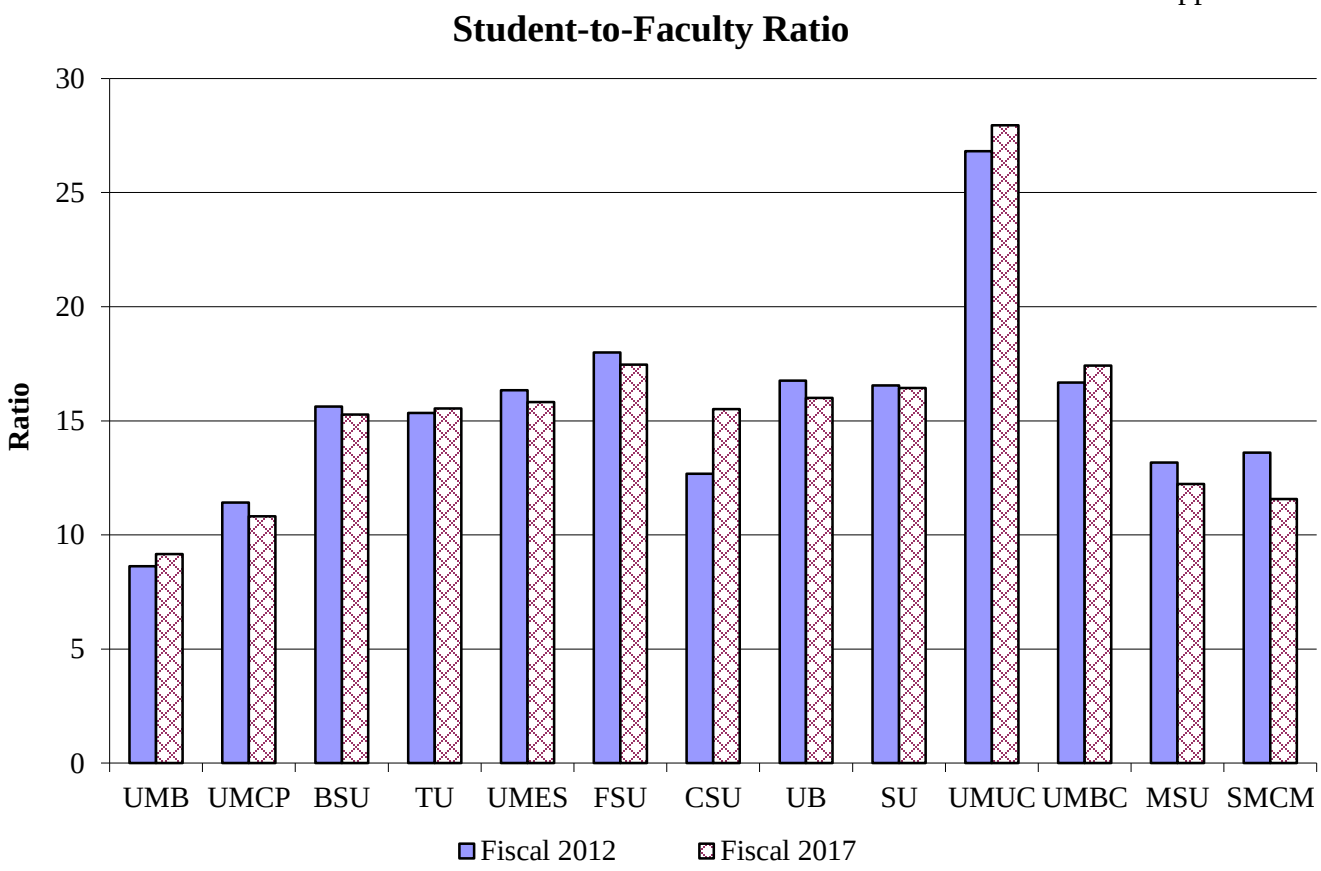


	2009	2010	2011	2012	2013	2014	2015
Univ. of Maryland, College Park (UMCP)	1,285	1,283	1,287	1,289	1,299	1,304	1,306
Bowie State University (BSU)	880	892	888	899	890	881	873
Towson University (TU)	1,080	1,081	1,087	1,087	1,088	1,084	1,087
Univ. of Maryland Eastern Shore (UMES)	847	857	879	880	881	861	844
Frostburg State University (FSU)	963	982	985	985	980	985	969
Coppin State University (CSU)	875	861	874	882	877	890	895
University of Baltimore (UB)	958	949	953	953	944	925	974
Salisbury University (SU)	1,129	1,138	1,147	1,155	1,160	1,156	1,160
Univ. of Maryland Baltimore County (UMBC)	1,184	1,204	1,206	1,223	1,218	1,214	1,210
Morgan State University (MSU)	904	904	909	895	905	889	890
St. Mary's College of Maryland (SMCM)	1,229	1,213	1,208	1,209	1,187	1,173	1,149
Average (unweighted)	**1,030**	**1,033**	**1,038**	**1,042**	**1,039**	**1,033**	**1,032**

Note: Reflects verbal (maximum 800) and math (maximum 800) scores only.

Source: Maryland Higher Education Commission

Appendix 7



	2012	2013	2014	2015	2016	2017
Univ. of Maryland, Baltimore (UMB)	8.6	9.0	8.7	9.6	9.1	9.2
Univ. of Maryland, College Park (UMCP)	11.4	11.5	11.0	10.8	10.8	10.8
Bowie State University (BSU)	15.6	15.4	15.4	15.9	15.3	15.3
Towson University (TU)	15.3	15.5	15.4	15.4	15.5	15.5
Univ. of Maryland Eastern Shore (UMES)	16.3	15.9	15.0	15.3	15.8	15.8
Frostburg State University (FSU)	18.0	17.7	17.8	17.4	17.5	17.5
Coppin State University (CSU)	12.7	12.7	12.1	13.5	15.2	15.5
University of Baltimore (UB)	16.8	16.6	15.9	15.3	15.8	16.0
Salisbury University (SU)	16.5	17.4	16.4	16.2	16.4	16.4
Univ. of Maryland Univ. College (UMUC)	26.8	23.9	23.8	28.0	28.0	28.0
Univ. of Maryland Baltimore County (UMBC)	16.7	17.2	17.2	17.0	17.4	17.4
Morgan State University (MSU)	13.2	12.4	11.8	12.4	12.2	12.2
St. Mary's College of Maryland (SMCM)	13.6	10.7	10.2	11.0	11.6	11.6

Note: Full-time equivalent.

Source: Department of Budget and Management