
Higher Education Fiscal 2024 Budget Overview

**Department of Legislative Services
Office of Policy Analysis
Annapolis, Maryland**

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Analysis of the FY 2024 Maryland Executive Budget, 2023

Higher Education Fiscal 2024 Budget Overview

State Funding Changes for Higher Education (\$ in Thousands)

	<u>Adjusted 2022</u>	<u>Working Adjusted 2023¹</u>	<u>Allowance Adjusted 2024²</u>	<u>Adj. Change 2023-2024</u>	<u>% Change 2023-2024</u>
Public Four-year Institutions					
University System of Maryland	\$1,574,884	\$1,946,020	\$2,170,706	\$224,686	11.5%
Chapter 41 of 2021 Funds		22,342	36,193	\$13,851	62.0%
<i>Subtotal – USM</i>	<i>\$1,574,884</i>	<i>\$1,968,362</i>	<i>\$2,206,899</i>	<i>\$238,537</i>	<i>12.1%</i>
Morgan State University	\$116,846	\$141,048	\$166,161	\$25,113	17.8%
Chapter 41 Funds		15,113	26,387	\$11,274	74.6%
<i>Subtotal – MSU</i>	<i>\$116,846</i>	<i>\$156,161</i>	<i>\$192,548</i>	<i>\$36,387</i>	<i>23.3%</i>
St. Mary’s College of Maryland	\$30,357	\$34,193	\$40,801	\$6,608	19.3%
<i>Subtotal – Public Four-year</i>	<i>\$1,722,088</i>	<i>\$2,158,716</i>	<i>\$2,440,248</i>	<i>\$281,532</i>	<i>13.0%</i>
Other Higher Education					
Maryland Higher Education Commission					
Administration	\$6,963	\$9,549	\$9,943	\$394	4.1%
Administration Chapter 41 Funds		22,032		-22,032	-100.0%
<i>Subtotal – Administration</i>	<i>\$6,963</i>	<i>\$31,581</i>	<i>\$9,943</i>	<i>-\$21,638</i>	<i>-68.5%</i>
Financial Aid	\$137,289	\$165,742	\$183,414	\$17,671	10.7%
Education Grants	7,757	10,922	11,790	868	7.9%
College Savings Plan Match ³	10,971	7,361	10,980	3,618	49.2%
Non-USM Regional Higher Education Centers	1,410	1,410	1,410		0.0%
Independent Institutions	88,810	118,598	137,095	18,496	15.6%
Aid to Community Colleges	307,695	373,670	413,591	39,921	10.7%
Baltimore City Community College	41,154	44,911	47,899	2,989	6.7%
<i>Subtotal – Other Higher Education</i>	<i>\$602,049</i>	<i>\$754,196</i>	<i>\$816,121</i>	<i>\$61,925</i>	<i>8.2%</i>
Total Higher Education	\$2,324,137	\$2,912,912	\$3,256,369	\$343,457	11.8%
Total State PAYGO⁴	\$213,203	\$422,017	\$21,562		

¹ The 2023 working is adjusted to include deficiency appropriations, including a statewide deficiency appropriation for the 4.5% cost-of-living adjustment (COLA) provided in November 2022 budgeted within the Statewide Account in the Department of Budget and Management (DBM).

² The 2024 allowance is adjusted to include the fiscal 2024 increments 2% COLA and increments budgeted within the Statewide Account in DBM.

³ The fiscal 2023 working appropriation is adjusted to include a \$3.6 million reversion.

⁴ Includes \$213.2 million in general funds in fiscal 2022 for USM; \$422.0 million in the fiscal 2023 adjusted working appropriation for USM (\$339.0 million), MSU (\$66.0 million) and SMCM (\$17.0 million); and \$21.6 million in the fiscal 2024 adjusted allowance between USM (\$17.6 million) and BCCC (\$4.0 million).

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

Executive Summary

The Higher Education Overview provides a summary of the changes in State funding for higher education. These changes include a review of the Maryland public four-year institutions, independent institutions, aid to community colleges, and funding for Baltimore City Community College (BCCC). Additionally, an evaluation of changes in funding for the Maryland Higher Education Commission (MHEC), financial aid and educational grant programs, the College Savings Plan Match, and funding for non-University System of Maryland (USM) regional higher education centers is also provided.

A comparative analysis is also provided to review performance indicators against peer states. These metrics include State funding support, changes in tuition and fee levels, enrollment, outcome measures, and an evaluation of Maryland's 55% degree attainment goal. The Higher Education Overview will also provide an analysis of college enrollment and income outcome, apprenticeships, teaching preparation programs, and the Historically Black Colleges and Universities (HBCU) settlement funds update.

Operating Budget Recommended Actions

1. Adopt committee narrative to request a report on faculty workload.

Higher Education

Fiscal 2024 Budget Overview

Operating Budget Overview

Fiscal 2023 Actions

The fiscal 2023 adjusted working appropriation includes the higher education share of a deficiency appropriation related to the 4.5% cost-of-living adjustment (COLA) from November 2022 that is budgeted in the Statewide Account in the Department of Budget and Management (DBM). This deficiency includes \$69.6 million to USM institutions, \$4.5 million to Morgan State University (MSU), \$1.2 million to BCCC, and \$0.9 million to St. Mary's College of Maryland (SMCM). It also includes four proposed deficiency appropriations specific to the institutions and MHEC:

- adding \$200,000 for MHEC's Maryland College Aid Processing System;
- withdrawing \$3.6 million of general funds from the appropriation for the Save4College plan match to reflect the actual disbursements;
- adding \$2.6 million of general funds for seven USM institutions to assist with costs of the 4.5% COLA for non-State supported positions; and
- replacing \$8 million in general funds with special funds through the Higher Education Investment Fund due to available fund balance.

The fiscal 2023 adjusted appropriation also includes \$422.0 million in general fund pay-as-you-go (PAYGO) funding for USM, MSU, and SMCM. When excluding PAYGO funding, total higher education in the fiscal 2023 adjusted working appropriation is \$588.8 million, or 2.5%, above the fiscal 2022 budget.

Fiscal 2024 Allowance

Total State operating support for higher education increases \$342.5 million, or 11.8%, excluding PAYGO, after accounting for the fiscal 2024 2% general salary increase, and additional merit increment increase budgeted within DBM. The fiscal 2024 allowance includes \$62.6 million for HBCUs, as a result of Chapter 41 of 2021, an increase of \$25.1 million to the four institutions. Overall, the HBCU settlement funds increase by only \$3.1 million due to the \$22.0 million in legal fees allotted to MHEC in fiscal 2023. General fund support of the total also increases, as \$16 million in Cigarette Restitution funds was available to support a portion of the expenses in fiscal 2023.

Funding for the State's four-year public higher education institutions, from fiscal 2019 to the fiscal 2024 adjusted allowance, is shown in **Exhibit 1**. Funding for public four-year institutions increases \$297.8 million, or 13.8%. State fiscal 2024 adjusted funds increase \$281.5 million, or 13.0%, above the fiscal 2023 working adjusted when excluding PAYGO funding. As shown in **Appendix 3**, State funding exceeds tuition and fee revenue in the fiscal 2024 adjusted allowance.

Exhibit 1
State Support for Public Universities
Fiscal 2019-2024
(\$ in Thousands)

<u>Institution</u>	<u>Actual</u> <u>2019</u>	<u>Adjusted</u> <u>2020</u>	<u>Adjusted</u> <u>2021</u>	<u>2022</u>	<u>Adjusted</u> <u>Working</u> <u>2023</u>	<u>Adjusted</u> <u>Allowance</u> <u>2024</u>	<u>Annual %</u> <u>Change</u> <u>2019-2024</u>	<u>\$ Change</u> <u>2023-2024</u>	<u>% Change</u> <u>2023-2024</u>
University of Maryland, Baltimore Campus	\$236,403	\$263,294	\$249,176	\$260,200	\$328,252	\$366,121	9.1%	\$37,868	11.5%
University of Maryland, College Park Campus	488,247	\$531,341	539,635	551,840	\$692,603	\$789,171	10.1%	\$96,568	13.9%
Bowie State University	46,014	49,609	47,803	50,798	73,078	84,379	12.9%	\$11,301	15.5%
Towson University	120,317	134,791	139,242	147,389	180,692	203,145	11.0%	\$22,453	12.4%
University of Maryland Eastern Shore	40,791	43,137	45,112	43,542	59,701	69,156	11.1%	\$9,455	15.8%
Frostburg State University	42,341	45,500	44,523	45,260	55,251	60,486	7.4%	\$5,235	9.5%
Coppin State University	47,294	49,544	51,055	47,982	62,821	70,383	8.3%	\$7,562	12.0%
University of Baltimore	37,952	41,381	43,562	45,266	55,611	60,597	9.8%	\$4,987	9.0%
Salisbury University	55,095	59,606	62,254	63,904	78,986	91,907	10.8%	\$12,920	16.4%
University of Maryland Global Campus	43,838	44,397	44,566	45,612	57,562	64,348	8.0%	\$6,786	11.8%
University of Maryland Baltimore County	131,479	147,667	152,024	160,917	191,620	210,556	9.9%	\$18,937	9.9%
University of Maryland Center for Environmental Science	22,812	23,696	22,752	22,824	26,649	28,441	4.5%	\$1,792	6.7%
University System of Maryland Office	37,961	41,205	20,402	20,244	24,832	26,439	-7.0%	\$1,607	6.5%
Universities at Shady Grove			23,045	22,405	29,814	30,653		\$839	2.8%
Morgan State University	97,412	104,890	112,324	116,846	156,161	192,548	14.6%	\$36,387	23.3%
St. Mary's College of Maryland	25,834	28,602	27,762	30,357	34,193	40,801	9.6%	\$6,608	19.3%
Total Funding for Public Four-year Institutions	\$1,473,790	\$1,608,662	\$1,625,236	\$1,675,385	\$2,107,827	\$2,389,133	10.1%	\$281,306	13.3%
Total with Other Higher Education Funding*	\$1,521,320	\$1,653,581	\$1,668,429	\$1,722,088	\$2,158,716	\$2,440,248	9.9%	\$281,532	13.0%

*Other higher education funding includes funding for agricultural extension and experimental station programs.

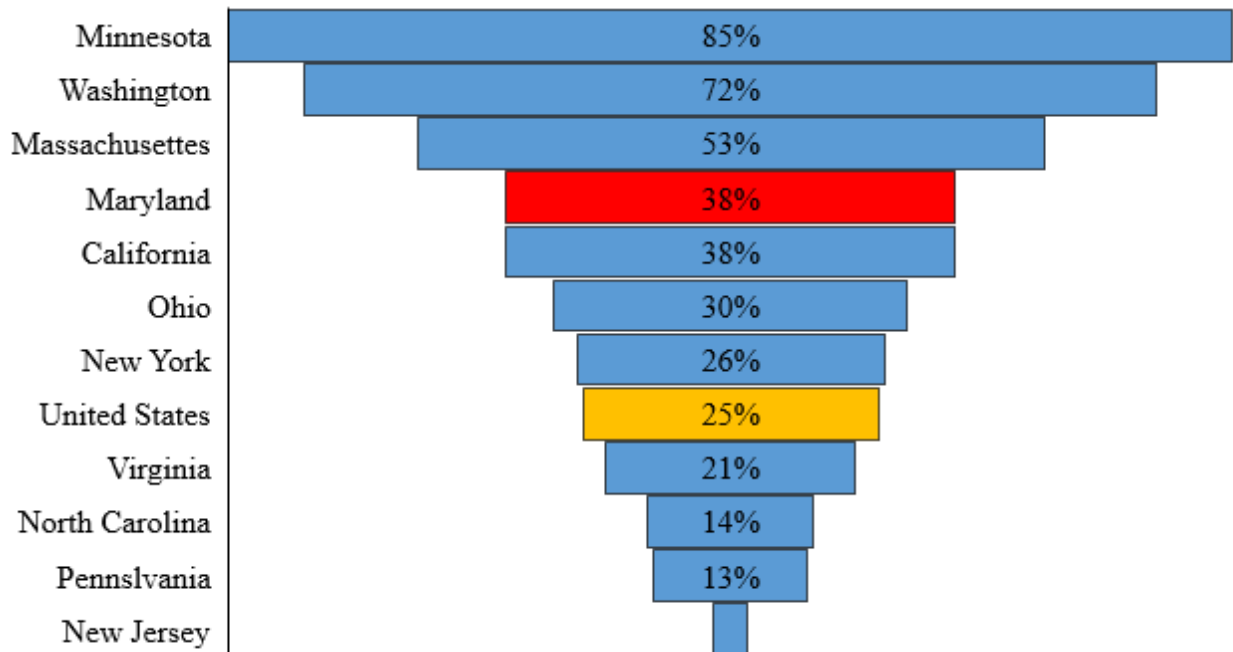
Note: Office for Civil Rights enhancement funds to Historically Black Colleges and Universities are included for those institutions. Excludes pay-as-you-go funding.

Source: Governor's Fiscal 2019-2024 Budget Books; Department of Legislative Services

Comparing Funding of Higher Education

Nationally, from fiscal 2011 to 2021, state and local funding per full-time equivalent student (FTES) on average increased 25% (adjusted for inflation), as shown in **Exhibit 2**. The national increase in funding per FTES in fiscal 2021 marks a second consecutive year where funding per FTES has increased, reversing a trend that began after the Great Recession whereby state and local funding on higher education per FTES had previously generally decreased. Overall, 45 states increased state and local funding per FTES with 3 competitor states having a larger increase than Maryland; these states were Minnesota, Washington, and Massachusetts, which increase funding per FTES by 85%, 72%, and 53%, respectively. Among competitor states, Pennsylvania and New Jersey showed the smallest increase in state and local funding per FTES, 13% and 3%, respectively. Maryland public four-year institution funding can be seen in **Appendix 2** and **Appendix 3**. Funding by FTES for Maryland public four-year institutions can be seen in **Appendix 4** and **Appendix 5**, while total FTES enrollment trends can be seen in **Appendix 6**.

Exhibit 2
10-year Percentage Change in State and Local Funding Per FTES
Fiscal 2011-2021



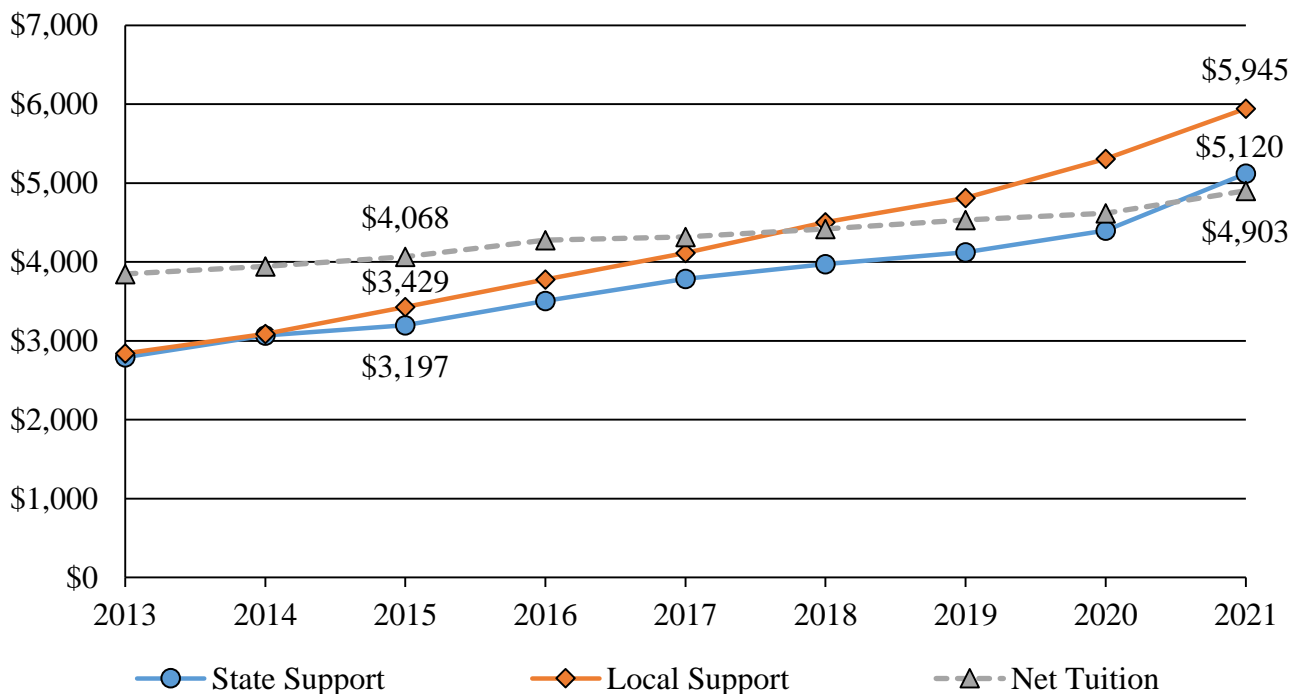
FTES: full-time equivalent student

Source: The College Board, *Trends in College Pricing*

State Funding by Segment

Exhibit 3 shows the source of funding per FTES for Maryland’s two-year public institutions. State and local support were nearly equal from fiscal 2012 to 2014. State funding per FTES remained fairly flat in fiscal 2015 due to cost containment measures but increased 9.6% in fiscal 2016, followed by additional increases of 8.0% in fiscal 2017, 4.9% in fiscal 2018, 3.7% in fiscal 2019, and 6.7% in fiscal 2020. This trend of increasing State support continued in fiscal 2021, with State support increasing 16.4%. Local support increased 12.0% while still exceeding State support by \$825 per FTES in fiscal 2021 when compared to fiscal 2020. The growth in State and local funding per FTES of 32.8% and 43.8%, respectively, between fiscal 2015 and 2021, is mainly due to enrollment falling 26.1%. Tuition increases resulted in revenue per FTES increasing 20.5% from fiscal 2015 to 2021.

Exhibit 3
State and Local Support and Net Tuition Per FTES for
Maryland’s Two-year Public Institutions
Fiscal 2013-2021



FTES: full-time equivalent student

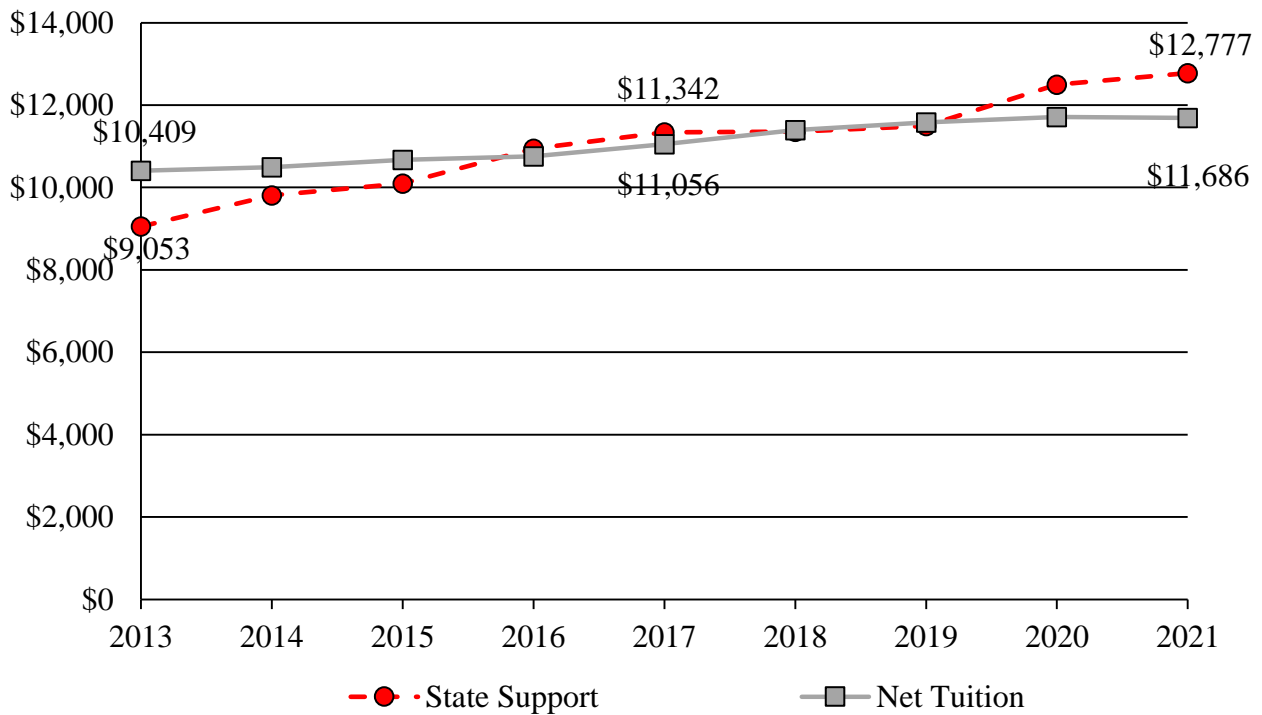
Note: Net tuition includes tuition, required fees, books and supplies, room and board, and other related expenses.

Source: *State Higher Education Finance: Fiscal 2021*, State Higher Education Executive Officers Association

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State support per FTES in fiscal 2021 fell below net tuition at Maryland’s public four-year institutions, as shown in **Exhibit 4**. Net tuition per FTES decreased slightly to \$11,686 in fiscal 2021. After remaining relatively flat in fiscal 2015 due to cost containment measures, State funding per FTES spiked 8.5%, or \$853 per FTES, in fiscal 2016, exceeding tuition by \$186 per FTES. State funding continued to exceed tuition in fiscal 2017, totaling \$11,342, while net tuition totaled \$11,056. State funding per FTES marginally increased to \$11,357 per FTES in fiscal 2018, while net tuition increased 3.1%, exceeding State support by 0.4%, or \$40 per FTES. Fiscal 2019 continued this position for one year, after which State support per FTES spiked in fiscal 2020, increasing 8.6%, or \$1,009 per FTES, as a result of an increase in allocated funds and a steadily decreasing student body FTES population. In fiscal 2021, State support increased 2.2%. Overall, State funding per FTES has increased by 41.1% from fiscal 2013 to 2021.

Exhibit 4
State Support and Net Tuition Per FTES for Four-year Public Institutions
Fiscal 2013-2021



FTES: full-time equivalent student

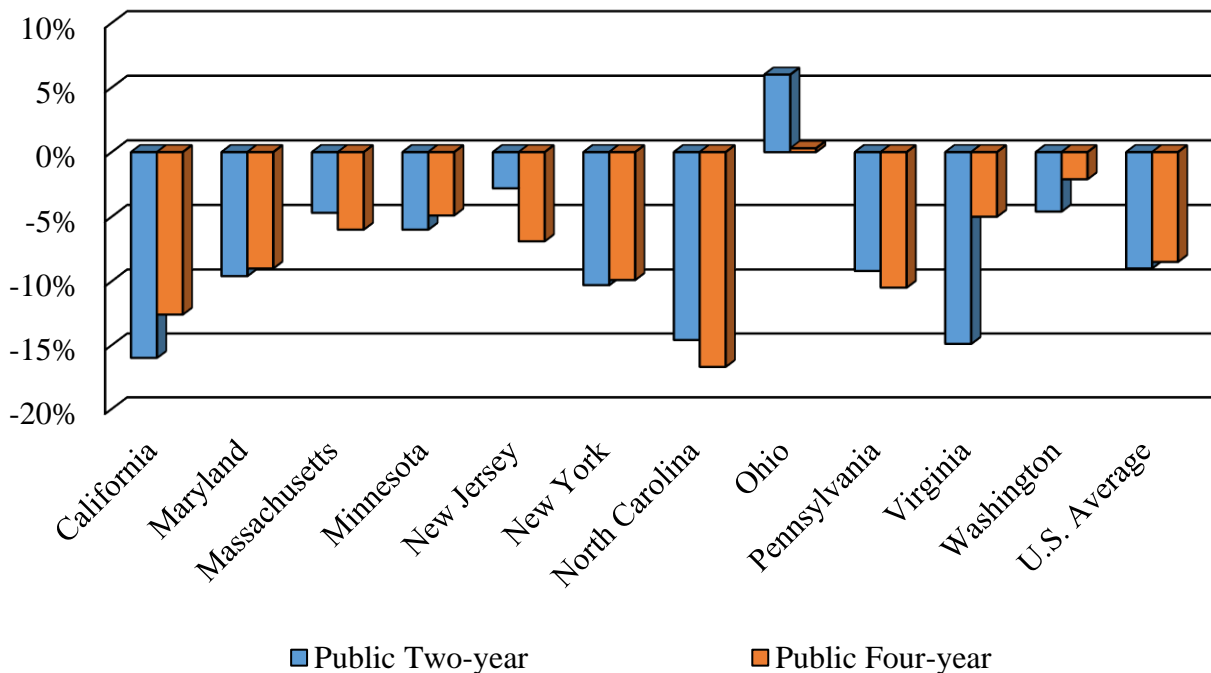
Note: Net tuition includes tuition, required fees, books and supplies, room and board, and other related expenses.

Source: State Higher Education Finance: Fiscal 2021, State Higher Education Executive Officers Association

Tuition and Fees

Exhibit 5 shows the inflation adjusted percentage change in in-state tuition and fees at Maryland and its competitor states’ two- and four-year institutions between fiscal 2018 and 2023. On average, nationally, the tuition and fees increased during this time. However, the average tuition and fees at two-year institutions declined in 41 states, including Maryland and all but 1 of the competitor states. Rates at Maryland’s two-year institutions decreased by 9.6% over this period; only 4 competitor states – California, New York, North Carolina, and Virginia – experienced a greater average decline between fiscal 2018 and 2023. According to the College Board, for the 2022-2023 academic year, the average rate for Maryland was \$4,905, making it the twenty-second (excluding Alaska) most expensive in the country with eight competitor states having higher rates. Except for California and North Carolina, the average tuition and fee rate in Maryland and its competitor states exceeded the national average by at least \$1,045.

Exhibit 5
Inflation Adjusted Five-year Percentage Change for In-state Tuition and Fees
At Two- and Four-year Public Institutions
Fiscal 2018-2023



Note: Five-year percentage change for in-state tuition and fees at two-and four-year public institutions are the average published tuition and fees in 2022 dollars.

Source: The College Board, *Trends in College Pricing*

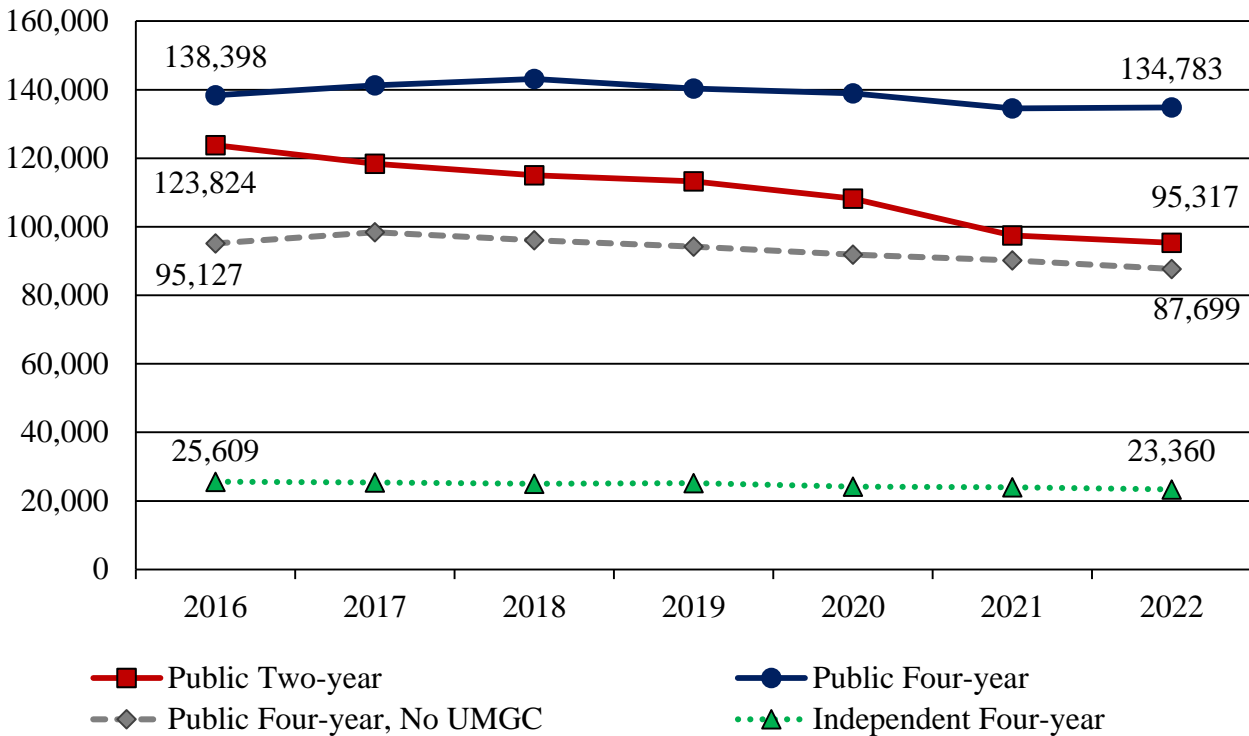
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Over the past five years, average tuition and fees at public four-year institutions decreased in all of Maryland’s competitor states, apart from Ohio, which increased by 0.3%. Maryland’s rates decreased 9.0%, while the national average decreased by 8.5%. According to the College Board, when compared to all states, at \$10,560, Maryland is in the middle of states (twenty-fifth) for the expensiveness of tuition and fee rate. This rate is also below the national average of \$10,940 and that of seven competitor states – Massachusetts, Minnesota, New Jersey, Ohio, Pennsylvania, Virginia, and Washington. **Appendix 7** and **Appendix 8** show the tuition and fee rates at Maryland’s public four- and two-year institutions, respectively.

Undergraduate Enrollment

Total undergraduate enrollment at Maryland’s public institutions and independent institutions decreased across all segments by 1.0% in fall 2022. As shown in **Exhibit 6**, the enrollment decline has begun to level off since the pandemic. The rate of decrease at two-year public institutions slowed in fall 2022, with a decline of 2,141 students (2.2%) in fall 2022 compared to a decrease of 11,000 students in fall 2021. Enrollment at the four-year public institutions increased by 227 students, or 0.2%, when compared to the fall 2021 total. This was the first increase since fall 2018. However, enrollment decreased by 2.7% if University of Maryland Global Campus (UMGC) is not included in the four-year public institutions. Four-year independent institutions experienced a 2.7% rate of decline. Higher education enrollment trends by FTES at Maryland’s public four-year institutions can be seen in Appendix 6.

Exhibit 6
Maryland Total Fall Undergraduate Headcount Enrollment by Segment
Fall 2016-2022



Note: Fall 2022 enrollment reflects opening fall enrollment data and is subject to revision.

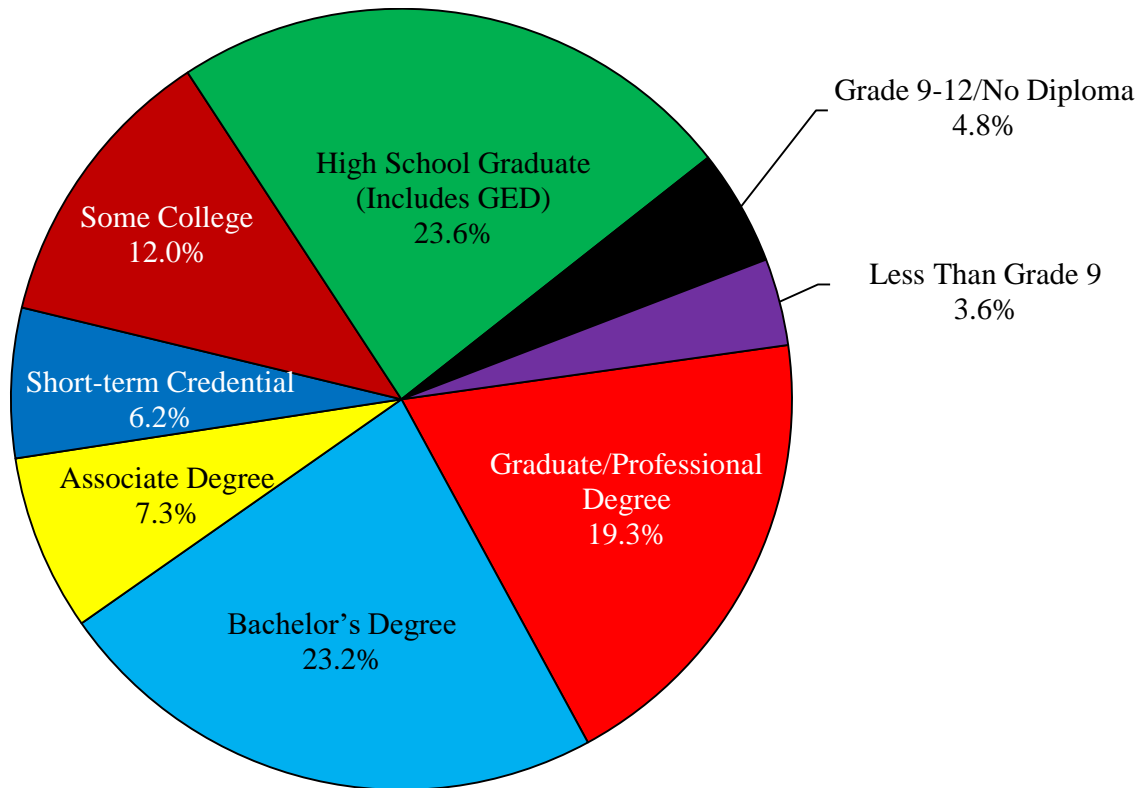
Source: Maryland Higher Education Commission

Nationally, according to the National Student Clearinghouse, undergraduate enrollment across all segments declined 1.1% in fall 2022. Enrollment at the nation’s public two-year institutions decreased 0.4%, while the public four-year institutions decreased by 1.6%. Enrollment at the four-year private nonprofit institutions also decreased by 0.9%.

Progress Toward 55% Degree Attainment

To maintain a competitive and productive workforce, Maryland has an educational completion goal that at least 55% of adults 25 to 64 years old will hold at least one degree credential by 2025. As of 2019, according to the Lumina Foundation, when including short-term credentials, Maryland exceeded its goal with 55.9% of Marylanders holding at least one degree credential, as shown in **Exhibit 7**, surpassing the national average of 51.9%. When excluding short-term credentials, Maryland falls short of its attainment goal, with 49.7% of Marylanders holding at least one degree credential but still exceeds the national average of 42.8%.

Exhibit 7
Maryland Education Attainment
Adults 25 to 64 Years Old
Calendar 2019



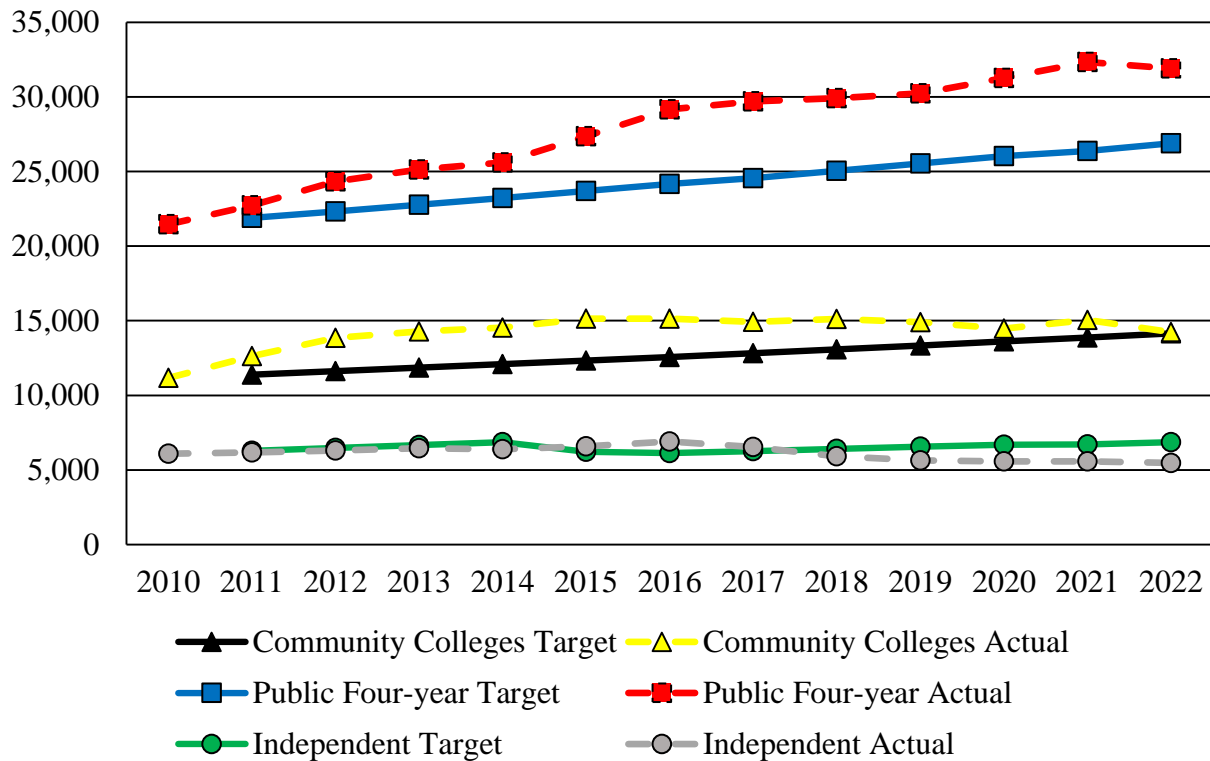
Note: Short-term credentials include certificated and industry recognized certifications (2% certificates; 4.1% certifications).

Source: Lumina Foundation: A Stronger Nation

In 2012, MHEC developed a model, last revised in 2017, setting degree targets for institutions to reach in order for the State to reach its 55% completion goal. Based on the model, MHEC estimated that a total of 1.8 million Marylanders would have to possess a degree to meet the goal. MHEC estimates that in 2025, 903,511 residents ages 25 to 49 who held at least an associate degree in 2010 will still be in the target group. Therefore, when excluding this population from the target of 1.8 million, Maryland will need to have an additional 924,909 degree holders between 2010 (the base year) and 2025. Public two- and four-year and independent and other private institutions would account for 718,209 of the additional degree holders, while the remaining would be due to migration of individuals from other states and countries who already hold a college degree.

After factoring in migration and mortality rates, MHEC’s model determined that the goal can be reached if the public sector annually increases degree production by 2.0%. As shown in **Exhibit 8**, while community colleges and public four-year institutions have consistently surpassed their respective targets, the rate of growth in degrees awarded has slowed. From fiscal 2016 to 2020, on average, the number the number of awards conferred by the community colleges declined 0.9% annually. While the number of degrees awarded in fiscal 2021 increased 4.0%, it fell 5.4% to 14,239 degrees in fiscal 2022 and only slightly exceeded the target level, the lowest since fiscal 2012. Since fiscal 2018, the independent institutions have fallen below their targets in each year.

Exhibit 8
55% Degree Attainment Goal by Segments
Fiscal 2010-2022



Source: Maryland Higher Education Commission

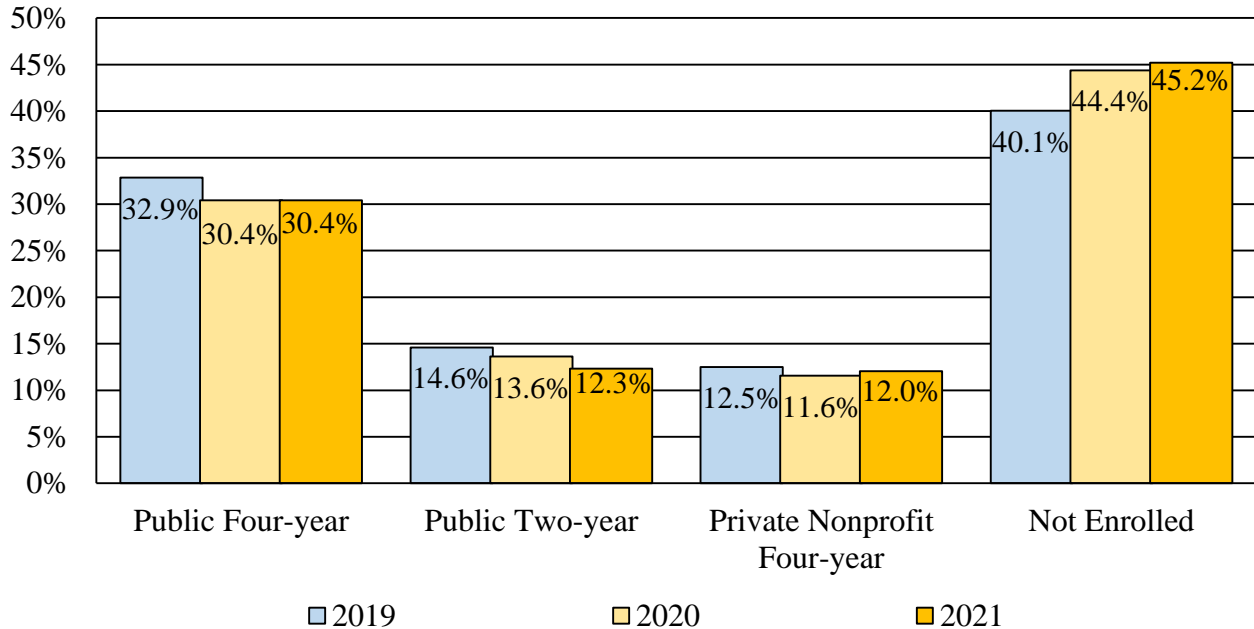
As of fiscal 2022, 630,343 degrees (including independent and other private institutions), or 87.4% of the target, have been conferred. It should be noted that starting in fiscal 2015, the number of degrees awarded by public four-year institutions is overstated due to a change in the

reporting requirements for UMGC in which all associate and bachelor’s degrees conferred to all students, stateside and overseas, are included in the total number of degrees. Overall, for fiscal 2022, MHEC estimates that the degree attainment rate for the State to be 50.1% and, over the course of the model, the average annual change per year has been 0.5%. At this rate, Maryland’s degree attainment rate would be 52.1% by 2025.

COVID-19 Impact on Immediate College Enrollment

The Maryland Longitudinal Data System Center (MLDSC) collects data on Maryland public high school graduates, including data related to immediate college enrollment after graduation. It appears that COVID-19 impacted those high school students who immediately enrolled in college in the fall after graduation. Nationally, as shown in **Exhibit 9**, the effects of the pandemic appear to continue with the 2021 cohort in which the percentage not immediately enrolled in college increased 0.8 percentage points to 45.2%. When comparing the 2019 (prepandemic) and 2021 graduating classes, the percentage of those not enrolling in college increased by 5.1 percentage points from 40.1% to 45.2%, respectively.

Exhibit 9
National Immediate College Enrollment Rate
2019-2021 High School Graduating Cohorts

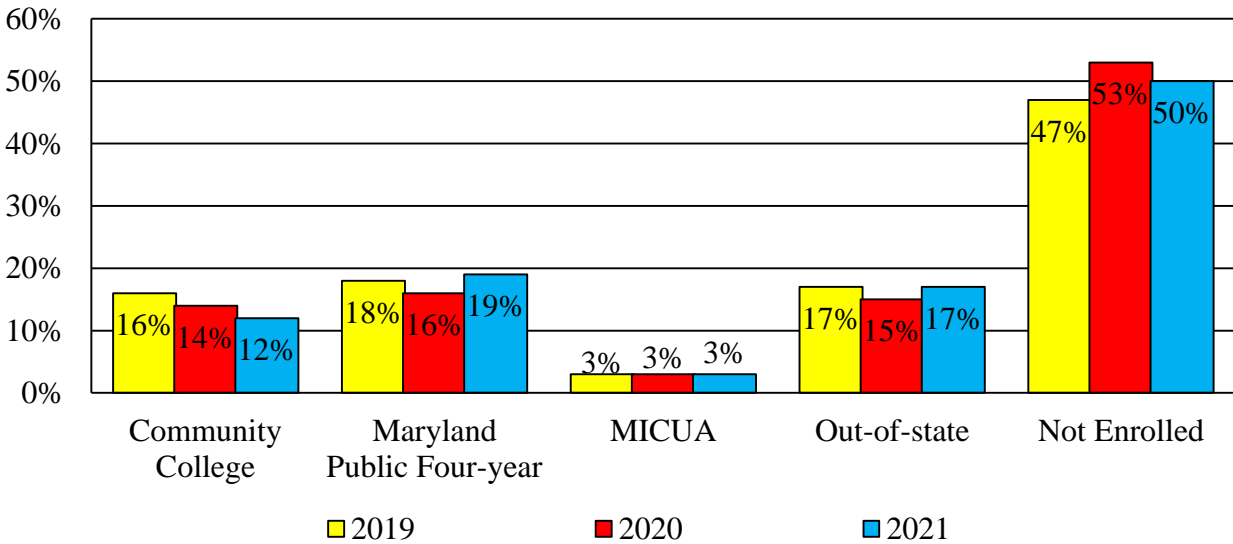


Note: Based on students who took the PSAT.

Source: College Board; College Enrollment and Retention in the Era of COVID, June 2021

As shown in **Exhibit 10**, in Maryland, prior to the pandemic, 47% of the public high school graduates did not enroll in college immediately. COVID-19 impacted the 2020 graduating class with the percentage of not enrolling in college increasing to 53%. However, the percent of graduates not immediately enrolling college decreased to 50% with the 2021 graduating class, indicating that, unlike the national trend, Maryland’s rates have begun to return to prepandemic levels. Of note, the percentage of those enrolling a public four-year institution increased to 19% with the 2021 class, exceeding prepandemic levels of 18%.

Exhibit 10
Immediate College Enrollment
Maryland Public High School Graduates
2019-2021 Graduating Cohorts



MICUA: Maryland Independent Colleges and University Association

Note: Only includes those who enrolled in college as a full-time degree seeking student in the fall immediately after high school graduation.

Source: Maryland Longitudinal Data System Center

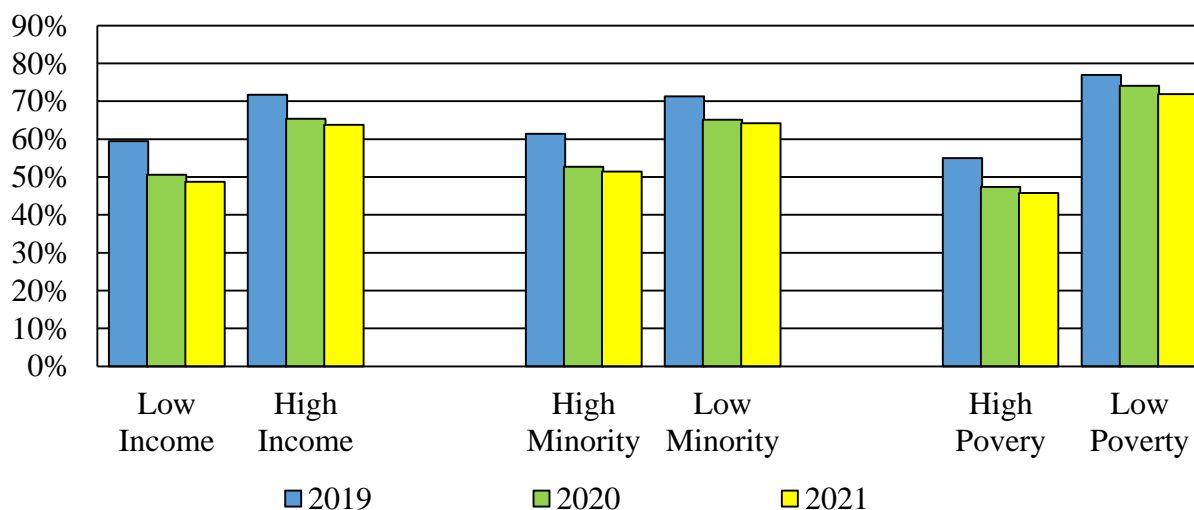
The college going rate of high school graduates has implications for the ability of Maryland to maintain its educational attainment level. While some may decide to pursue postsecondary education later, including for-credit certificates or certification, many may not complete any college credential. Furthermore, some may pursue other options such as joining the workforce, military, or postsecondary apprenticeships. Targeting programs and resources at immediate college enrollment is an “easy” point at which institutions and policy makers can intervene to increase the overall college going rate. Those that do not enroll immediately tend to lose momentum while work, finances, and family tend to keep them from pursuing a postsecondary education.

Impact of Income and Parents’ Education

As high school graduates become increasingly diverse, those going to college will likely come from low-income families and be the first in their family to attend college. Many of these students may not consider attending college for a variety of reasons including cost, preparation, or family expectations. Increasing the college going rate of high school graduates will require new programs and initiatives throughout the postsecondary pipeline.

Income is strongly associated with immediate college enrollment and, nationally, there is a widening gap between those students from well- and low-resourced schools. In general, as shown in **Exhibit 11**, when looking at immediate college enrollment by high school category for the 2019 cohort (prepandemic), the gap between those going to college from low- and high-income schools was 12 percentage points, while the gap for high- and low-poverty schools was 22 percentage points. The pandemic impacted all the 2020 cohorts; the declines in college enrollment were greater at the low-income, high-minority, high-poverty schools and the gap widened between those going to college to 15% between low- and high-income schools and 27% between high- and low-poverty schools. While the widening of the gaps slowed with the 2021 cohort, the rates reached their lowest level of 48.7% from low-income schools and 45.8% from high poverty schools.

Exhibit 11
National Immediate College Enrollment by High School Category
2019-2021 Classes

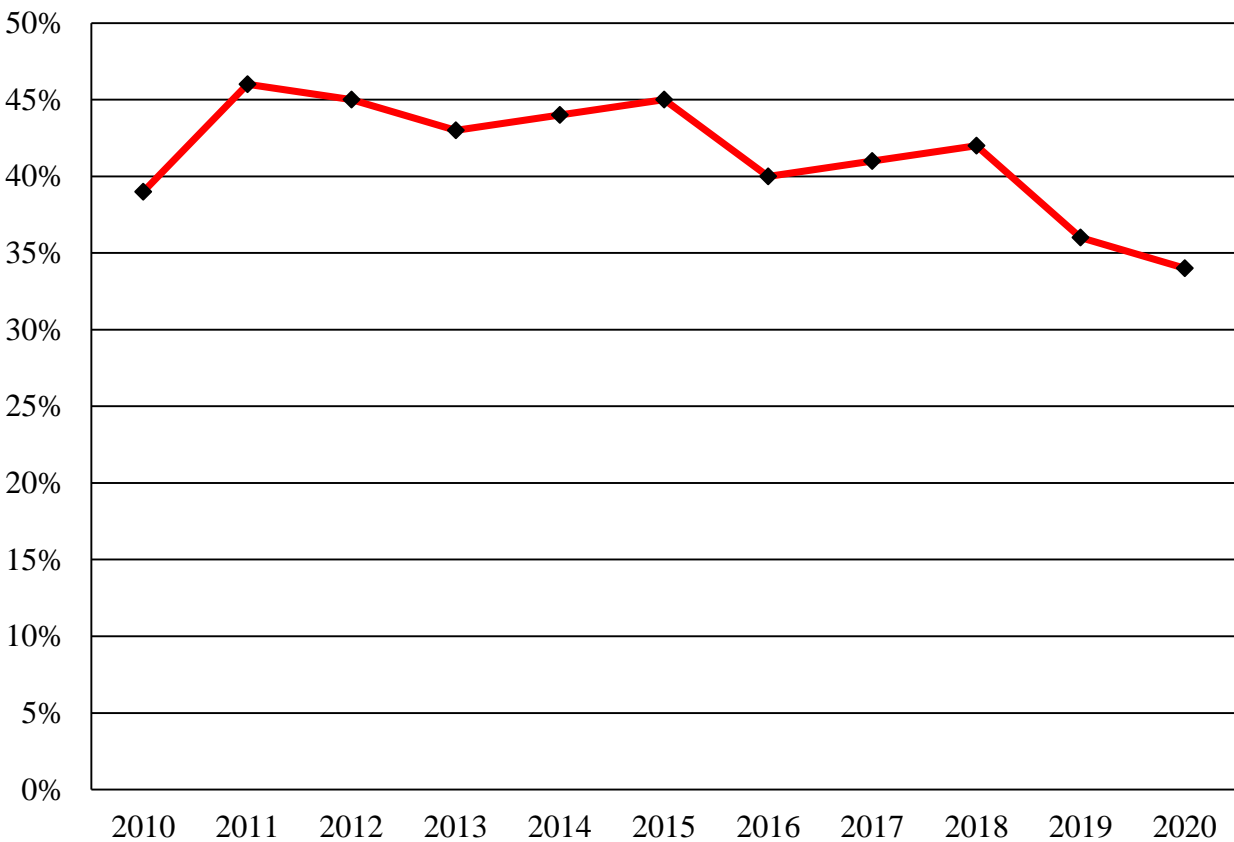


Note: Low-income includes schools where at least 50% of the students are eligible for a free or reduced-priced lunch. High minority includes schools with at least 40% students that are Black or Hispanic. Higher poverty is a subset of low-income schools where at least 75% of students are eligible for a free or reduced-price lunch.

Source: National Student Clearinghouse Research Center; High School Benchmarks, November 2022

In looking at the estimated college participation of Maryland low-income students, as illustrated in **Exhibit 12**, the rate increased after the Great Recession, reaching its highest level in fiscal 2011 (46%). However, even before the pandemic, the rate of college participation for low-income students had started to decline, falling from 42% in fiscal 2018 and by fiscal 2020 had decreased to 34%.

Exhibit 12
Estimated College Participation for Maryland Low-income Students
Fiscal 2010-2020



Source: The Pell Institute

In addition to family income, the educational level of parents influences not only if a student will attend college but succeed in completing a degree. As shown in **Exhibit 13**, data reported nationally indicated that only 20% of those from families in which no parent has any college experience will earn a bachelor's degree compared to 82% in which both parents have at least a bachelor's degree.

Exhibit 13
Outcomes for Adults (Age 22 to 59) with and without College Educated Parents
Calendar 2019

	<u>Percent with Bachelor’s Degree</u>
Two Parents with at Least a Bachelor’s Degree	82%
One Parent with at Least a Bachelor’s Degree	60%
At Least One Parent with Some College	34%
No Parent with College Experience	20%

Source: Pew Research Center; First-Generation Graduates Lag Behind Peers on Key Economic Outcomes

According to Education Trust, students from the lowest income families are seven times less likely to earn a bachelor’s degree by age 24 than those from the highest income levels. About a third of undergraduate students, according to the consulting firm EAB, are first-generation who lack the resources and knowledge about how college works. Almost half will attend community college and are twice as likely to drop out within three years than those who parents have a bachelor’s degree. These students may need more financial support as they learn to navigate their way around college. For instance, they may not be aware of programs and services, or they cannot afford the services because they may have to take time off from work, or they are not offered at convenient times.

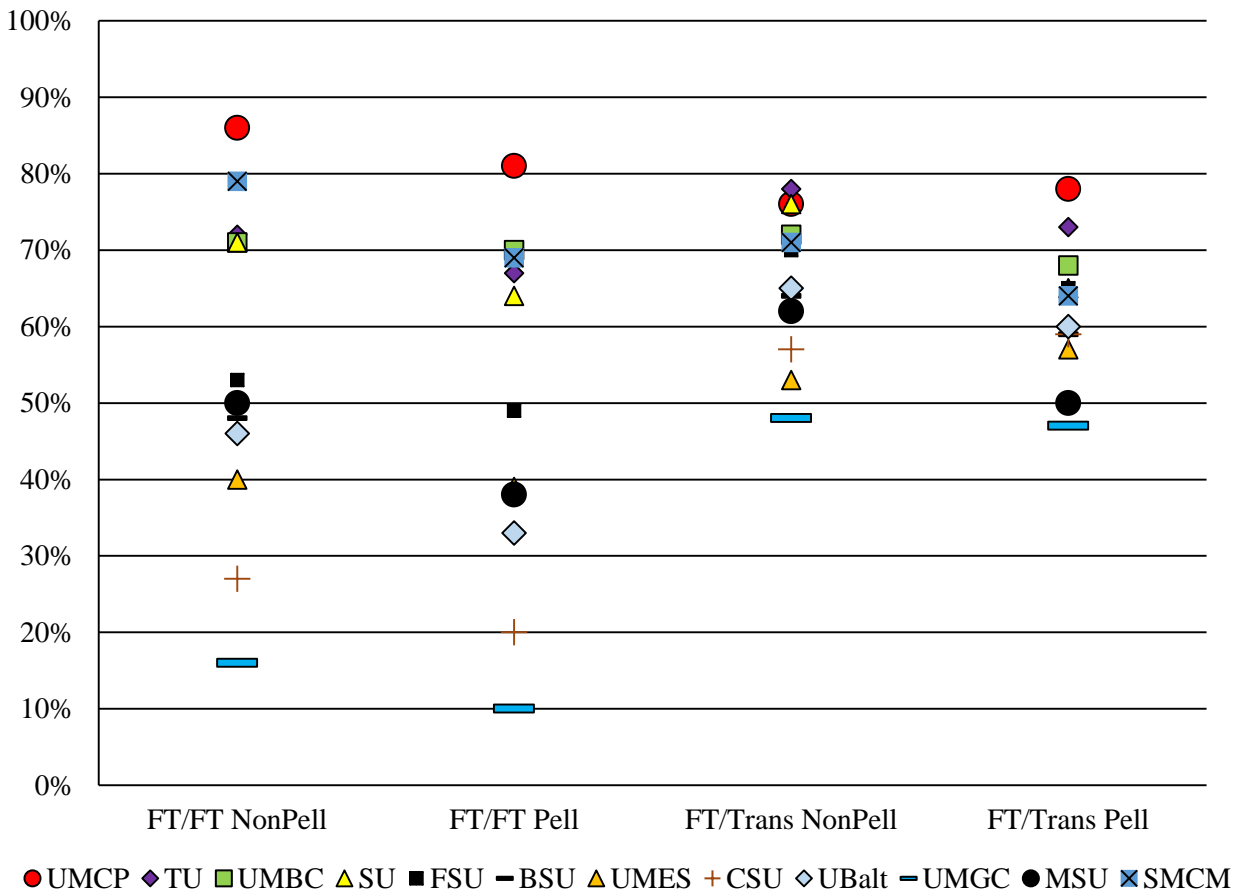
How Well Are Institutions Serving Changing Demographic

In order for institutions to succeed, they will need to provide pathways, programs, and services to help low- to moderate-income, first-generation students succeed. The completion rates of Pell students are used as proxy to measure the success of these students compared to the outcomes of non-Pell students. According MHEC, for academic year 2019-2020, 27.5% of students at the public four-year institutions received a Pell grant. It should be noted that on average, the maximum Pell grant only covers 26% of the cost of attendance at public four-year institutions, resulting in students relying on institutional and State and federal financial aid and loans to cover the cost of education.

Overall, as shown in **Exhibit 14**, first-time/full-time (FT/FT) non-Pell students at the public four-year institutions graduate at a higher rate than FT/FT Pell students. The graduation gap ranges from 13 percentage points at University of Baltimore to 1 percentage point at the University of Maryland Baltimore County. While the graduation rates for FT/FT Pell and non-Pell students vary widely among the institutions (exceeding 80% at the University of Maryland, College Park Campus (UMCP) to under 30% with Coppin State University (CSU)) that is not the case for full-time transfer students. The gap between Pell and non-Pell transfer students ranges from

12 percentage points at MSU to Pell transfer students outperforming non-Pell students by four percentage points at the University of Maryland Eastern Shore (UMES). In general, transfer students tend to perform better than FT/FT because they have demonstrated persistence, and any remedial work that they may have needed has already been completed. This is demonstrated by the narrower range among schools in performance among transfer students.

Exhibit 14
Six-year Graduation Rate



FT/FT: first-time/full-time
Pell: Pell Institute
Trans: transfer

Note: As of August 1, 2021.

Source: Integrated Postsecondary Education Data System

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However, it is difficult to determine how well an institution is serving its low- to moderate-income students by just looking at the six-year graduation rates. For example, UMCP has the highest graduation rate for FT/FT Pell students at 81%; however, Pell students only comprise 19.1% of the 2015 cohort, while CSU has the highest percentage of Pell students at 59.2% and the lowest graduation rate at 20%.

One way to measure how well institutions serve their low- to moderate-income students is by measuring the return on investment (ROI). ROI being defined as the amount of time it takes for students to recoup the out-of-pocket costs that are not covered by financial aid. The Economic Mobility Index (EMI) provides a methodology to measure each institution's ROI. In previous EMI rankings, selective institutions tend to top the rankings list for while they have a good ROI, they enroll fewer low-income students, and those who are tend to be high performers. The Third Way incorporated the percentage of Pell students enrolled in an institution in its model of ROI. This adjustment to the model elevated less prestigious institutions that are more affordable and have financial support systems in place to address the unique needs of first-generation, low-income students.

As shown in **Exhibit 15**, instead of ranking institutions, those with similar levels of EMI are grouped together. EMI is calculated by determining how long it takes for a student to pay down their out-of-pocket expenses or the price to earning premium (PEP). The PEP is calculated by dividing the average net cost for low-income students (out-of-pocket cost minus scholarships and grants) by the post enrollment earnings minus the average regional earnings of high school graduates. The PEP is then multiplied by the percentage of Pell students. Overall, Bowie State University (BSU) has the highest EMI of the Maryland four-year institutions at 36.4%, with it taking 2.7 years for graduates to pay off their out-of-pocket expenses. At 7.4%, UMES has the lowest EMI of the public four-year institutions with an ROI of 10.9 years. This raises concerns about the disparity between schools and what could be done to improve outcomes at UMES, as well as indicating that are opportunities to develop programs targeted to help low-income students succeed.

**Exhibit 15
Economic Mobility Index – Bachelor Granting Institutions**

<u>Four-year Institutions</u>	<u>Economic Mobility Index Rank</u>	<u>Economic Mobility Index</u>	<u>PEP: Years to Pay Down Total Net Cost</u>	<u>% Pell Grant Students</u>
Tier I (Top 20% for Economic Mobility)				
Bowie State University	59	36.4%	2.7	50.8%
University of Baltimore	97	32.2%	2.3	41.0%
McDaniel College	164	27.4%	1.5	31.2%
Towson University	188	26.4%	1.7	30.6%
University of Maryland, Baltimore County	197	25.8%	1.5	29.0%
Goucher College	214	24.9%	1.6	28.6%
Frostburg State University	215	24.9%	2.9	35.6%
Tier 2 (Within 20% and 40% for Economic Mobility)				
Coppin State University	322	21.8%	5.4	58.0%
Salisbury University	385	20.0%	2.1	24.5%
Stevenson University	420	19.2%	3.4	30.8%
Washington Adventist University	424	19.2%	5.3	50.3%
Hood College	439	18.8%	4.2	37.2%
Morgan State University	499	17.7%	6.0	53.4%
University of Maryland, College Park Campus	519	17.3%	0.8	18.3%
University of Maryland Global Campus	529	17.0%	3.3	26.7%
Tier 3 (Within 40% and 60% for Economic Mobility)				
Mount St. Mary's University	552	16.6%	3.5	27.5%
Johns Hopkins University	748	13.3%	0.7	13.9%
Tier 4 (Within 60% and 80% for Economic Mobility)				
Loyola University Maryland	882	10.9%	2.4	14.0%
University of Maryland Eastern Shore	1,057	7.4%	10.9	52.3%
Tier 5 (Bottom 20% for Economic Mobility)				
Notre Dame of Maryland University	1,127	5.7%	11.0	41.5%
Maryland Institute College of Art	1,217	3.3%	10.0	20.7%

PEP: price to earning premium

Note: PEP measures how long, on average, it takes for low-income to recoup cost of education; out of pocket cost (net price) total cost minus scholarships and grants. The earnings premium beyond high school salary is based on the region/area that the institution is located so if in rural area where harder to find jobs, salaries might be lower. The economic mobility is the percent of Pell students multiplied by the low-income PEP percentile rank.

Source: Third Way

The Chancellor of USM, presidents of MSU and SMCM, and the Maryland Independent College and University Association (MICUA) should comment of programs and initiatives targeting low-income students to help ensure they succeeded and earn a degree.

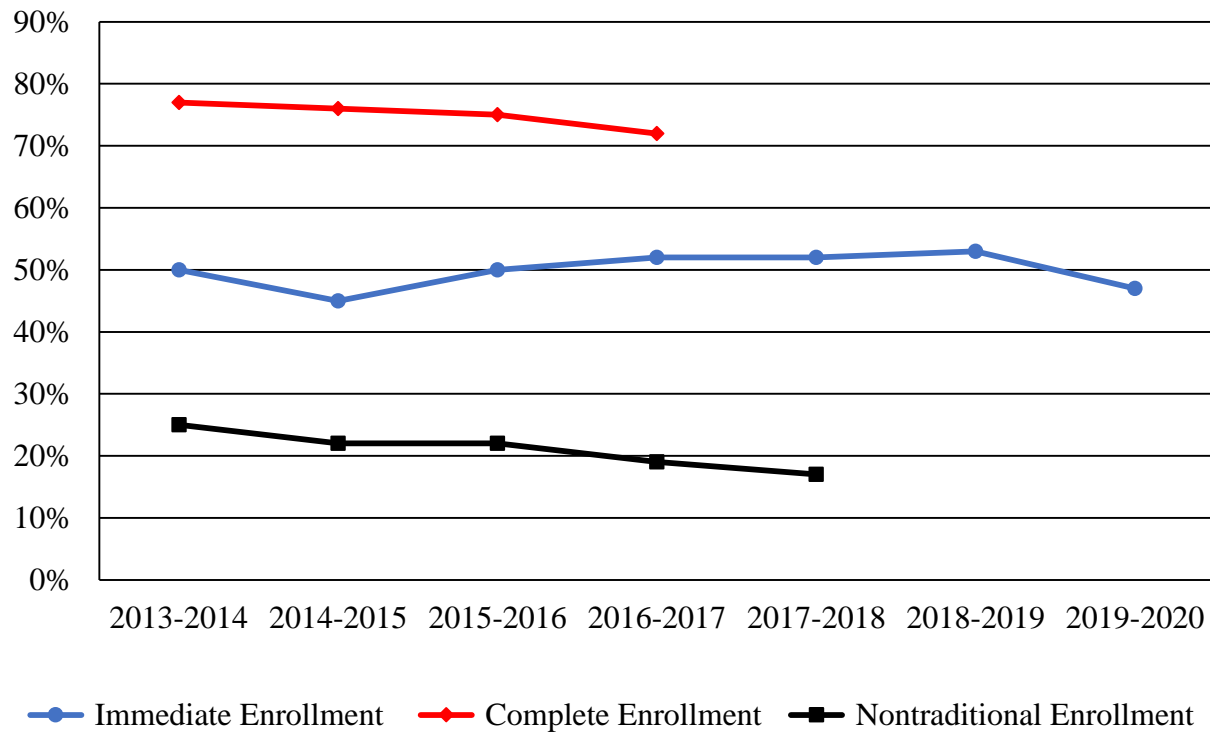
Issues

1. College Enrollment and Income Outcomes

Statewide

Annually, MLDSC releases information on college enrollment and workforce outcomes of public high school graduates. This data looks at three types of college enrollment – immediate, complete, and nontraditional – and the workforce outcomes for those who pursue those enrollment types. Immediate college enrollment includes high school graduates who enroll in college as full-time, degree-seeking students in the fall immediately following high school graduation. Complete college enrollment includes high school graduates who enroll full- or part-time as degree- or nondegree-seeking students at any point after graduation. Nontraditional college enrollment includes high school graduates who either delayed degree-seeking enrollment in college until age 20 or enrolled for the first time as a part-time degree-seeking. **Exhibit 16** shows the enrollment trends of Maryland public high school graduates. There was a steady decline in complete and nontraditional enrollments, while immediate enrollment grew from the 2014 through 2019 cohorts and decreased in the 2019-2020 cohort.

Exhibit 16
Statewide College Enrollment Rates by Enrollment Type
Cohort 2013-2014 to 2019-2020



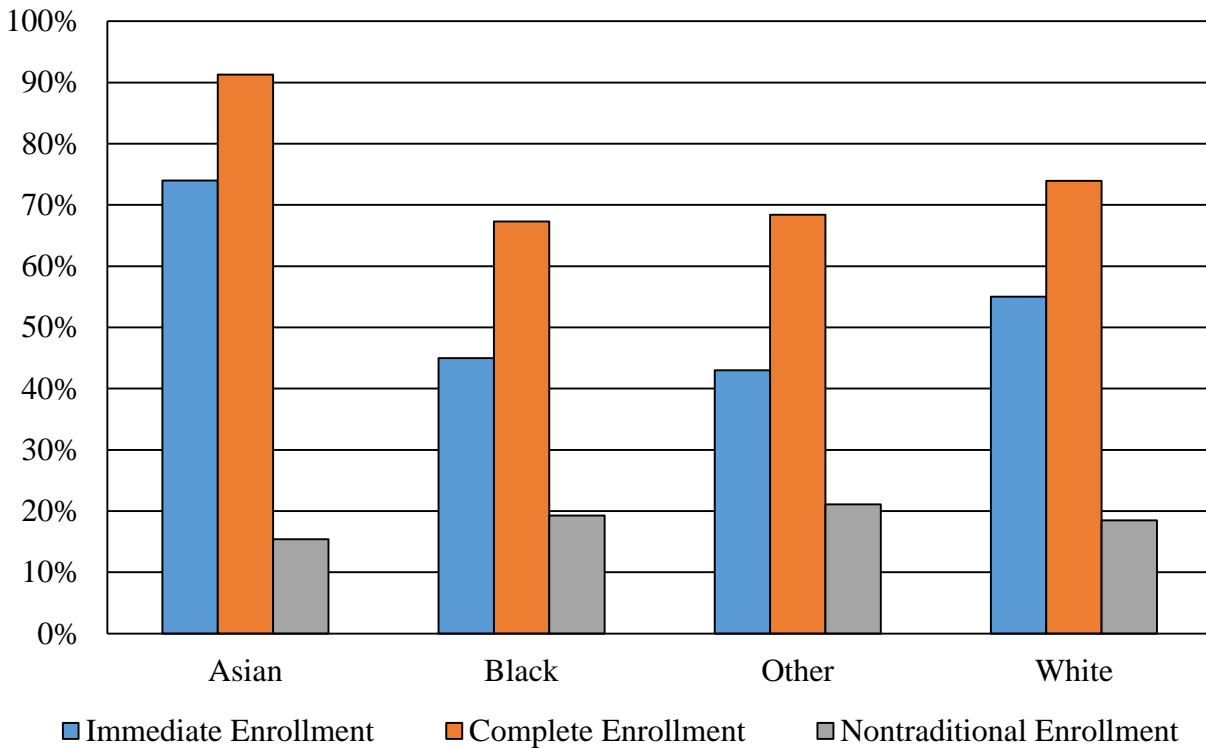
Note: Complete Enrollment is not reported until three years have lapsed since high school graduation. Nontraditional enrollment is not reported until two years have lapsed since high school graduation.

Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

The three groups are not mutually exclusive. A high school graduate is counted in each category for which the graduate’s college enrollment meets the corresponding definition. For example, a student who meets the definition of immediate also meets the definition of complete. Similarly, a student meets the definition of nontraditional meets the definition of complete.

MLDSC’s data demonstrates that Black public high school graduates have lower enrollment rates of immediate and complete enrollment than their peers. Black public high school graduates have higher rates of nontraditional enrollment than Asian and White students. **Exhibit 17** demonstrates this pattern. As with all students, complete enrollment rates are higher than immediate enrollment for two reasons. First, as mentioned earlier, they are not mutually exclusive groups. Second, many students are delaying college.

Exhibit 17
College Enrollment Type Rates by Race
Cohort 2016-2017

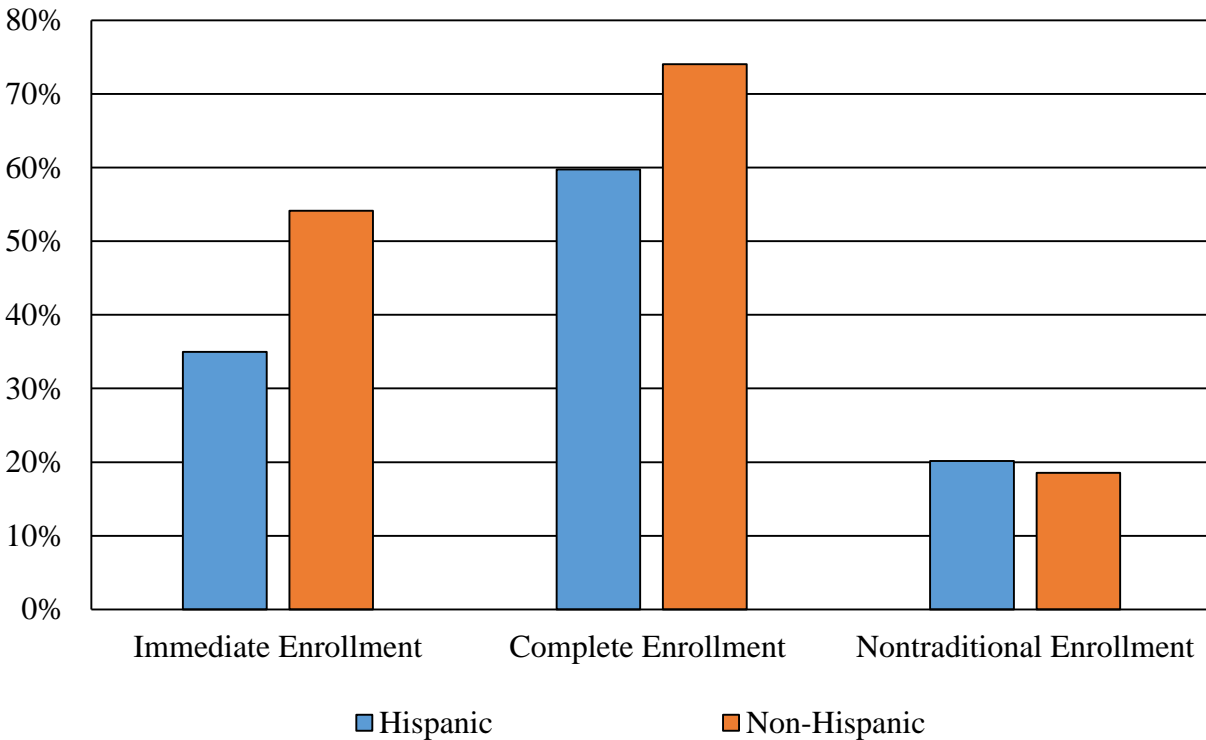


Note: High school graduates were assigned to one racial group. Assignment to racial groups was made based upon the methodology used by the U. S. Census for its Current Population Survey and the U. S. Bureau of Labor Statistics (BLS), both of which report race independent of ethnicity. Further, under BLS standards, data is reported for three racial groups: Black or African-American Alone; Asian Alone; and White Alone. Each racial group consists of individuals that identify with a single race but may be of any ethnicity. For the purposes of the dashboard series, all high school graduates identifying with (1) other individual racial groups; (2) more than one racial group; or (3) an unknown racial group; are pooled and reported as Other regardless of ethnicity.

Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

MLDSC’s data shows that Hispanic public high school graduates are enrolling in college at lower rates than their non-Hispanic counterparts. This pattern can be seen across the two of three different enrollment types, as shown in **Exhibit 18**. However, similar enrollment rates are evident for those with nontraditional enrollment.

Exhibit 18
College Enrollment Type Rates by Ethnicity
Cohort 2016-2017

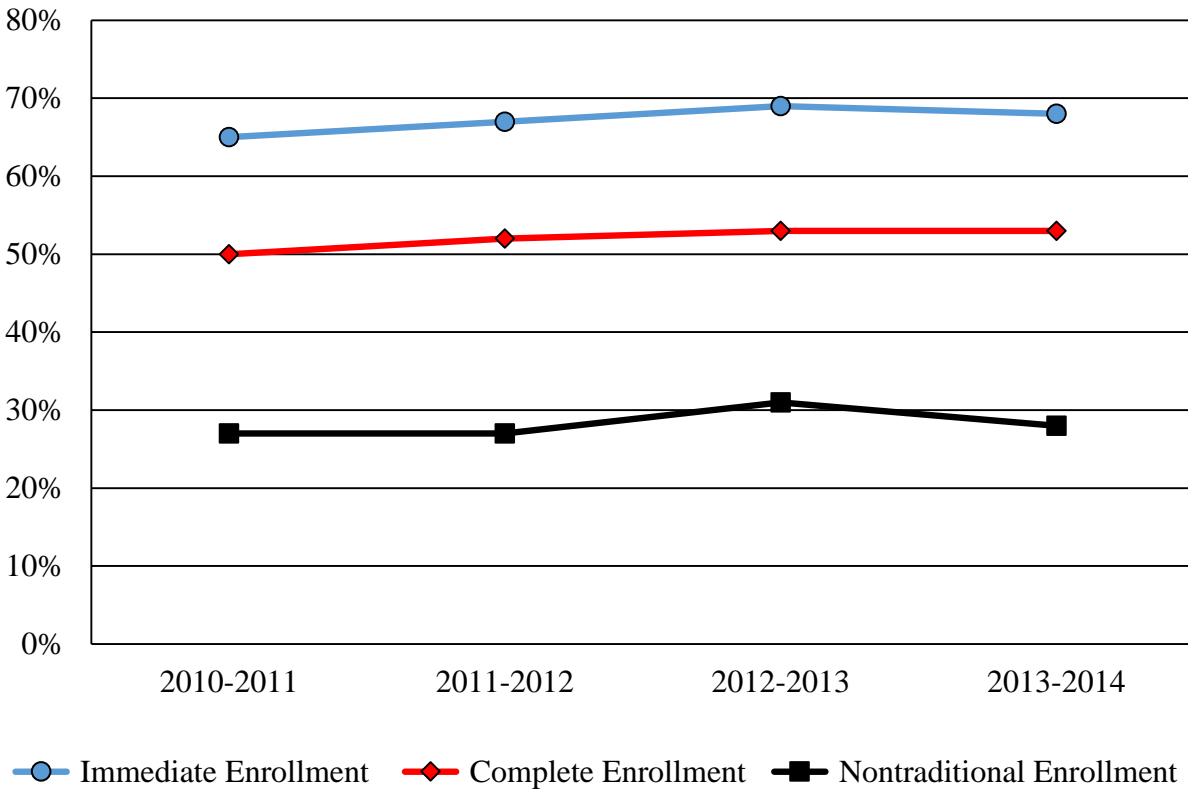


Note: High school graduates were assigned to one ethnic group, either Hispanic or non-Hispanic. Assignment were made based upon the methodology used by the U. S. Census for its Current Population Survey and U. S. Bureau of Labor Statistics, both of which report race independent of ethnicity. Each ethnic group consists of individuals that identify as one or more of the following races: American Indian/Alaska Native; Native Hawaiian/Pacific Islander; Asian; Black/African-American; Two or More Races; Unknown Race; or White.

Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

As shown in **Exhibit 19**, immediate enrollment students earn a degree by age 25 at higher rates than complete enrollment students and nontraditional enrollment students. This data shows that immediate enrollment students are likelier to earn a degree by age 25. The data shows an attainment rate gap of 15% between immediate enrollment and complete enrollment students and a 39% gap between immediate enrollment and nontraditional enrollment students.

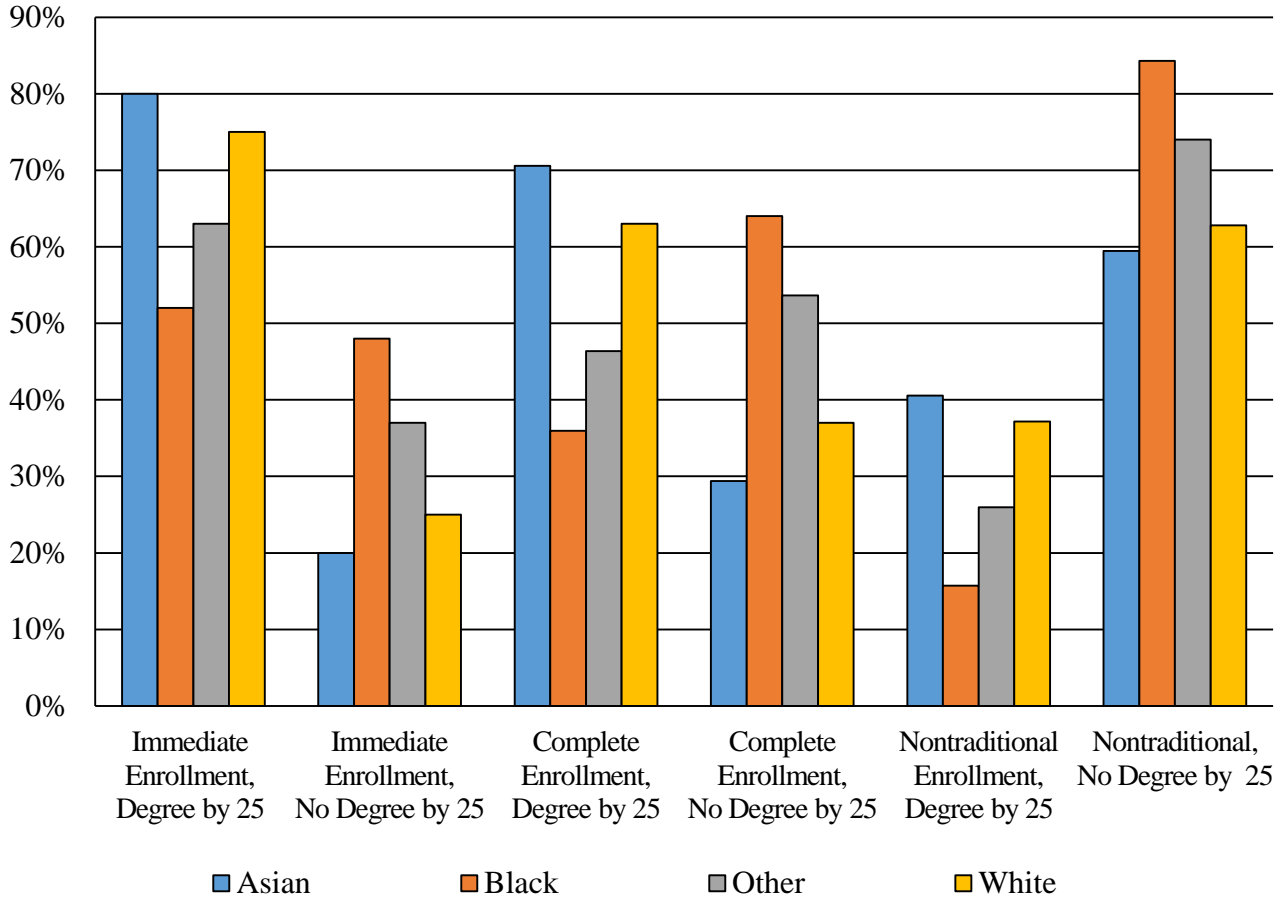
Exhibit 19
Statewide College Degree Attainment by Age 25
Cohort 2010-2011 to 2013-2014



Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

While complete enrollment rates are higher than immediate enrollment rates, college degree attainment rates go down for those students. Among the cohorts, Black public high school graduates' rates of college degree attainment are below that of their counterparts across all three enrollment types. **Exhibit 20** shows the degree attainment rates by race for each enrollment type.

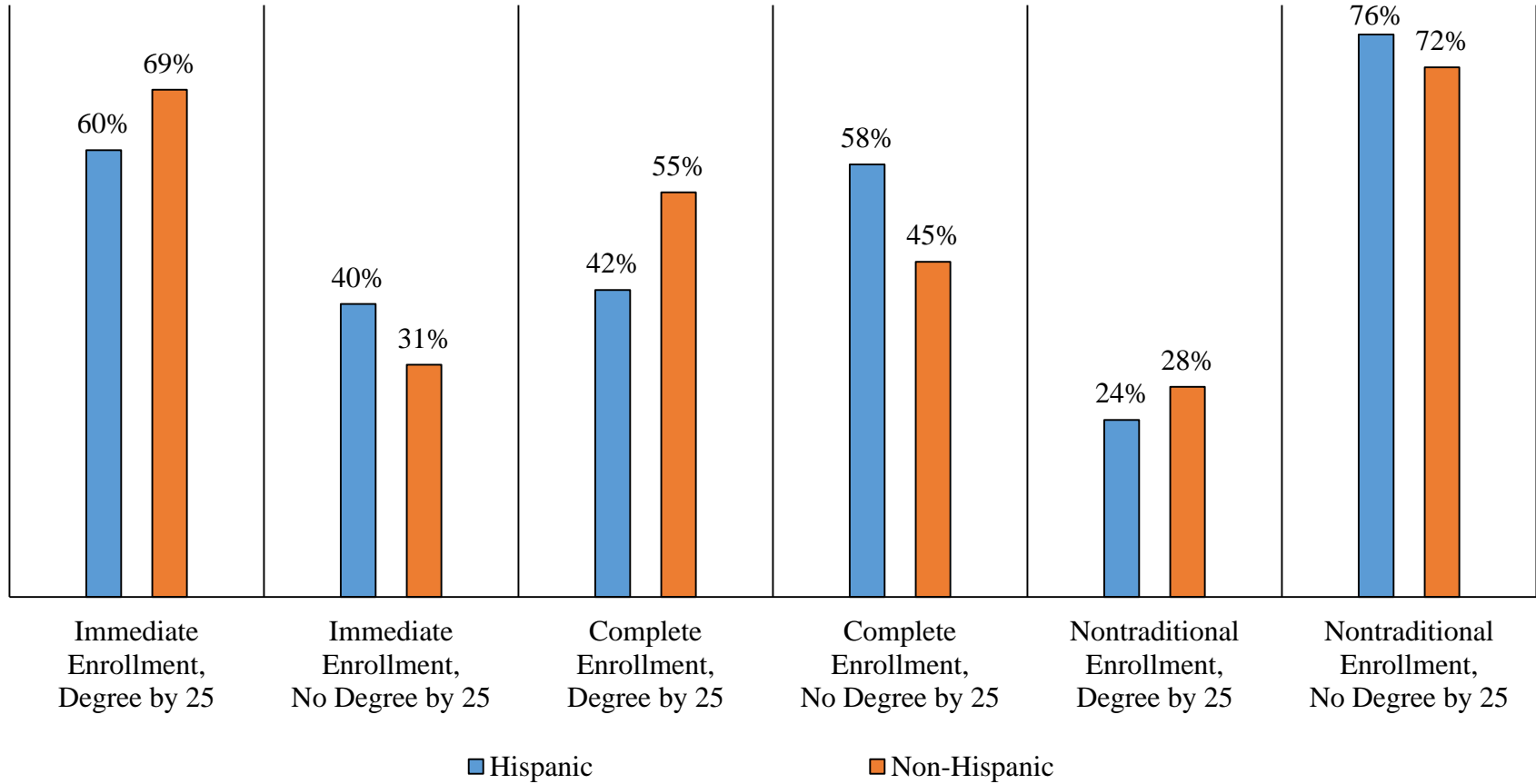
Exhibit 20
Attainment Rates for Enrollment Types by Race
Cohort 2013-2014



Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

Hispanic public high school graduates are attaining degrees at lower rates than their non-Hispanic peers. **Exhibit 21** shows the college degree attainment rates by ethnicity. As with other groups, attainment rates are lower for complete and nontraditional enrollment students. However, Hispanic students are attaining degrees than Black students but lower than the statewide attainment rate.

Exhibit 21
Attainment Rates for Enrollment Types by Ethnicity
Cohort 2013-2014

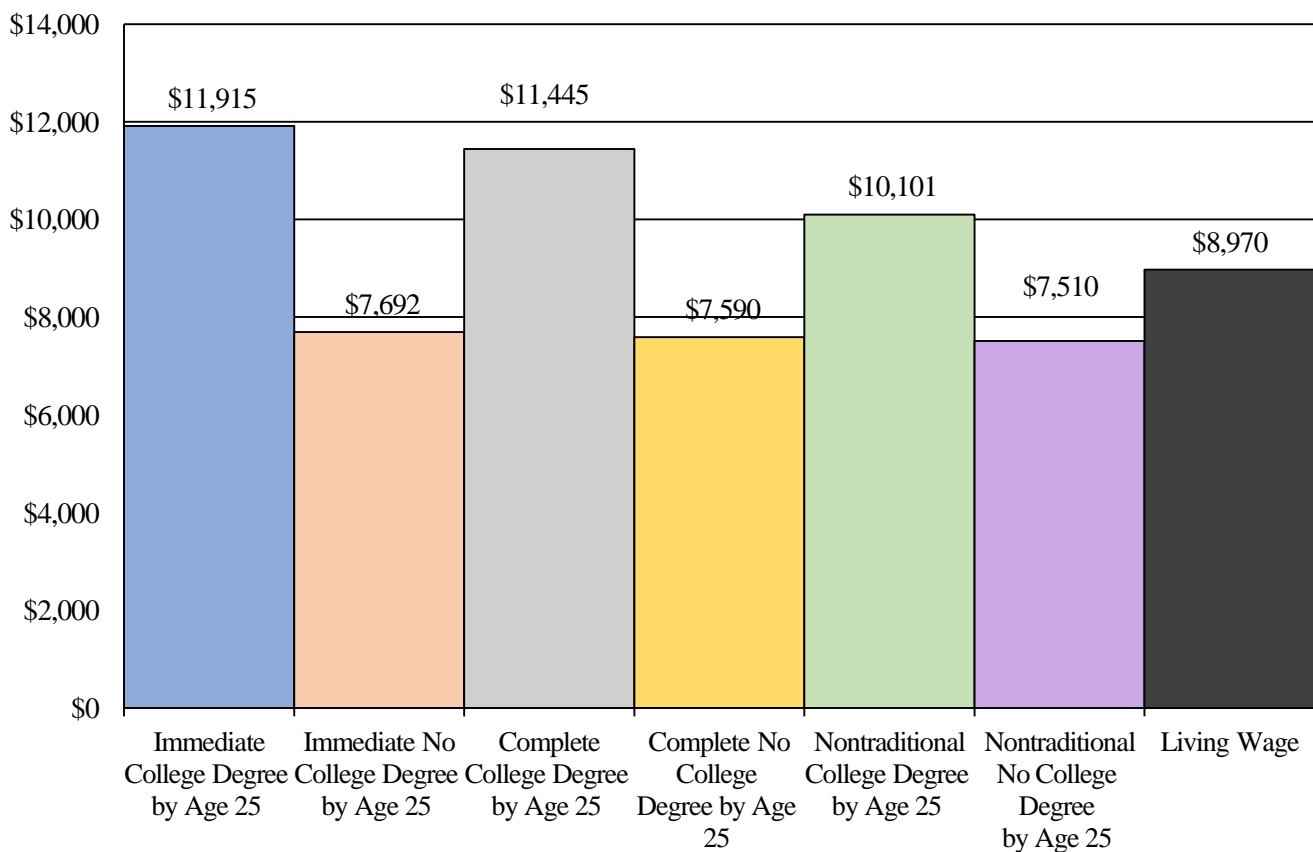


Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

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As shown in **Exhibit 22**, a correlation exists between attaining a degree by age 25 and higher median quarterly wages than those without degrees by that age. However, those who enrolled immediately after high school and earned a college degree by age 25 have the highest median quarterly wages. In addition to having higher wages, the exhibit shows for those with college degrees, wages are above a living wage, of \$8,970, as opposed to those without a degree by that age.

Exhibit 22
Statewide Median Quarterly Wages by Enrollment Type
Cohort 2012-2013

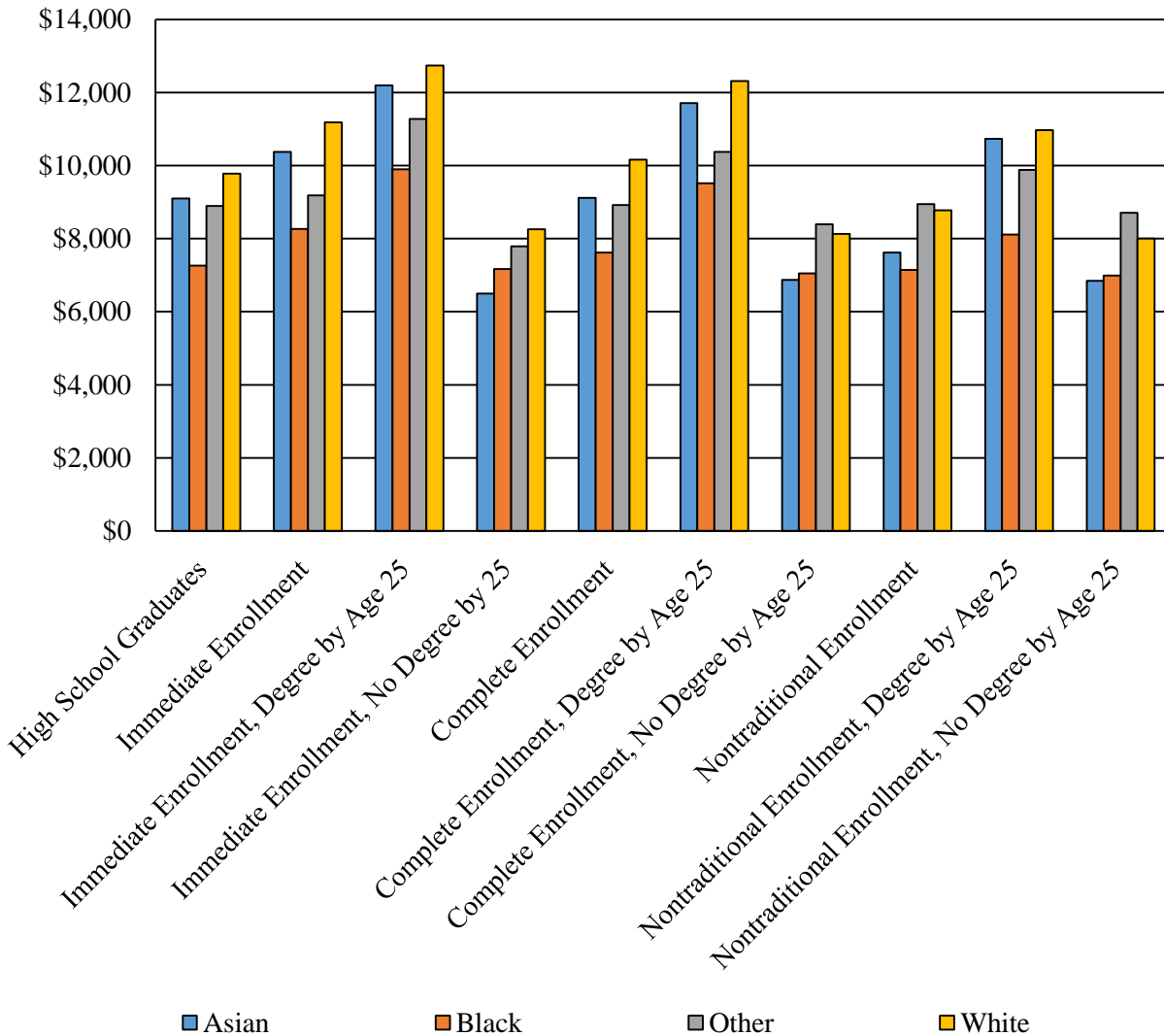


Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

Black public high school students’ delaying college enrollment is potentially hindering their earning potential for two reasons. First, the median quarterly wages of students who immediately enroll in college and earn a degree by age 25 are higher than any other combination. Second, while the median quarterly wages of those with complete enrollment and a degree by

age 25 are higher than the living wage, the likelihood of earning a degree by 25 is lower than those with immediate enrollment. Delaying college could lead to lower wages due to lower college completion rates for those in that category. As shown in **Exhibit 23**, the median quarterly wages for Black public high school graduates are stagnant and below the living wage for those without a college degree.

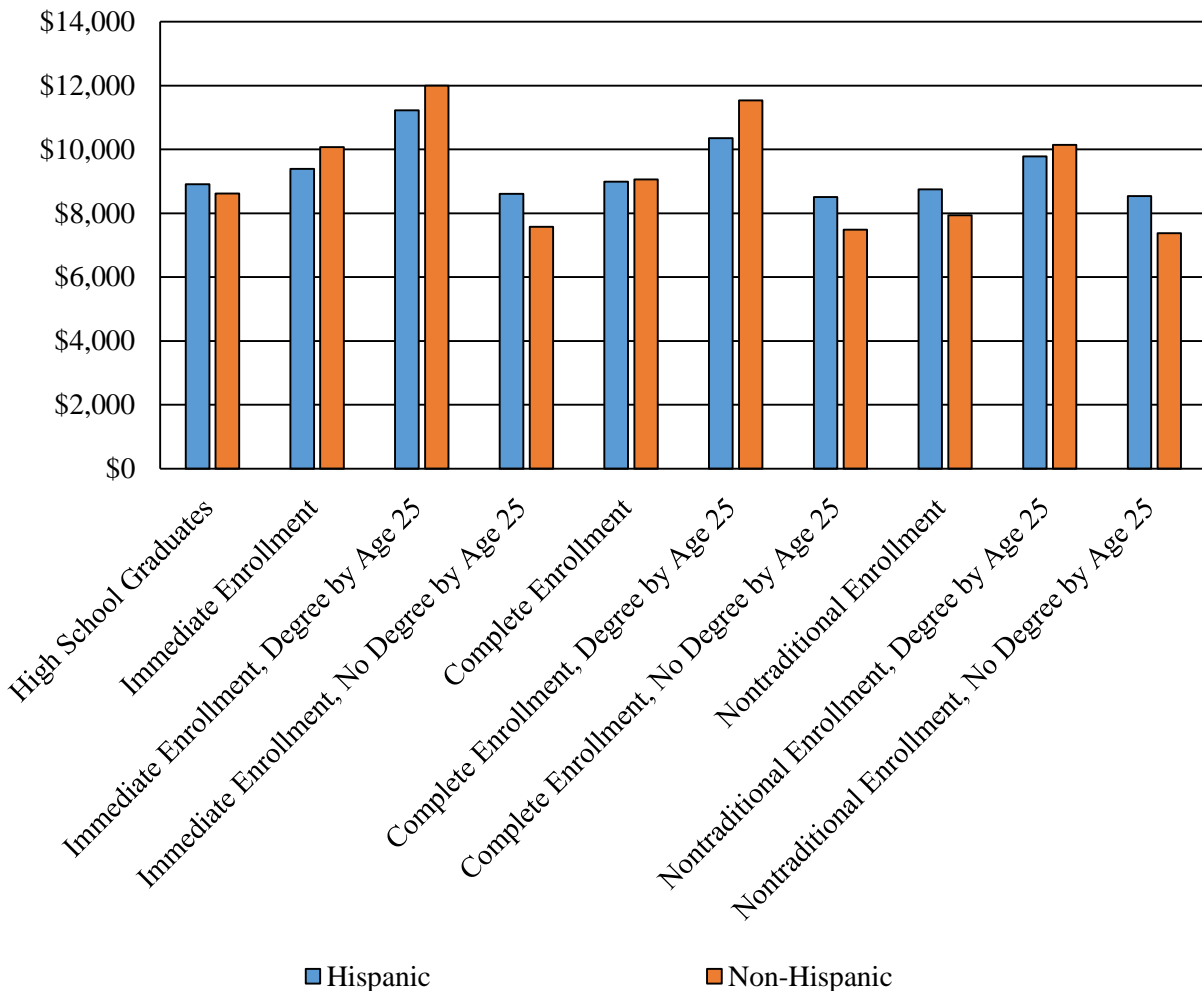
Exhibit 23
Median Quarterly Wages for Enrollment Types by Race
Cohort 2012-2013



Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

Again, the combination of immediate enrollment with degree attainment is associated with higher median wages. **Exhibit 24** shows the median quarterly wages by ethnicity for the enrollment types. As with Black students, degree attainment helps Hispanics meet and surpass a living wage. However, without a degree, the median quarterly wages are below a living wage. While below the living wage, the median quarterly wages for Hispanic students without a degree is higher than their non-Hispanic counterparts. For immediate enrollment, median quarterly wages were above a living wage regardless of degree attainment.

Exhibit 24
Median Quarterly Wages for Enrollment Types by Ethnicity
Fiscal 2012-2013



Source: Maryland Longitudinal Data System Center, *College and Workforce Outcomes of Maryland Public High School Graduates Dashboard*

While all groups should be encouraged to pursue higher education and particularly immediate enrollment, two groups would benefit the most – Black and Hispanic public high school graduates. However, college degree attainment rates are lower for Black and Hispanic public high school graduates across all three college enrollment types. Their rates are lower than their counterparts and below the statewide rates. While the data shows that these two groups would benefit the most financially from attaining college degrees, they are the least likely to earn them. MLDSC’s data shows that completing a degree is a worthwhile investment by demonstrating a correlation between degree attainment and wages. **The Chancellor of USM and the presidents of MSU, SMCM, and MICUA should comment on efforts to address disparities in enrollment and particularly college degree attainment.**

2. Apprenticeships

Feasibility of Creating Degree Apprenticeship Programs

The 2022 *Joint Chairmen’s Report* (JCR) requested that USM convene a committee to include representatives from the Maryland Association of Community Colleges (MACC), UMGC, the Maryland State Department of Education (MSDE), the Maryland Department of Labor (MDL), the Maryland Career and Technical Education (CTE) Committee, and other stakeholders. The committee was tasked with identifying opportunities of creating degree apprenticeships programs for students starting in high school, changes needed in statute and college policies, and resources required to develop two pilot programs in fiscal 2024.

In fall 2022, the committee held a series of meetings to get a better understanding of registered and youth apprenticeships and the current education and certification requirements associated with Maryland careers in health care and teaching. From these meetings, it became apparent that conceptualizing degree apprenticeships for occupations that are not traditionally apprenticed will require significant conversations around the core elements and definitions of apprenticeships. The committee formed two subcommittees – one focusing on nursing the other on teaching.

Registered Apprenticeship Programs

Apprenticeship programs are primarily used to train those in the building trades. Upon completion of an apprenticeship program, the apprentice is fully qualified and certified to assume their target occupation. The primary apprenticeship model used in Maryland is the registered apprenticeship. It is a highly formalized and rigorous standard for apprenticeship training requiring program sponsors and apprentices to register with an agency approved to oversee and validate the standards of training and well-being of the apprentices. MDL is the responsible agency for registering programs in the State. According to the report, registered apprenticeships have been shown to lower employer costs due to lower turnover and strengthening the pipeline of new talent.

Advantages of Registered Apprenticeship for Degree Occupations

The report notes that on the surface, apprenticeships mirror internships, fellowships and residency programs that are common in many professions, including health care and teaching. The most significant difference is that with traditional apprenticeships, apprentices are employed by their target occupation from the first day and thereby entitled to the rights and protection established by collective bargaining agreements and often earn benefits and progress toward retirement or benefit system. This would be a significant benefit to degree apprenticeship, for it could mitigate financial barriers to entry faced by potential students and job seekers when considering a new career or higher degree.

Most apprenticeships are structured as multi-year programs. For example, registered apprenticeships typically require about 2,000 hours annually of work-based on the job learning. For degree-requiring professions such as health care and teaching, an apprenticeship would extend the individual's time in the field or clinical setting, allowing for greater experience and increase confidence and comfort in the occupation. In addition, apprenticeships generally make provisions for and offer assistance to cover the cost of formal education of the program. In the building trades, the employer and labor unions will often pool resources to cover costs. In addition, State and federal funds are available for apprenticeship programs. For degree apprenticeships, this type of arrangement could create a system that defrays the cost of tuition and licensure and make apprenticeship funding available to institutions and training providers.

Teaching Apprenticeship

The teaching subcommittee examined several approaches to possible apprenticeship models that fall into following three categories and recommended for further exploration for pilot degree apprenticeships in teaching.

- ***Career Ladder Apprenticeships:*** A structured paraprofessional program leading to teacher certification or licensure. Paraprofessionals would be recruited into a structured training program that combines the paraprofessional job functions with additional on-the-job learning and opportunities to earn college credit toward a teaching degree.
- ***Early Career Apprenticeship Programs for High School Students:*** Structured Teacher Academy pipeline programs that would introduce high school students to careers in education through CTE and academic pathways. The Teacher Academy of Maryland is a vocational training program that is offered through high school CTE programs. Under this program, students are offered coursework, including dual enrollment, that can help prepare students for careers in teaching while also providing opportunities to gain educator skills through hands-on classroom experiences.
- ***Post-baccalaureate Apprenticeship Programs:*** These programs are designed for those who have earned a bachelor's degree but need additional preparation before becoming fully certified teachers. Participants can earn wages for full-time employment in schools if

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coursework is offered through flexible scheduling and delivery systems. The Maryland Approved Alternative Preparation Programs are existing MSDE-approved pathway for post-baccalaureate teaching candidates.

In addition, the report presented three process recommendations:

- conduct a comprehensive survey of all existing teacher education and certification pathways to better understand the connection points for apprenticeship programs at various levels. Funding would be needed to develop, implement, analyze, and report on the findings of the survey;
- prioritize and incentivize collaborations between local school systems and higher education to develop apprenticeship/residency models. Cost considerations include the compensation of teacher apprentices and the employer expense of implementing and administering apprenticeships in addition to compensation for faculty to design remote courses to increase the flexibility for earning credits, mentors, and supervising teachers; and
- identify several pilot programs in each of the above mentioned categories. Priority consideration for prospective pilots should be given to counties that have demonstrated investments in at least one model and those with critical teacher shortages.

Nursing Apprenticeship

In general, nursing has its own career ladder and multiple earn and learn models. Nurses may practice at the highest level of their certification and licensure in any working environment that is compatible with their class schedule while continuing to progress toward the next level of credentialing. A nurse is a full member of the health care team serving patients rather than an apprentice. However, the University of Maryland, Baltimore Campus's School of Nursing in partnership with the University of Maryland Medical System is studying an apprenticeship model in which nursing students work alongside staff nurses in the care of the staff nurse's patients during a regular work shift. It is similar to an apprenticeship mentoring model except the curricular component is provided at the School of Nursing and the mentors are recognized as faculty mentors. It was noted that this model would require extensive additional resources to operationalize it at scale.

The subcommittee concluded that significant additional resources would be needed to evolve the current earn and learn nursing model into a true apprenticeship program. Currently, while nursing students can earn reasonable wages at the highest level of their licensure and certification, they are responsible for covering the tuition and fees for the college program. In addition, the expectation that nurses working in high-stress and high-volume situation could also serve as mentors is a challenge. Furthermore, additional collaboration between the Board of Nursing and nursing programs would be needed in order to ensure that programs meet all the requirements for the teaching portions of the curriculum and the essential certification of nurses to perform in patient settings.

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Certified nursing assistant education is currently available in high schools, and the continuation and even expansion of these programs remains critical. The next steps in nursing education including Licensed Practice Nurse (LPN), Registered Nurse (RN), and Bachelor of Science in Nursing (BSN) degrees depend on earning college credits, some of which can be earned before enrolling in a two- or four-year institution. Credits from a community college are available for LPN and RN certifications and credits from a four-year could also apply to a BSN degree.

The major challenge to moving LPN or RN tracks into high school is the lack of qualified faculty and high-fidelity nursing simulation labs that are required for two- and four-year nursing programs. One option would be an advanced placement option during high school in community college LPN programs. High school students are encouraged to earn dual enrollment and advance placement credits thereby shortening their time to complete a program in a community college or at a four-year institution.

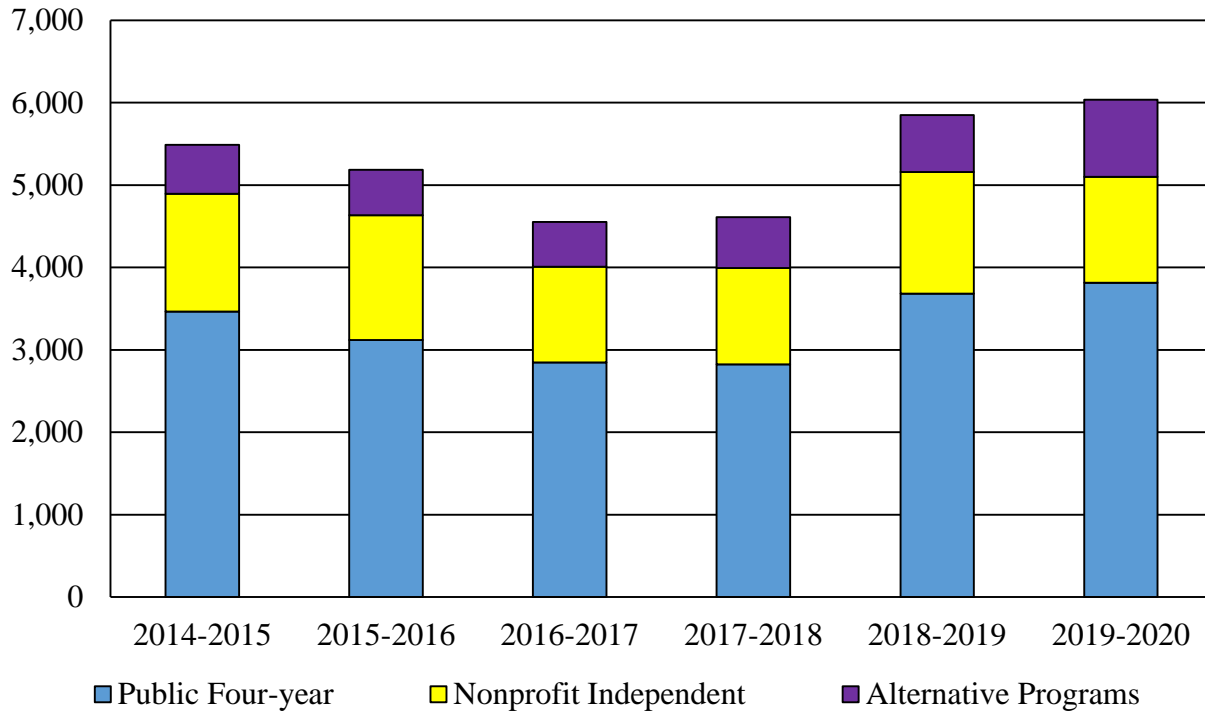
The Chancellor of USM and the Executive Director of MACC should provide and update on the work of the committee toward developing apprenticeships program in teaching and nursing.

3. Teacher Preparation Programs

Enrollment and Completers

There have been concerns about teacher preparation programs not only producing a sufficient number of teachers to meet demand but also providing high-quality teachers who have the skill set needed to improve student outcomes. Enrollment in Maryland's teacher preparation programs fell 17.1%, or 937 students, between academic years 2014-2015 to 2016-2017, as shown in **Exhibit 25**. In academic year 2012-2019, enrollment jumped 26.9%, or 1,240 students, to 5,851 students. This reflects a national trend in which enrollment increased 22.7%.

Exhibit 25
Total Enrollment in Maryland’s Teacher Preparation Programs
Academic Year 2014-2015 to 2019-2020



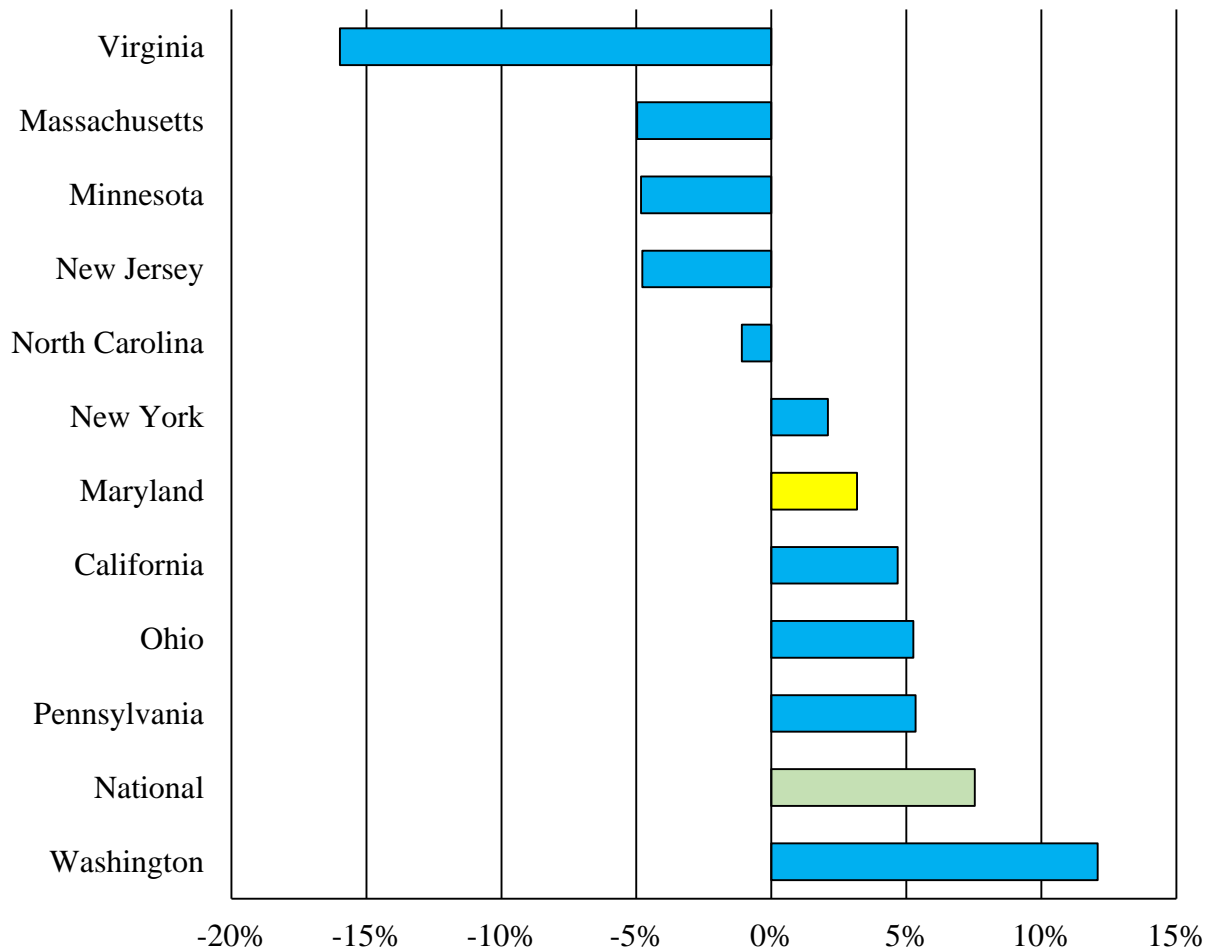
Note: Includes all individuals that have been admitted to a teacher preparation program.

Source: *Secretary’s Report, Title II Reports*, U.S. Department of Education

With the recent increases, the enrollment in teacher prep programs has more than rebounded from the earlier declines. Overall, between academic year 2014-2015 and 2019-2020, enrollment in teacher education programs has grown by 10%, increasing from 5,490 students to 6,037 students. Nationally, enrollment steadily increased during this time frame growing by 44.0%. The Department of Legislative Services (DLS) notes that pandemic-era enrollment data is not yet available, and preliminary indications shows enrollment in teacher education programs may have declined, mirroring the decline in undergraduate enrollment overall.

Between academic year 2018-2019 and 2019-2020, enrollment in teacher preparation programs increased 7.5% nationally. In the same period, Maryland experienced a 3.2% increase in enrollment. When comparing Maryland to its competitor states, five saw enrollment increases in their teacher preparation programs, with Washington experiencing the greatest increase of 12.1%, as illustrated in **Exhibit 26**. At 16.0%, Virginia experienced the largest enrollment decline.

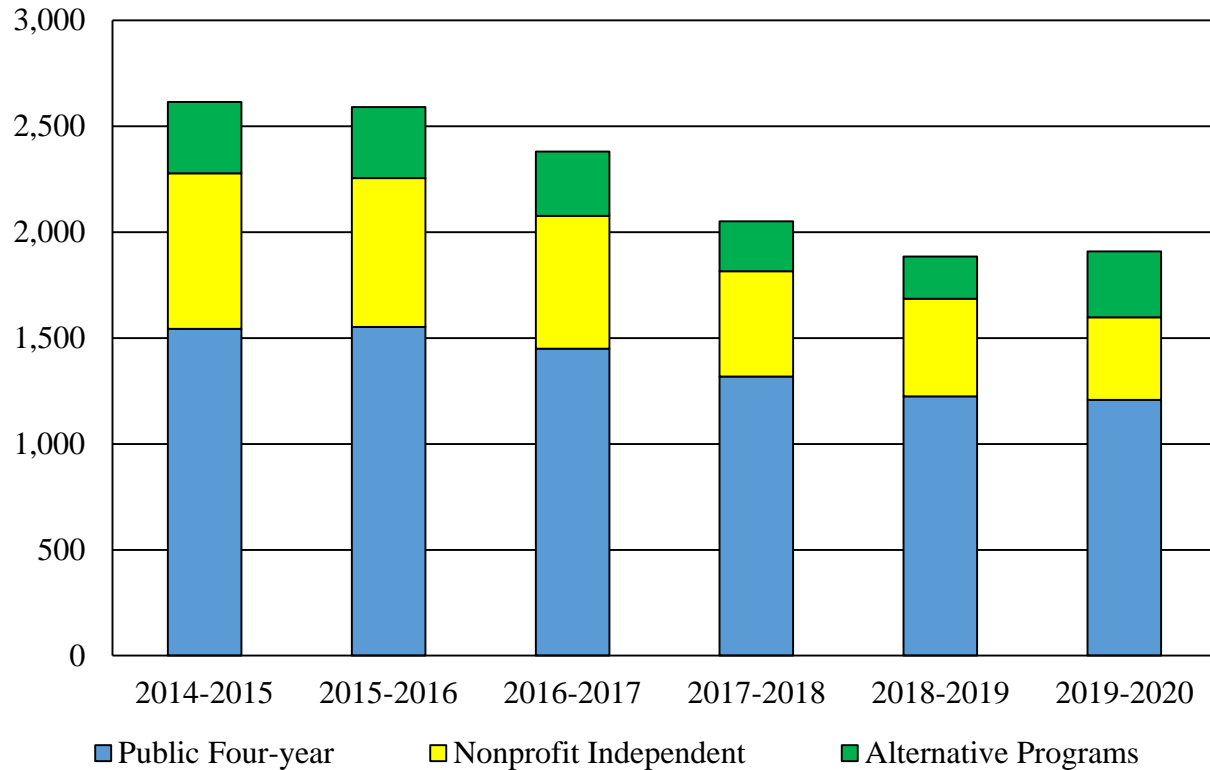
Exhibit 26
Comparison of Enrollment in Teacher Preparation Programs
Academic Year 2018-2019 to 2019-2020



Source: *Secretary's Report, Title II Reports*, U.S. Department of Education

Overall, as shown in **Exhibit 27**, the number of students completing a Maryland program declined 27.0% from academic year 2014-2015 to 2019-2020, while nationally, the decline was 11.1%. The largest decline occurred in academic year 2017-2018 in which the number of completers decreased by 329 students, or 13.8%, reflecting the national trend in which there was a 16.3% decline in completers. This trend reflects prior years of declining enrollment, and it is expected that the number of completers will increase as enrollment grows. Academic year 2019-2020 is the first time since at least academic year 2011-2012 that the number of completers increased, though the increase was only 24 graduates.

Exhibit 27
Total Maryland Completers of Teacher Preparation Programs
Academic Year 2014-2015 to 2019-2020



Note: A completer is a person who has met all the requirements of a State-supported teacher preparation program, including traditional and alternative programs. Traditional providers typically offer an undergraduate teaching degree, while alternative programs provide a different route to teaching credentials.

Source: *Secretary's Report, Title II Reports*, U.S. Department of Education

The USM Chancellor, presidents of MSU and SMCM, MICUA, and the Executive Director of MACC should comment on efforts to increase enrollment in teacher preparation programs and the number of completers.

4. HBCU Settlement Fund

In 2006, a lawsuit was filed by HBCU alumni alleging that the State had underfunded these institutions. In 2013, the court determined that was not the case, but it acknowledged that program

duplication had continued segregation. After years of negotiating, a \$577 million settlement was reached. Chapter 41 of 2021 directs the settlement amount to Maryland’s HBCUs over the course of 10 years. The first portion of this settlement was distributed to the HBCUs in fiscal 2023.

Bowie State University

BSU received \$10.6 million in HBCU settlement funds. BSU’s HBCU funding plan focuses on new academic programs, enhancing academic supports, enhancing online programs, and expanding current programs. BSU plans to spend \$4.3 million on enhancing academic support to decrease the faculty-to-student ratio with new faculty and increase academic support services for students.

In spring 2022, BSU received approval for four new academic programs: Cyber Operations Engineering (Bachelor of Science (B.S.)); Software Engineering (B.S.); Data Science (B.S.); and Philosophy, Politics, and Economics (B.S.). The university plans to spend \$2.5 million on these programs in fiscal 2023. The funds will go toward scholarships, faculty positions, adjunct faculty, academic support staff, operational cost, software subscriptions, and marketing. In addition to the new academic programs, BSU expects to expend \$166,000 on developing programs pending approval. An additional \$3.0 million is expected to be spent on seven online programs for a mixture of existing and newly launched programs. The funds will be directed toward scholarships, faculty, academic support staff, adjunct faculty, operational cost, consultants and instructional design, and marketing. BSU plans to spend \$649,000 on expanding five programs currently offered at USM Regional Centers, the Eastern Shore Higher Education Center, and the Laurel College Center.

Coppin State University

CSU received \$5.7 million in HBCU settlement funds for fiscal 2023. CSU plans to use the funds for its strategic priorities: academic innovation; student experience; communications and marketing; and increased enrollment. There are plans to hire consultants to help with program development. CSU will hire additional faculty and address faculty salary equity. Funding will be used for student scholarships and financial support. Also, HBCU funds will support academic coaching and the hiring of advisors to create a more student-focused environment. HBCU funds will support the marketing of the institution and increase enrollment. At this time, CSU has not specified allocated amounts because discussions are ongoing.

Morgan State University

For fiscal 2023, MSU received \$15.1 million in HBCU settlement funds. MSU has earmarked funding for faculty, marketing, scholarships, and academic schools. Approximately \$9.5 million of the HBCU settlement funds will go toward faculty, including faculty lines (types of faculty), lecturer conversion, faculty development, and faculty recruitment.

Higher Education – Fiscal 2024 Budget Overview

The remainder of the funding will be used for:

- the Morgan Completes You Initiative at the College of Interdisciplinary and Continuing Studies (\$1.5 million);
- teaching assistantships (\$1.5 million);
- marketing (\$1.5 million) ;
- academic schools’ budget (\$1.0 million); and
- budget management for the funds (approximately \$114,000).

University of Maryland Eastern Shore

UMES received \$6.1 million in HBCU settlement funds. Like the other HBCUs, UMES’ plan has allocated funding for scholarships, faculty development, improving existing academic programs, developing new academic programs, and marketing. Approximately \$1.9 million of the HBCU settlement funds will go toward scholarships. UMES plans to expend \$2.8 million on academic programs (\$1.5 million on new programs and \$1.3 million on existing programs). UMES’ plan includes \$1.2 million on marketing, and the remaining \$0.2 million will support faculty and staff professional development. Thus far, UMES has expended \$1.5 million and encumbered \$1.6 million, leaving a balance of \$2.9 million for the remainder of fiscal 2023.

Operating Budget Recommended Actions

1. 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/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/tenure-track faculty for the University of Maryland, Baltimore Campus.

Information Request	Author	Due Date
Annual report on faculty workload	USM MSU SMCM	December 11, 2023

Appendix 1
2022 Joint Chairmen’s Report Responses from Agencies

The 2022 JCR requested that the public four-year institutions prepare one report. Electronic copies of the full JCR responses can be found on the DLS Library website.

- ***Instructional Faculty Workload Report:*** MSU’s tenure and tenure-track faculty taught 135% of expected course units, and full-time contractual faculty taught 116% of expected course units. SMCM’s full-time tenure-track faculty taught an average of 21.2 credits, while part-time faculty taught an average of 5.7 credits. Tenured/tenure track faculty at USM produced 29.9% of the total credit hours, full-time nontenure-track instructional faculty produced 23.9% of the total credit hours produced, and part-time faculty produced 42.7% of the total credit hours produced; others produced 2.9%. MSU has not submitted its JCR response.

Appendix 2
Trends in Education and General Revenues¹
Public Four-year Institutions
Fiscal 2019-2024
(\$ in Thousands)

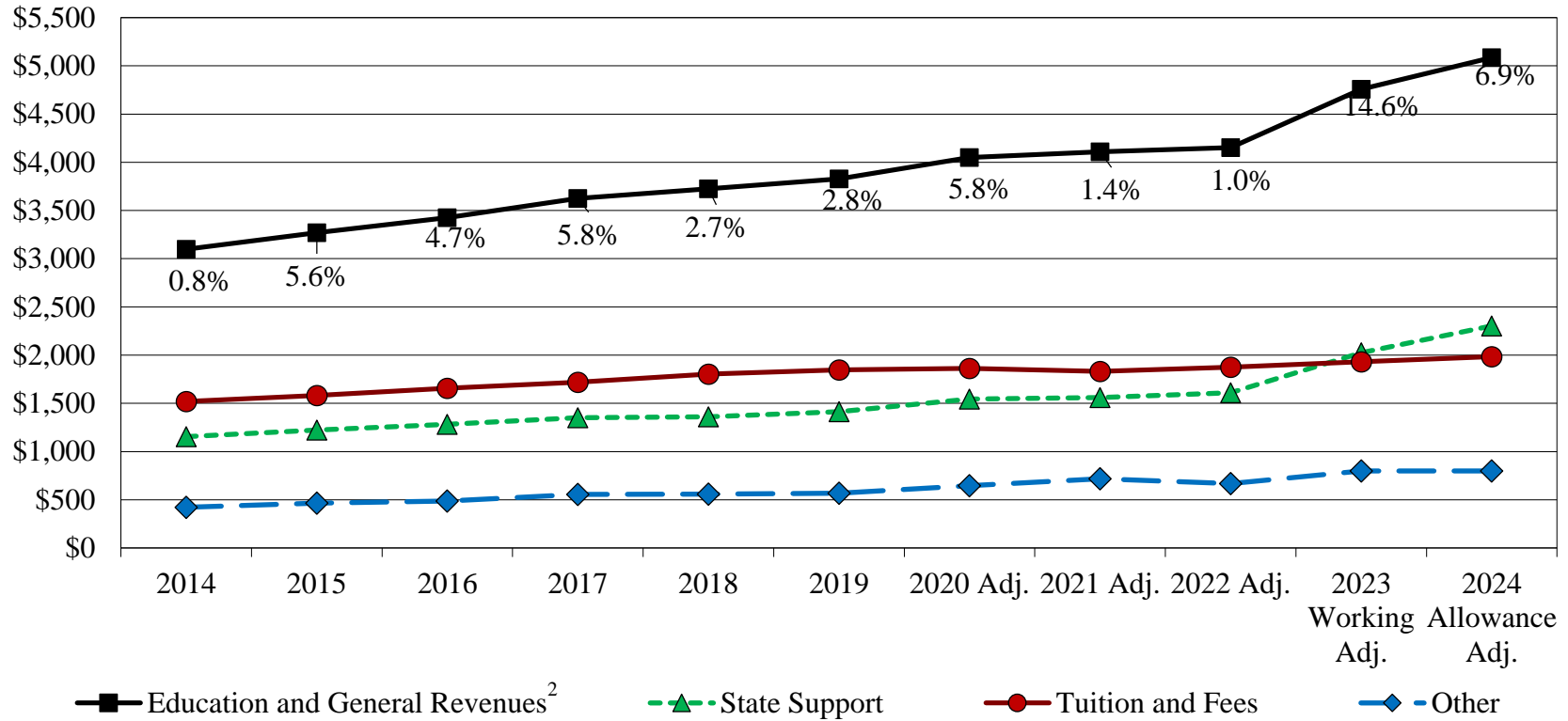
<u>Institution</u>	<u>2019</u>	<u>2020</u>	<u>Adjusted 2021</u>	<u>Adjusted 2022</u>	<u>Adjusted Working 2023</u>	<u>Adjusted Allowance 2024</u>	<u>Annual % 2019-2024</u>	<u>% Change 2023-2024</u>
UMB	\$594,979	\$670,794	\$725,983	\$731,587	\$803,077	\$842,344	7.2%	4.9%
UMCP	1,422,222	1,465,386	1,365,507	1,496,889	1,644,892	1,755,840	4.3%	6.7%
BSU	94,915	99,766	101,169	100,623	124,467	137,089	7.6%	10.1%
TU	334,685	358,731	373,595	343,537	529,688	563,525	11.0%	6.4%
UMES	72,732	77,506	78,345	69,591	82,742	93,676	5.2%	13.2%
FSU	83,477	86,117	85,646	86,388	90,797	98,319	3.3%	8.3%
CSU	63,311	65,748	81,153	64,438	75,785	83,750	5.8%	10.5%
UBalt	100,038	99,674	100,746	100,892	115,220	116,855	3.2%	1.4%
SU	134,898	142,338	154,749	144,526	152,596	164,015	4.0%	7.5%
UMGC	415,624	417,153	422,536	402,011	431,869	441,007	1.2%	2.1%
UMBC	293,180	335,403	337,025	353,079	390,802	422,603	7.6%	8.1%
UMCES	30,290	29,889	32,796	30,645	34,113	35,940	3.5%	5.4%
USG			33,407	29,704	34,739	35,657		2.6%
MSU	170,567	178,705	217,368	201,821	255,748	297,274	11.8%	16.2%
SMCM	47,606	53,873	65,067	56,082	60,488	68,727	7.6%	13.6%
Total	\$3,828,234	\$4,051,192	\$4,142,295	\$4,181,169	\$4,792,911	\$5,120,681	5.2%	6.8%

¹ Education and General revenues represent tuition and fees, State funds (general funds and Higher Education Investment Fund funds), grants and contracts (federal, State, and local), and sales and services of educational activities less auxiliary program enterprise revenue. For UMB, hospital revenues were excluded prior to fiscal 2020 but, due to a change in accounting procedures, those revenues are no longer excluded. For UMCP and UMES, agriculture experimental station and cooperative extension programs are excluded. Fiscal 2020 and fiscal 2021 working adjusted include Coronavirus Aid Relief and Economic Security Act State support.

Note: Numbers may not sum to total due to rounding. The fiscal 2023 working includes deficiency appropriations including a statewide. The fiscal 2024 adjusted allowance includes general salary and merit increases.

Source: Governor's Fiscal 2019-2024 Budget Books

Appendix 3
Education and General Revenues at Four-year Institutions¹
Fiscal 2014-2024
(\$ in Millions)



¹ State support for the University System of Maryland Office and UMCES are not included. Figures also exclude funding for agriculture experimental station and cooperative extension programs and the Maryland Fire and Rescue Institute. For UMB, hospital expenditures are excluded prior to fiscal 2020 but, due to a change in accounting procedures, those revenues are no longer excluded.

² Education and General revenues represent tuition and fees, State support (general funds and Higher Education Investment Fund funds), grants and contracts (federal, State, and local), and sales and services of educational activities less auxiliary enterprise revenue.

Note: Fiscal 2020 and 2021 adjusted includes Coronavirus Aid Relief and Economic Security Act State support. The fiscal 2023 working includes deficiency appropriations including a statewide cost-of-living adjustment. The fiscal 2024 adjusted allowance includes general salary and merit increases.

Source: Governor’s Fiscal 2014-2024 Budget Books; Department of Legislative Services

Appendix 4
Education and General Revenues¹
Per Full-time Equivalent Student
Public Four-year Institutions
Fiscal 2019-2024

<u>Institution</u>	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>Working 2023</u>	<u>Allowance 2024</u>	<u>Annual % 2019-2024</u>	<u>% Change 2023-2024</u>
UMB	\$86,129	\$97,798	\$101,821	\$101,188	\$111,137	\$116,121	6.2%	4.5%
UMCP	41,808	43,385	40,176	44,138	48,308	51,948	4.4%	7.5%
BSU	18,647	19,623	20,125	20,291	24,973	26,933	7.6%	7.8%
TU	17,664	19,151	20,888	20,364	33,512	37,020	15.9%	10.5%
UMES	24,755	29,050	32,481	31,390	34,824	39,393	9.7%	13.1%
FSU	19,843	21,465	23,305	25,904	29,074	29,218	8.0%	0.5%
CSU	29,571	30,940	42,311	37,949	44,658	47,912	10.1%	7.3%
UBalt	30,105	34,007	36,662	41,231	48,988	49,683	10.5%	1.4%
SU	17,456	18,461	21,463	21,861	22,745	23,760	6.4%	4.5%
UMGC	11,563	11,847	11,269	11,381	12,062	12,317	1.3%	2.1%
UMBC	25,890	30,304	30,991	32,363	34,760	36,983	7.4%	6.4%
MSU	23,963	25,195	31,155	26,015	28,736	32,607	6.4%	13.5%
SMCM	28,835	35,005	41,365	34,833	37,384	41,754	7.7%	11.7%
Average (Weighted)	\$27,086	\$29,185	\$29,578	\$30,779	\$35,015	\$37,361	6.6%	6.7%

¹ Education and General revenues represent tuition and fees, general funds, Higher Education Investment Fund funds, grants and contracts (federal, State, and local), and sales and services of educational activities less auxiliary program enterprise revenue. For UMB, hospital revenues were excluded prior to fiscal 2020 but, due to a change in accounting procedures, those revenues are no longer excluded. For UMCP and UMES, agriculture experimental station and cooperative extension programs are excluded.

Note: The fiscal 2023 adjusted working includes deficiency appropriations including a statewide general salary increase. Fiscal 2024 adjusted allowance includes general salary and merit increases.

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

Appendix 5
Fiscal 2024 Revenues Per FTES by Revenue Source¹
Public Four-year Institutions

<u>Institution</u>	<u>Total E&G Revenues</u>	<u>State Funds²</u>	<u>Tuition and Fees</u>	<u>FTES</u>	<u>E&G Revenues Per FTES</u>	<u>State Funds Per FTES</u>	<u>Tuition and Fees Per FTES</u>	<u>State as % of E&G</u>	<u>Tuition and Fees as % of E&G</u>
UMB	\$842,344,034	\$366,120,703	\$180,333,928	7,254	\$116,121	\$50,472	\$24,860	43%	21%
UMCP	1,755,839,935	\$789,170,574	\$708,697,998	33,800	51,948	23,348	20,967	45%	40%
BSU	137,088,721	84,379,341	\$50,138,193	5,090	26,933	16,577	9,850	62%	37%
TU	563,524,739	203,145,351	\$201,403,316	15,222	37,020	13,346	13,231	36%	36%
UMES	93,676,245	69,156,254	\$22,770,515	2,378	39,393	29,082	9,575	74%	24%
FSU	98,319,114	60,486,416	\$35,763,465	3,365	29,218	17,975	10,628	62%	36%
CSU	116,854,626	70,382,963	\$12,712,085	1,748	66,850	40,265	7,272	60%	11%
UBalt	115,220,190	60,597,490	\$51,184,491	2,352	48,988	25,764	21,762	53%	44%
SU	164,014,954	91,906,571	\$70,033,383	6,903	23,760	13,314	10,145	56%	43%
UMGC	441,006,908	64,348,266	\$363,794,286	35,804	12,317	1,797	10,161	15%	82%
UMBC	422,603,458	210,556,456	\$167,018,108	11,427	36,983	18,426	14,616	50%	40%
MSU	297,274,364	192,548,329	\$93,650,858	9,117	32,607	21,120	10,272	65%	32%
SMCM	68,727,161	40,800,813	\$26,476,773	1,646	41,754	24,788	16,086	59%	39%
Total Higher Ed	\$5,116,494,449	\$2,303,599,527	\$1,983,977,399	136,106	\$37,592	\$16,925	\$14,577	45%	39%

E&G: Education and General
FTES: full-time equivalent student

¹ E&G revenues include tuition and fees, general funds, Higher Education Investment Fund funds, grants and contracts (federal, State, and local), and the sales and services of educational activities minus auxiliary program enterprise revenue. For UMB, hospital revenues were excluded prior to fiscal 2020 but, due to a change in accounting procedures, those revenues are no longer excluded. For UMCP and UMES, agriculture experimental station and cooperative extension programs are excluded.

² The fiscal 2024 adjusted allowance includes general salary and merit increases. and annualization of the fiscal 2023 increases.

Note: State Funds include Chapter 41 of 2021 funds for Historically Black Colleges and Universities, which are excluded from the full-time equivalent student calculation used in funding formulas. Fiscal 2024 adjusted allowance includes general salary and merit increases.

Source: Governor’s Fiscal 2024 Budget Books

Appendix 6
Higher Education Enrollment Trends
Full-time Equivalent Student
Public Four-year Institutions
Fiscal 2019-2024

<u>Institution</u>	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>Working 2023</u>	<u>Allowance 2024</u>	<u>Annual % 2019-2024</u>	<u>% Change 2023-2024</u>
UMB	6,908	6,859	7,130	7,230	7,226	7,254	1.0%	0.4%
UMCP	34,018	33,776	33,988	33,914	34,050	33,800	-0.1%	-0.7%
BSU	5,090	5,084	5,027	4,959	4,984	5,090	0.0%	2.1%
TU	18,947	18,732	17,886	16,870	15,806	15,222	-4.3%	-3.7%
UMES	2,938	2,668	2,412	2,217	2,376	2,378	-4.1%	0.1%
FSU	4,207	4,012	3,675	3,335	3,123	3,365	-4.4%	7.7%
CSU	2,141	2,125	1,918	1,698	1,697	1,748	-4.0%	3.0%
UBalt	3,323	2,931	2,748	2,447	2,352	2,352	-6.7%	0.0%
SU	7,728	7,710	7,210	6,611	6,709	6,903	-2.2%	2.9%
UMGC	35,944	35,213	37,496	35,322	35,804	35,804	-0.1%	0.0%
UMBC	11,324	11,068	10,875	10,910	11,243	11,427	0.2%	1.6%
MSU	7,118	7,093	6,977	7,758	8,900	9,117	5.1%	2.4%
SMCM	1,651	1,539	1,573	1,610	1,618	1,646	-0.1%	1.8%
Total	141,337	138,810	138,915	134,881	135,888	136,106	-0.8%	0.2%

Source: Department of Budget and Management

Appendix 7
Tuition and Fee Rates at Public Four-year Institutions
 Fiscal 2023-2024

	2023			2024			% Tuition	% Fee	% Total
	<u>Tuition</u>	<u>Fee</u>	<u>Total</u>	<u>Tuition</u>	<u>Fee</u>	<u>Total</u>	<u>Change</u>	<u>Change</u>	<u>Change</u>
In-state Full-time Undergraduate									
UMCP	\$9,180	1,976	11,156	9,889	1,651	11,540	7.7%	-16.4%	3.4%
BSU	5,875	2,852	8,727	5,993	3,005	8,998	2.0%	5.4%	3.1%
TU	7,238	3,492	10,730	7,382	3,720	11,102	2.0%	6.5%	3.5%
UMES	5,637	3,262	8,899	5,750	3,326	9,076	2.0%	2.0%	2.0%
FSU	6,974	2,830	9,804	7,110	2,888	9,998	2.0%	2.0%	2.0%
CSU	4,836	2,068	6,904	4,933	2,068	7,001	2.0%	0.0%	1.4%
UBalt	7,296	2,226	9,522	7,442	2,450	9,892	2.0%	10.1%	3.9%
SU	7,556	2,840	10,396	7,706	2,940	10,646	2.0%	3.5%	2.4%
UMGC ¹	9,360	450	9,810	9,540	450	9,990	1.9%	0.0%	1.8%
UMBC	9,056	3,504	12,560	9,237	3,709	12,946	2.0%	5.9%	3.1%
MSU	5,696	2,632	8,328	5,586	2,582	8,168	2.0%	2.0%	2.0%
SMCM	12,358	3,070	15,428	12,605	3,130	15,735	2.0%	2.0%	2.0%
Out-of-state Full-time Undergraduate									
UMCP	\$37,784	\$1,976	\$39,760	\$38,690	\$1,651	\$40,341	2.4%	-16.4%	1.5%
BSU	16,666	2,852	19,518	16,833	3,005	19,838	1.0%	5.4%	1.6%
TU ²	23,240	3,492	26,732	24,402	3,720	28,122	5.0%	6.5%	5.2%
UMES ³	16,468	3,262	19,730	16,796	3,326	20,122	2.0%	2.0%	2.0%
FSU ⁴	21,854	2,830	24,684	22,292	2,888	25,180	2.0%	2.0%	2.0%
CSU	11,491	2,068	13,559	11,721	2,068	13,789	2.0%	0.0%	1.7%
UBalt	20,748	2,226	22,974	21,160	2,450	23,610	2.0%	10.1%	2.8%
SU ²	18,032	2,840	20,872	18,400	2,940	21,340	2.0%	3.5%	2.2%
UMGC ^{1,2}	14,970	450	15,420	14,970	450	15,420	0.0%	0.0%	0.0%
UMBC	25,820	3,504	29,324	26,595	3,709	30,304	3.0%	5.9%	3.3%
MSU	16,587	2,632	19,219	16,268	2,582	18,850	2.0%	2.0%	2.0%
SMCM ⁵	28,756	3,070	31,826	29,331	3,130	32,461	2.0%	2.1%	2.0%

¹ Based on 30 credit hours.

² TU, SU, and UMGC have separate, lower out-of-state rates for students enrolled at USM at Hagerstown.

³ UMES has a separate, lower regional rate for non-Maryland students residing in Delaware and the eastern shore of Virginia.

⁴ FSU has a separate, lower out-of-state rate for non-Maryland students residing within 120 miles of campus.

⁵ SMCM has a separate, lower out-of-state rate for District of Columbia residents.

Note: All rates are pending approval by the institution or system's governing boards.

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

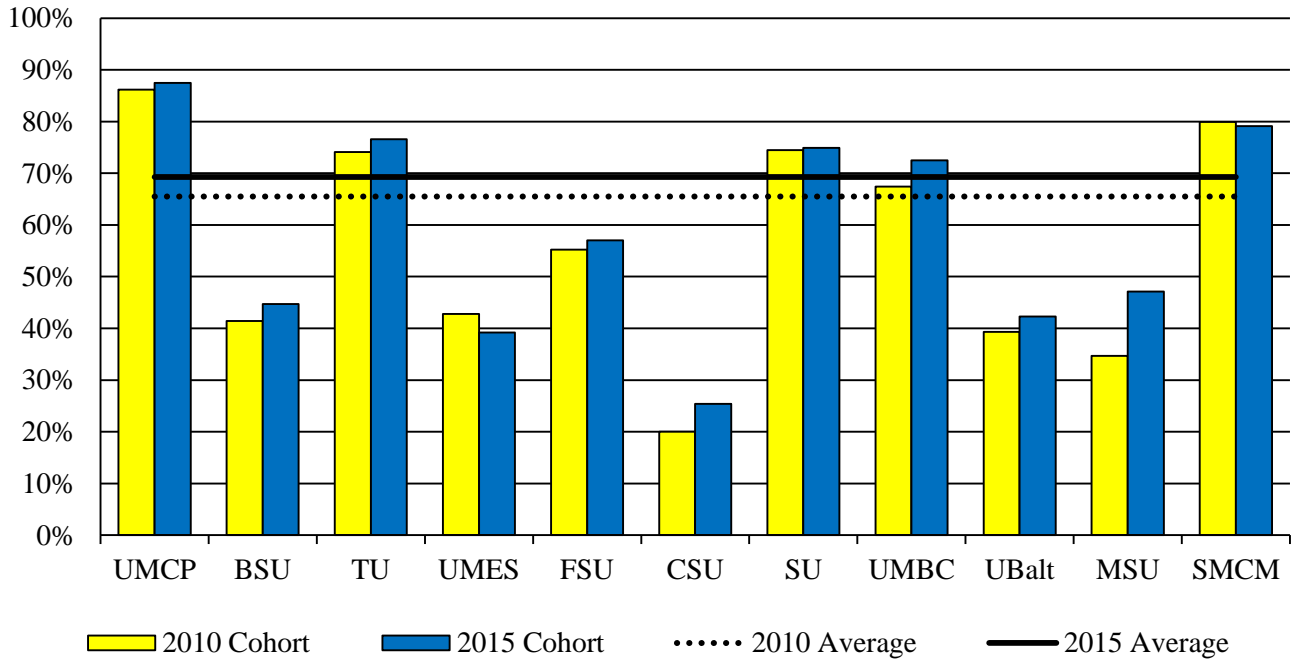
**Appendix 8
Tuition and Fee Rates at Public Two-year Institutions
Fall 2022**

<u>Community College</u>	Resident of Service Area			Outside Service Area			Out-of-state Resident		
	<u>Tuition</u>	<u>Fees</u>	<u>Total</u>	<u>Tuition</u>	<u>Fees</u>	<u>Total</u>	<u>Tuition</u>	<u>Fees</u>	<u>Total</u>
Allegany College of Maryland	\$3,870	\$1,042	\$4,912	\$7,860	\$1,042	\$8,902	\$10,200	\$1,042	\$11,242
Anne Arundel Community College	3,600	1,310	4,910	7,920	1,310	9,230	12,450	1,310	13,760
Baltimore City Community College	2,640	674	3,314	2,640	674	3,314	6,720	674	7,394
Community College of Baltimore County	3,660	1,356	5,016	7,230	1,356	8,586	11,160	1,356	12,516
Carroll Community College	4,080	1,080	5,160	6,870	1,778	8,648	8,880	2,280	11,160
Cecil College	3,900	1,020	4,920	7,290	1,020	8,310	8,490	1,020	9,510
Chesapeake College	3,840	1,160	5,000	6,720	1,190	7,910	9,420	1,190	10,610
College of Southern Maryland	4,110	1,028	5,138	7,200	1,800	9,000	9,240	2,310	11,550
Frederick Community College	3,870	847	3,929	8,460	847	8,519	11,460	847	11,519
Garrett College	2,970	1,290	4,260	9,420	1,290	10,710	11,700	1,290	12,990
Hagerstown Community College	3,690	630	4,320	5,760	630	6,390	7,560	630	8,190
Harford Community College	4,050	810	4,860	6,900	810	7,710	9,750	810	10,560
Howard Community College	4,260	850	5,110	7,710	850	8,560	9,660	850	10,510
Montgomery College	3,960	1,362	5,322	8,070	2,184	10,254	11,220	2,814	14,034
Prince George's Community College	3,420	1,460	4,880	6,270	1,460	7,730	9,330	1,460	10,790
Wor-Wic Community College	3,870	660	4,530	7,740	660	8,400	9,690	660	10,350
Average	\$3,737	\$1,036	\$4,724	\$7,129	\$1,181	\$8,261	\$9,808	\$1,284	\$11,043

Note: This assumes a student enrolls in 30 credits per academic year.

Source: Maryland Association of Community Colleges

Appendix 9
Six-year Graduation Rate for First-time, Full-time Students
2010 and 2015 Cohort

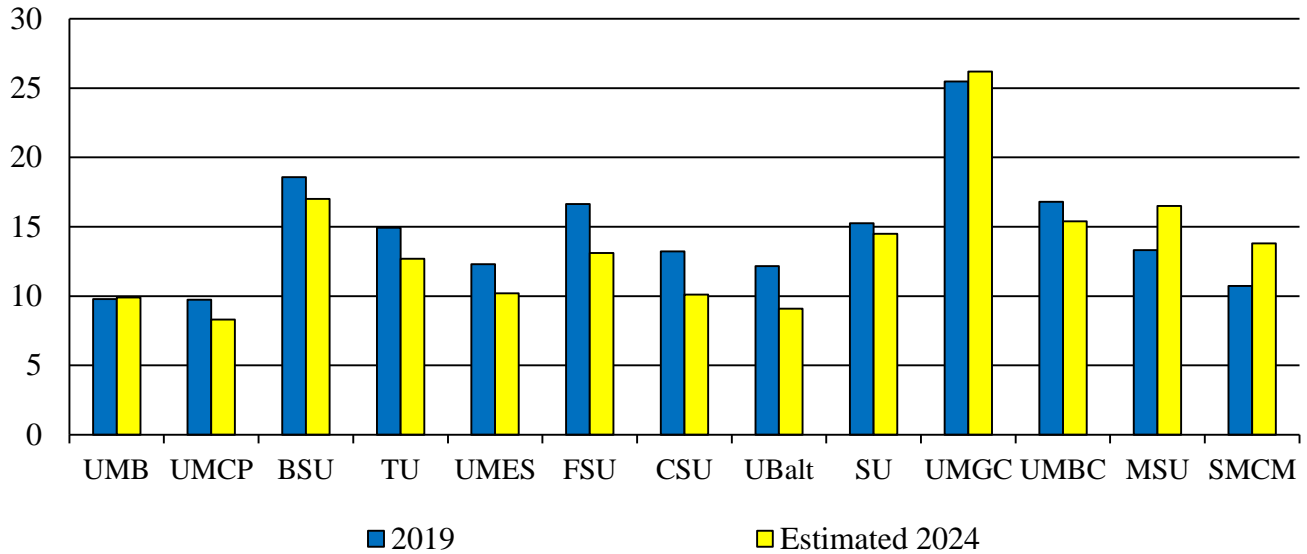


	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>2015</u>
UMCP	86.2%	85.0%	86.1%	87.4%	87.3%	87.5%
BSU	41.4%	42.1%	47.6%	46.7%	46.3%	44.7%
TU	74.1%	75.8%	77.1%	74.9%	77.3%	76.6%
UMES	42.8%	44.3%	45.7%	47.7%	45.6%	39.2%
FSU	55.2%	57.3%	58.0%	59.2%	60.9%	57.0%
CSU	20.0%	25.1%	24.0%	26.5%	31.5%	25.4%
SU	74.5%	76.2%	72.0%	75.0%	72.9%	74.9%
UMBC	67.4%	65.9%	70.3%	73.8%	72.7%	72.5%
UBalt	39.3%	34.8%	43.3%	43.6%	41.4%	42.3%
MSU	34.7%	38.7%	41.9%	46.4%	47.9%	47.1%
SMCM	79.9%	81.3%	85.2%	80.9%	78.6%	79.1%
Statewide Rate	65.5%	67.4%	68.8%	71.1%	70.5%	69.3%

Note: The data includes first-time, full-time students enrolled at an institution at the start of the academic year. Institution rates include those who graduated from the institution or those who transferred and graduated from any Maryland public four-year institution. The University of Maryland Global Campus is included in the statewide rate, although not included in the institutional list.

Source: Maryland Higher Education Commission

Appendix 10
Student-to-faculty Ratio
Fiscal 2019-2024 Est.



	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	Estimated 2024
UMB	9.8	9.7	10.5	10.2	10.0	9.9
UMCP	9.7	9.3	10.2	8.4	8.3	8.3
BSU	18.6	18.6	18.0	16.8	16.9	17.0
TU	14.9	15.0	14.5	13.9	13.2	12.7
UMES	12.3	11.4	10.0	9.5	10.2	10.2
FSU	16.6	15.3	14.7	13.0	12.2	13.1
CSU	13.2	13.0	11.8	10.7	9.8	10.1
UBalt	12.2	11.1	10.9	9.9	9.1	9.1
SU	15.2	15.2	14.6	13.2	14.3	14.5
UMGC	25.5	25.4	26.5	25.8	26.2	26.2
UMBC	16.8	15.9	16.0	16.5	15.2	15.4
MSU	13.3	13.6	15.0	17.2	16.1	16.5
SMCM	10.7	9.8	10.2	12.3	13.1	13.8

Note: Full-time equivalent.

Source: Department of Budget and Management