



Budget Briefing: Higher Education

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Briefing Topics

- Funding Sources
- Appropriations Areas
- Major Budget Topics
 - Public University Data
 - Continuing Challenges for Higher Education Budget

Higher Education Budget

- **Article VIII of the State Constitution addresses public universities:**
 - **Section 4** requires legislature to appropriate funds to maintain Michigan's 15 public universities
 - **Section 5** provides for elected boards of control for the University of Michigan, Michigan State, and Wayne State
 - **Section 6** provides for appointed boards of control for remaining universities
 - **Sections 5 and 6** grant each university board “the control and direction of all expenditures from the institution’s funds”
- **Annual Higher Education budget:**
 - Provides operational funds to the 15 public universities
 - Funds various financial aid programs
 - Supports several other university-related costs
 - Since FY 2011-12, has been enacted into compiled law as amendments to the School Aid Act

Key Budget Terms

Fiscal Year: The state's fiscal year (FY) runs from October to September. FY 2021-22 is October 1, 2021 through September 30, 2022.

Appropriation: Authority to expend funds. An appropriation is not a mandate to spend. Constitutionally, state funds cannot be expended without an appropriation by the legislature.

Line Item: Specific appropriation amount that establishes spending authorization for a particular program or function in a budget bill.

Boilerplate: Specific language sections in a budget bill that direct, limit, or restrict line item expenditures, express legislative intent, and/or require reports.

Lapses: Appropriated amounts that are unspent or unobligated at the end of a fiscal year. Appropriations are automatically terminated at the end of a fiscal year unless designated as a multi-year work project under a statutory process. Lapsed funds are available for expenditure in the subsequent fiscal year.

Note: Unless otherwise indicated, historical budget figures in this presentation have not been adjusted for inflation.

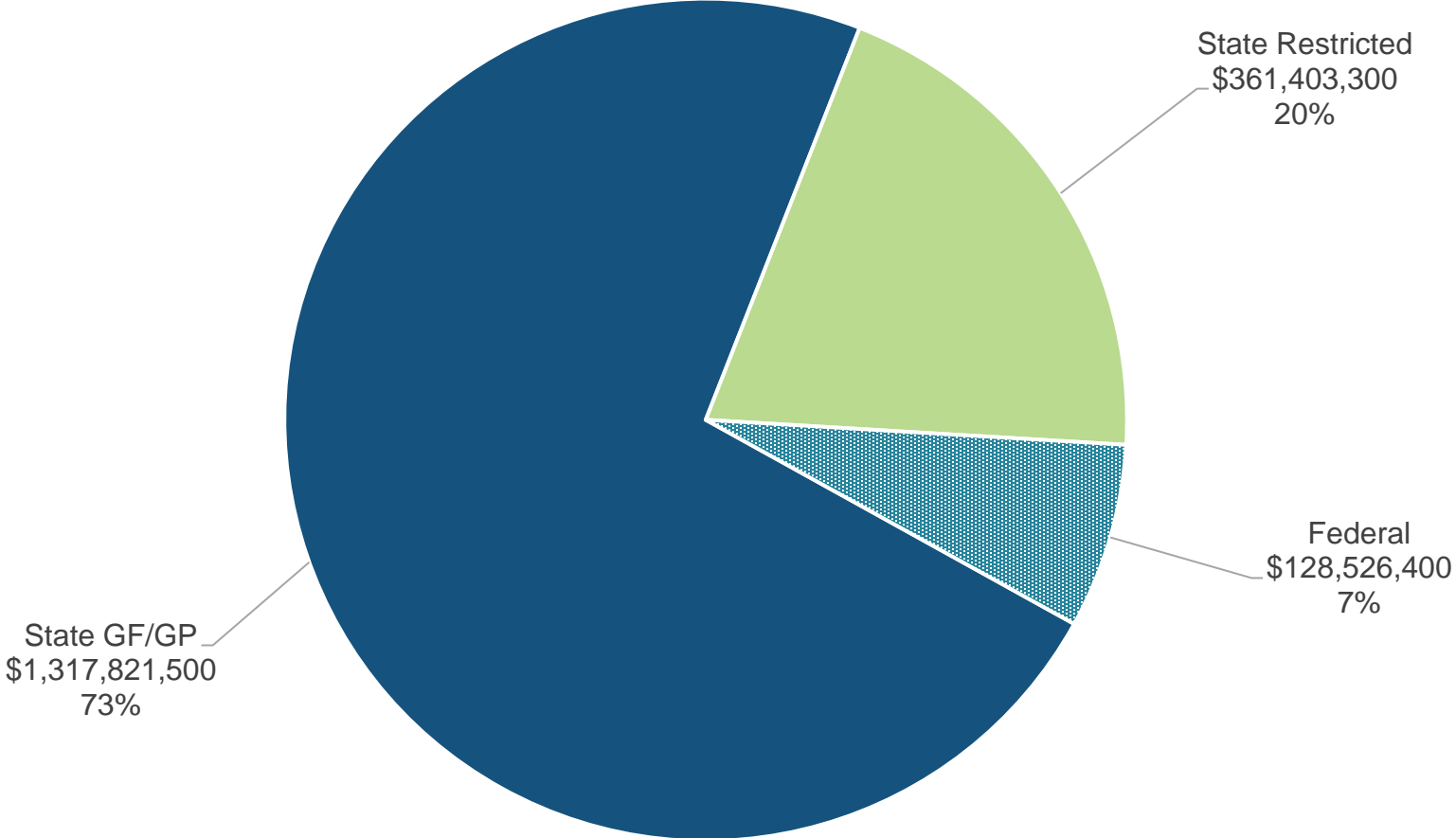
Funding Sources

FY 2021-22 Higher Education Budget

Fund Source	Funding	Description
Gross Appropriations	\$1,807,751,200	Total spending authority from all revenue sources
Interdepartmental Grants (IDG) Revenue	0	Funds received by one state department from another state department, usually for services provided
Adjusted Gross Appropriations	\$1,807,751,200	Gross appropriations excluding IDGs; avoids double counting when adding appropriation amounts across budget areas
Federal Revenue	128,526,400	Federal grant or matching revenue; generally dedicated to specific programs or purposes
Local Revenue	0	Revenue received from local units of government for state services
Private Revenue	0	Revenue from individuals and private entities, including payments for services, grants, and other contributions
State Restricted Revenue	361,403,300	State revenue restricted by the State Constitution, state statute, or outside restriction that is available only for specified purposes; includes most fee revenue
State General Fund/General Purpose (GF/GP) Revenue	\$1,317,821,500	Unrestricted revenue from taxes and other sources available to fund basic state programs and other purposes determined by the legislature

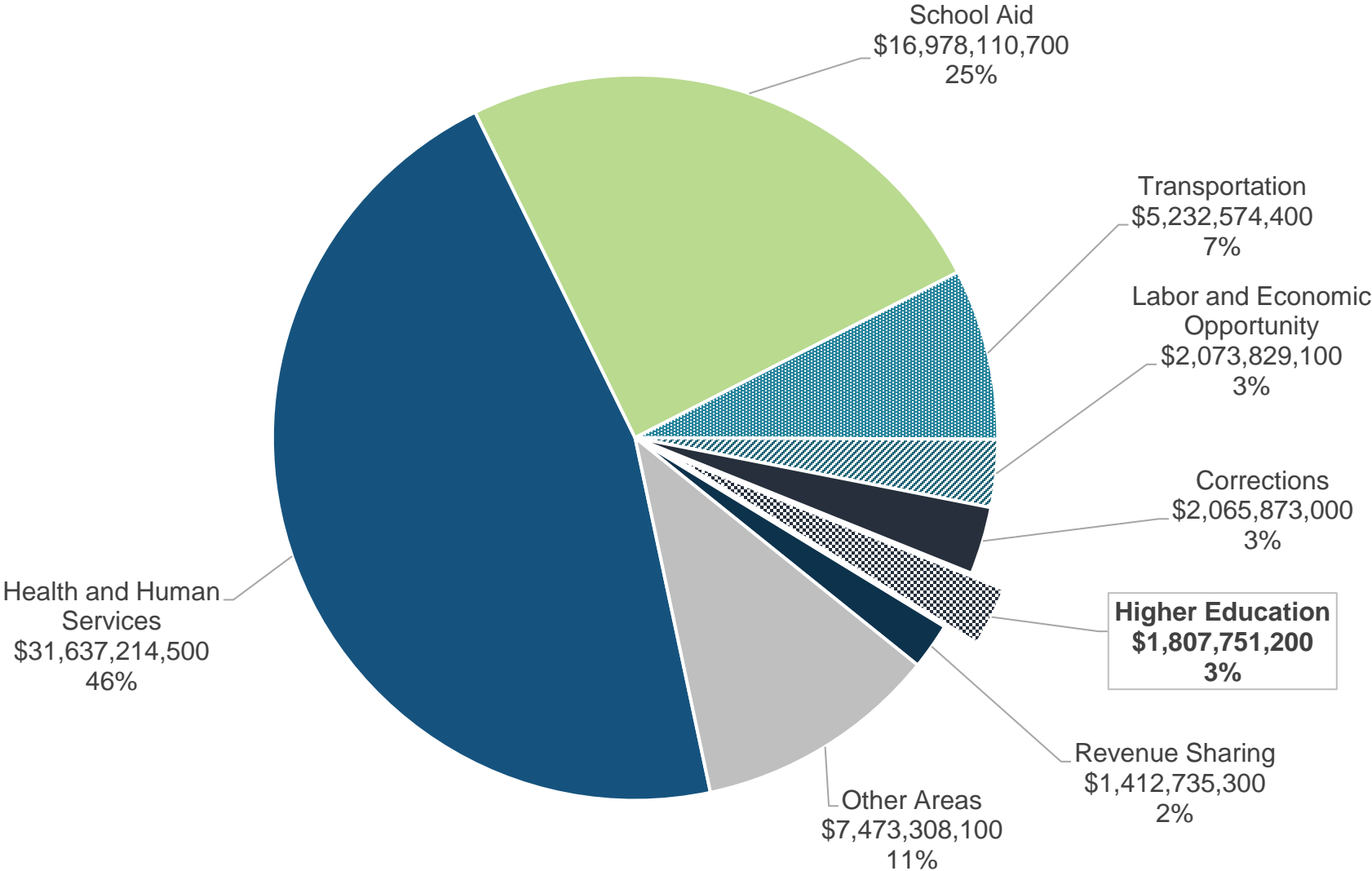
FY 2021-22 Fund Sources

Nearly three-fourths of the **\$1.8 billion** Higher Education budget is funded with state General Fund/General Purpose money. All of the **\$361.4 million** in restricted funding is School Aid Fund appropriations.



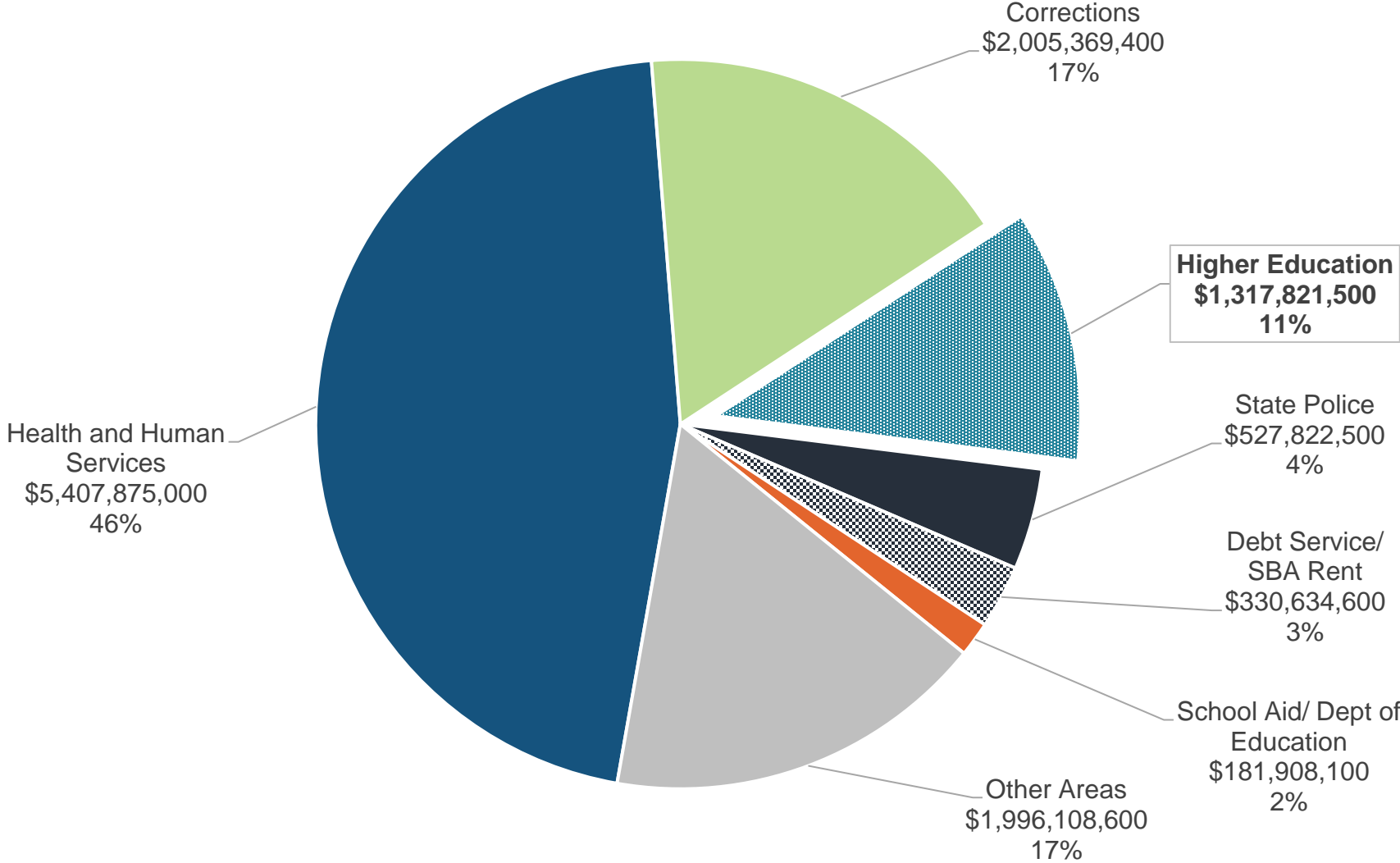
Higher Ed Share of Total State Budget

The Higher Education budget represents about **3%** of the **\$68.7 billion** state budget (adjusted gross) for FY 2021-22.



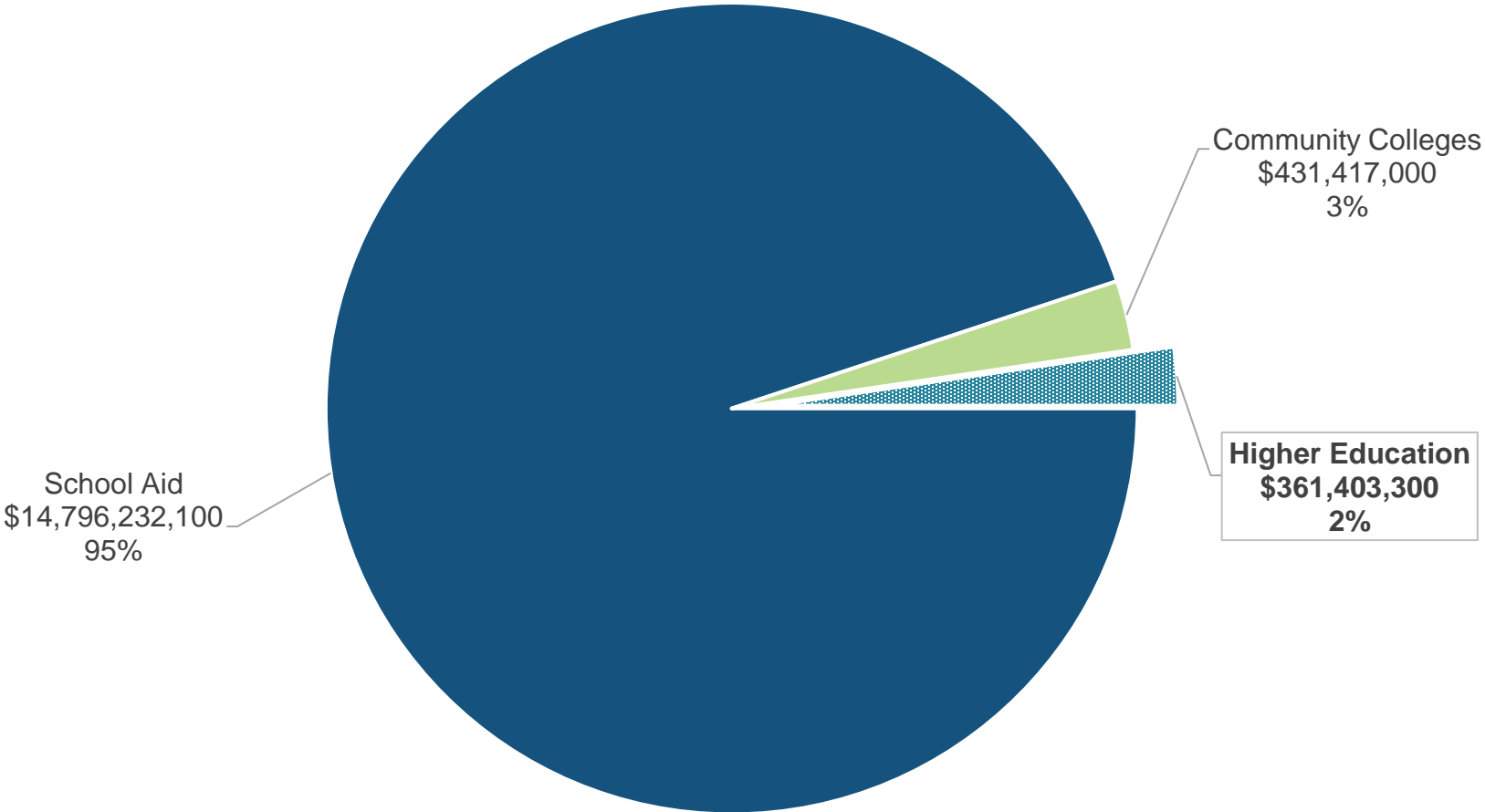
Higher Ed Share of Total GF/GP Budget

While only 3% of the total state budget, the Higher Education budget represents over 11% of the state's \$11.8 billion GF/GP budget for FY 2021-22.



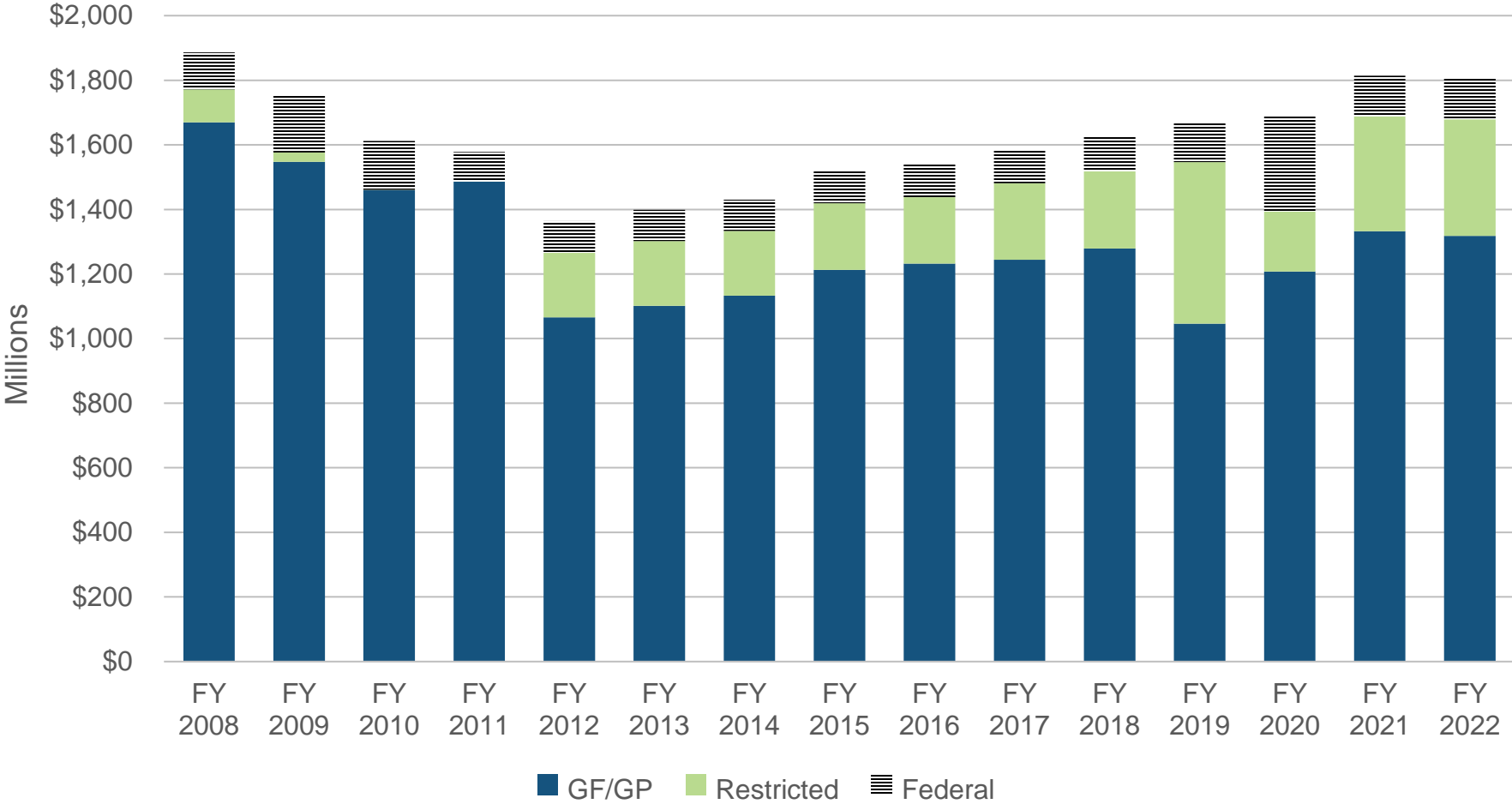
FY 2021-22 School Aid Fund Appropriations

The Higher Education budget receives about **2%** of the **\$15.6 billion** in FY 2021-22 School Aid Fund appropriations.



Higher Education Funding History

While Higher Education appropriations have grown steadily since their 15-year low in FY 2011-12, they are still about 4% below the 15-year peak of **\$1.9 billion** in FY 2007-08. FY 2007-08 also was the first year that the state started using federal TANF funds to support financial aid programs.



Appropriation Areas

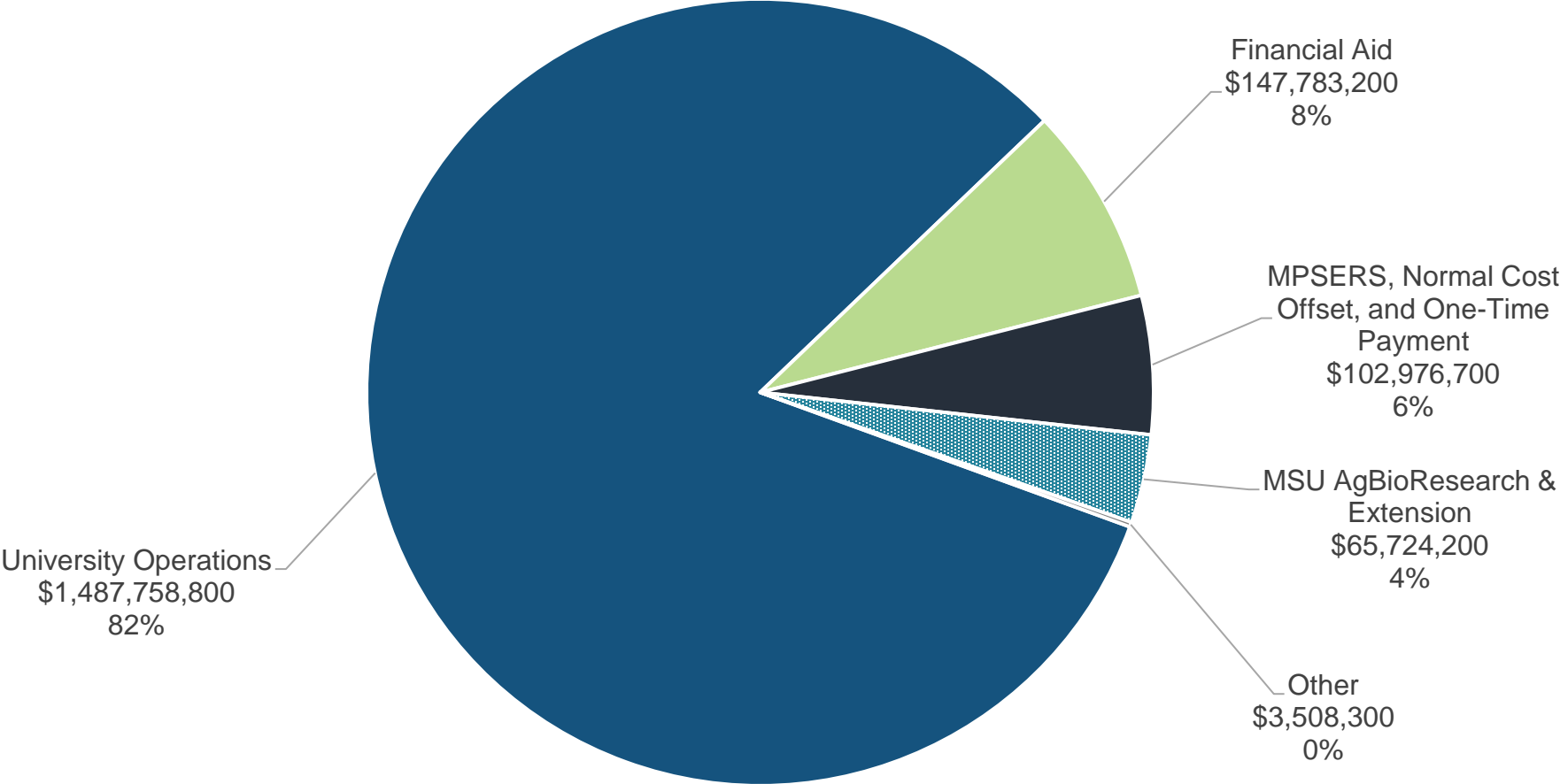
Higher Education Appropriation Areas

The Higher Education budget funds:

- **Operational grants** for the state's 15 public universities, consisting of separate appropriations for baseline funding (established from prior-year totals), FY 2021-22 one-time funding increases, and North American Indian Tuition Waiver costs.
- **AgBioResearch and Extension** programs at Michigan State University.
- **Financial aid programs** for students attending public or private colleges or universities in Michigan.
- Partial costs of university participation in **MPSERS**, the Michigan Public School Employees' Retirement System. This includes an offset to reimburse universities' normal cost increase to maintain the assumed rate of return at 6.8% and one-time MPSERS unfunded actuarial accrued liability payment.
- Various smaller items related to higher education, such as the King-Chavez-Parks program, the state's higher education database (HEIDI), and one-time funding for the Japan Center for Michigan Universities based at MSU.

FY 2021-22 Gross Appropriations

Over **82%** of the Higher Education budget supports public university operations.



Major Budget Topics

Michigan's Public Universities

University	Abbreviation	Founded
Central Michigan University	CMU	1892
Eastern Michigan University	EMU	1849
Ferris State University	FSU	1884
Grand Valley State University	GVSU	1960
Lake Superior State University	LSSU	1946
Michigan State University	MSU	1855
Michigan Technological University	MTU	1885
Northern Michigan University	NMU	1899
Oakland University	OU	1957
Saginaw Valley State University	SVSU	1963
University of Michigan – Ann Arbor	UMAA	1817
University of Michigan – Dearborn	UMD	1959
University of Michigan – Flint	UMF	1956
Wayne State University	WSU	1868
Western Michigan University	WMU	1903

University Operations Funding

The Constitution does not specify how funding is to be distributed among universities.

The legislature annually appropriates funds for individual universities, a process that in recent years has included the use of a performance funding formula to allocate the total increase (or decrease) in state appropriations for university operations.

Any increased funding for universities is distributed using the performance formula. The formula is specified in annual budget act language.

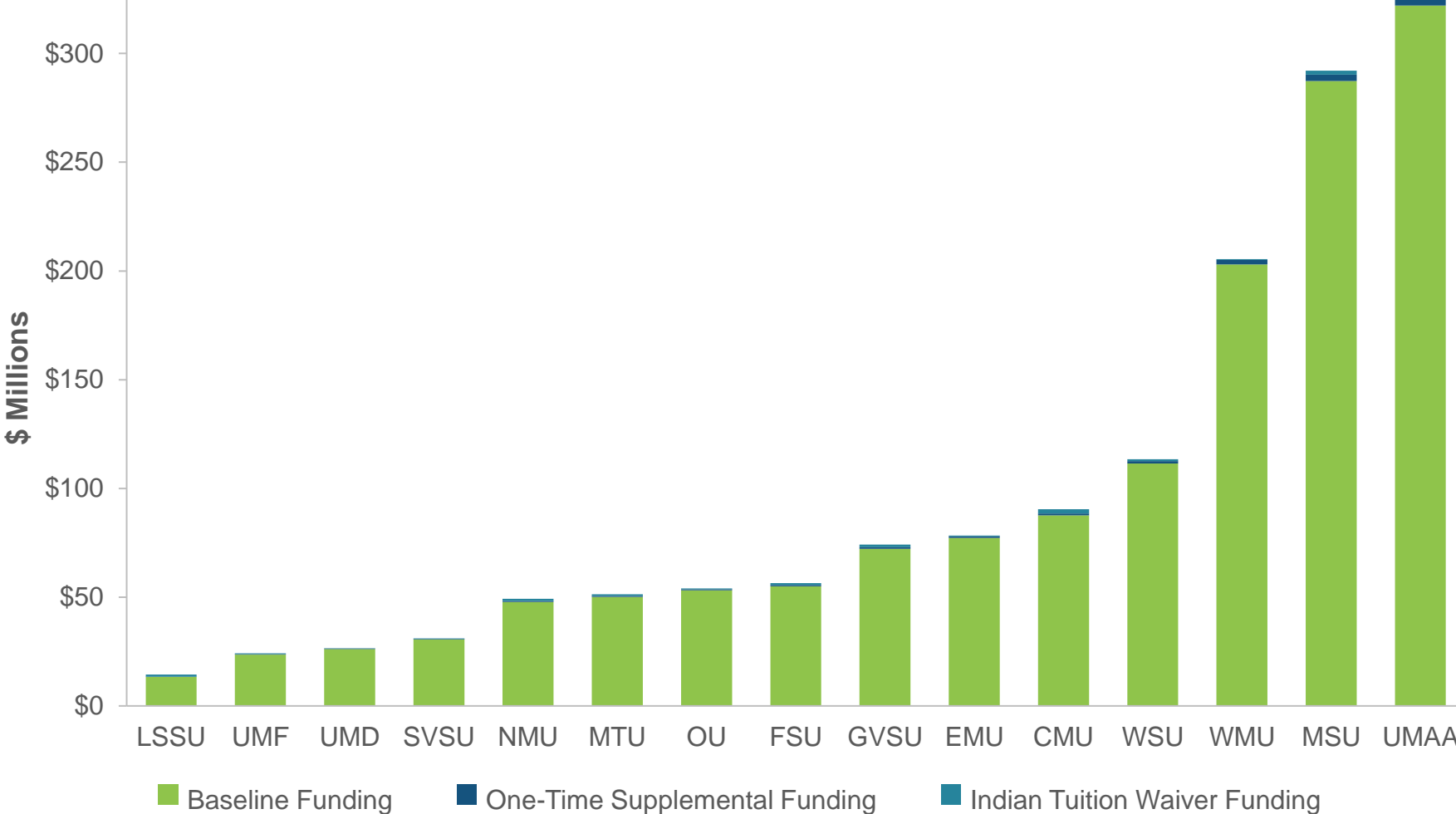
Each university's operations funding generally consists of three parts:

- Baseline funding - the total amount appropriated in the prior year
- Performance funding - new appropriations determined through the formula.
- North American Indian Tuition Waiver costs - funding provided to universities to cover waived tuition costs for eligible students

The FY 2021-22 budget appropriates one-time supplemental funding in place of performance funding.

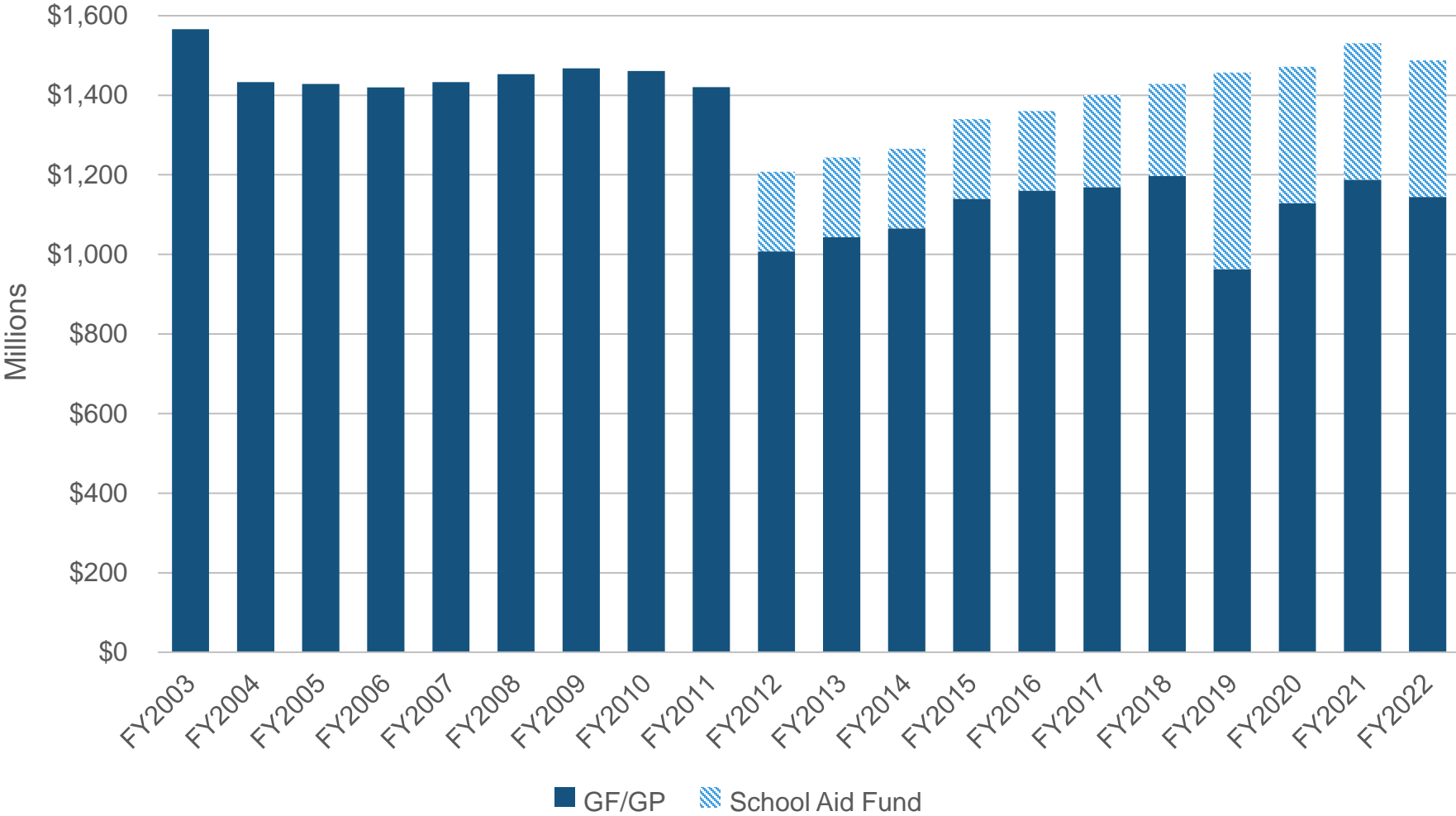
FY 2021-22 University Operations Grants

Funding for university operations varies widely, ranging from \$14.4 million for LSSU to \$326.3 million for UMAA. Performance funding increases were replaced with one-time supplemental funding for FY 2021-22. Indian Tuition Waiver funding ranges from \$153,900 at SVSU to \$1.9 million for CMU. Total operations funding is **\$1.5 billion**.



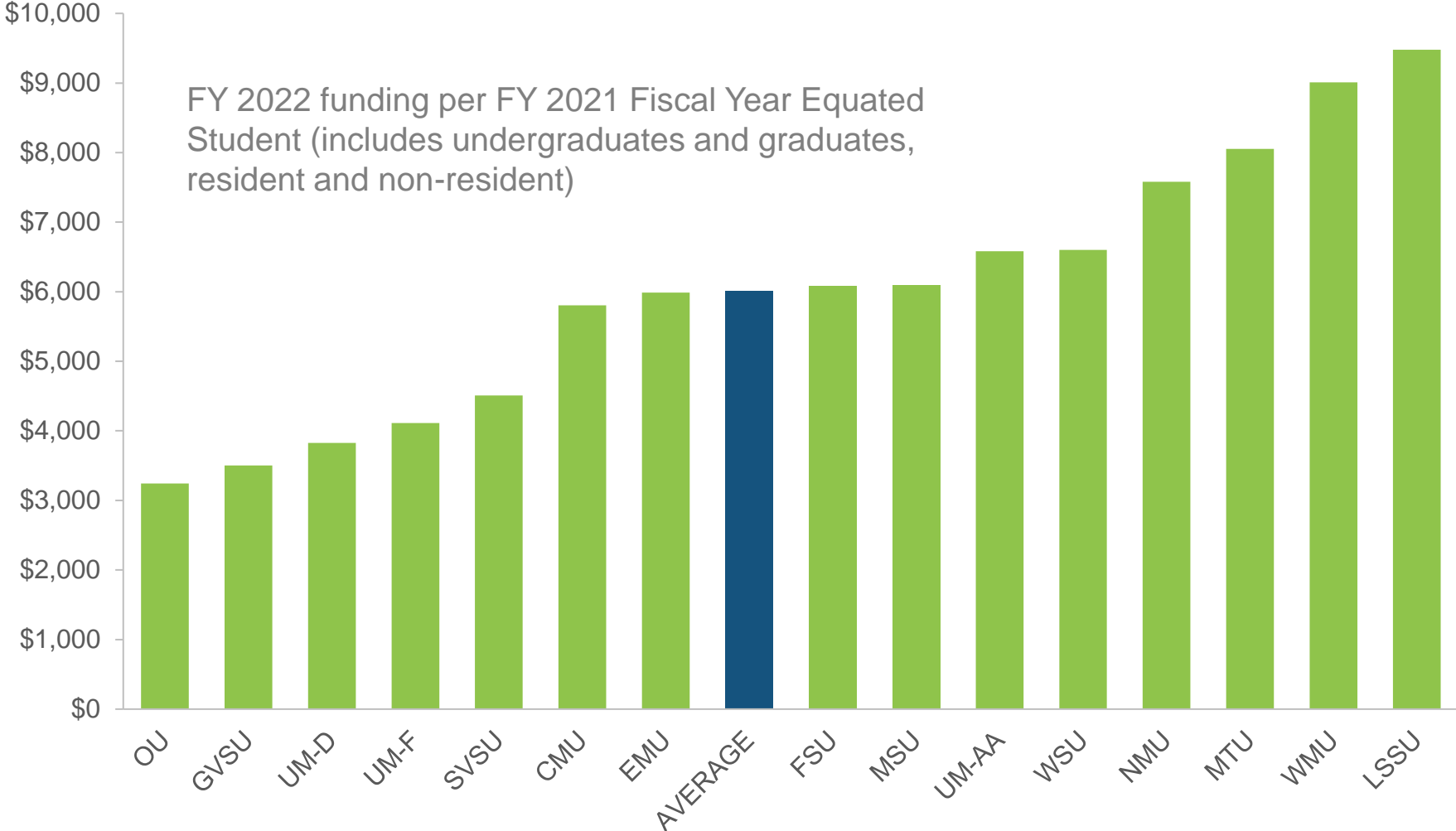
University Operations Grants History

State support for public universities operations has increased by **\$280.5 million (23%)** since FY 2011-12 but remains **\$78.2 million (5%)** below the FY 2002-03 peak of **\$1.6 billion**.



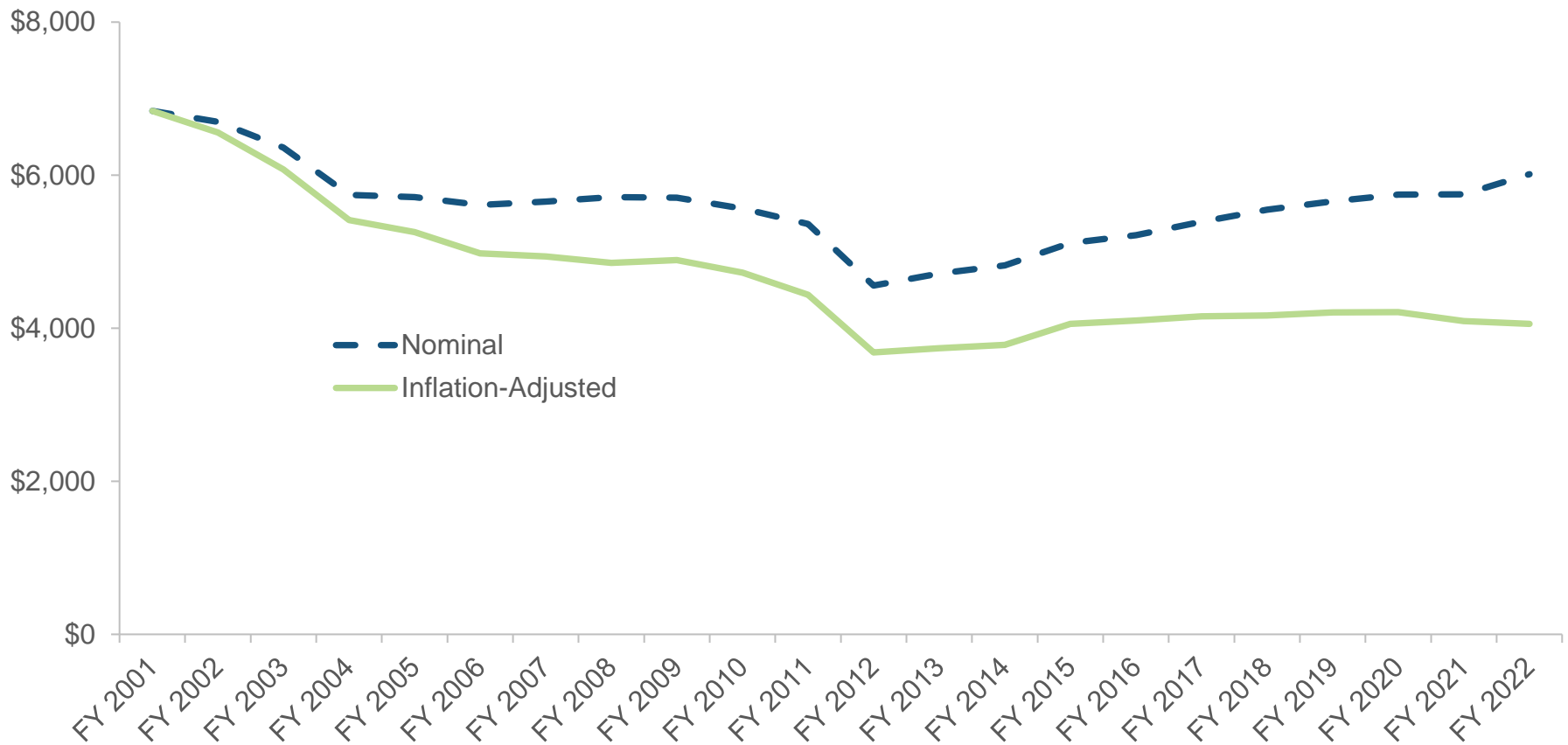
University Operations Grants per Fiscal Year Equated Student (FYES)

To account for varying enrollments, funding for university operations often is compared on a per-student basis. The full-time equivalency (or Fiscal Year Equated Student) measurement for each student level is calculated by dividing the total credit hours in a given year by the number of credits considered to be full-time (30 for undergraduates).



Historical University Appropriations per Fiscal Year Equated Student (FYES)

Using the most recently available FYES data, total FY 2021-22 appropriations per FYES of **\$6,013** are about **12%** lower than FY 2000-01's high of **\$6,841** per FYES. Appropriations per FYES are about **41%** lower on an inflation-adjusted basis.



FY 2021-22 appropriations per FYES calculated using FY 2020-21 FYES.

FY 2021-22 Performance Funding

Since FY 2012-13, funding increases have been based on a performance funding model. The formula specifies the percentage of total performance funding that is distributed under each of several metrics. **The formula was suspended for FY 2021-22.**

FY 2021-22 Formula Component	% of Performance Funding	FY 2021-22 Amount
Proportional to each university’s share of total operations funding in the baseline year of FY 2010-11	50.0%	\$0
Undergraduate degree completions in critical skills areas (generally STEM fields)	11.1%	0
Total R & D expenditures (applies to high-research universities only)	5.6%	0
Comparisons with Carnegie Classification peers or 3-year improvement, scored on four metrics:	33.3%	0
<ul style="list-style-type: none"> Six-year graduation rate 		
<ul style="list-style-type: none"> Total degree completions 		
<ul style="list-style-type: none"> Institutional support (i.e., administration) as a percentage of core expenditures 		
<ul style="list-style-type: none"> Percentage of students receiving federal Pell grants 		
Total Performance Funding	100%	\$0

Performance/One-Time Supplemental Funding Conditions

While performance formula funding was suspended, the FY 2021-22 budget appropriated a one-time supplemental increase of 1% to each university. Unlike performance funding increases, the supplemental funding will not be incorporated into base appropriations for the next fiscal year.

Receipt of the one-time supplemental payment is conditioned on compliance with all of the following:

- Restraining resident undergraduate tuition and mandatory fee increases to **4.2%** or **\$590** (whichever is greater) over the prior year
- Certifying that the university participates in reverse transfer agreements with at least three Michigan community colleges
- Certifying that the university's dual enrollment policy does not consider whether credits were used toward high school graduation
- Actively participating in the Michigan Transfer Network

Tuition Restraint Policies

Budget-based efforts to curb tuition increases have taken several forms since FY 2011-12. Under the budget act, performance funding forfeited by noncompliant universities is distributed to the other schools.

	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22
Limit on resident undergraduate tuition/fee increases	4.2%	3.8% or \$475	3.8% or \$490	4.4% or \$587	4.2% or \$586	4.2% or \$590
Operations funding increase/(decrease) from prior year	2.9%	2.0%	2.0%	0.5%	0.0%	1.0%
Funding contingent on tuition restraint	\$39.8 million performance funding; new state-funded capital outlay approvals for FYs 2017-18 and 2018-19	\$28.0 million performance funding; new state-funded capital outlay approvals for FYs 2018-19 and 2019-20	\$28.6 million performance funding; funding for next 3 FYs; new state-funded capital outlay approvals for next 3 FYs	\$7.9 million performance funding; funding for next 3 FYs; new state-funded capital outlay approvals for next 3 FYs	Funding for next 3 FYs; new state-funded capital outlay approvals for next 3 FYs	\$14.6 million one-time supplemental; funding for next 3 FYs; new state-funded capital outlay approvals for next 3 FYs
Average unweighted tuition/fee increase	3.9%	3.8%	3.7%	3.2%	1.9%	2.9%
Noncompliant universities	None	None	None	None	None	None

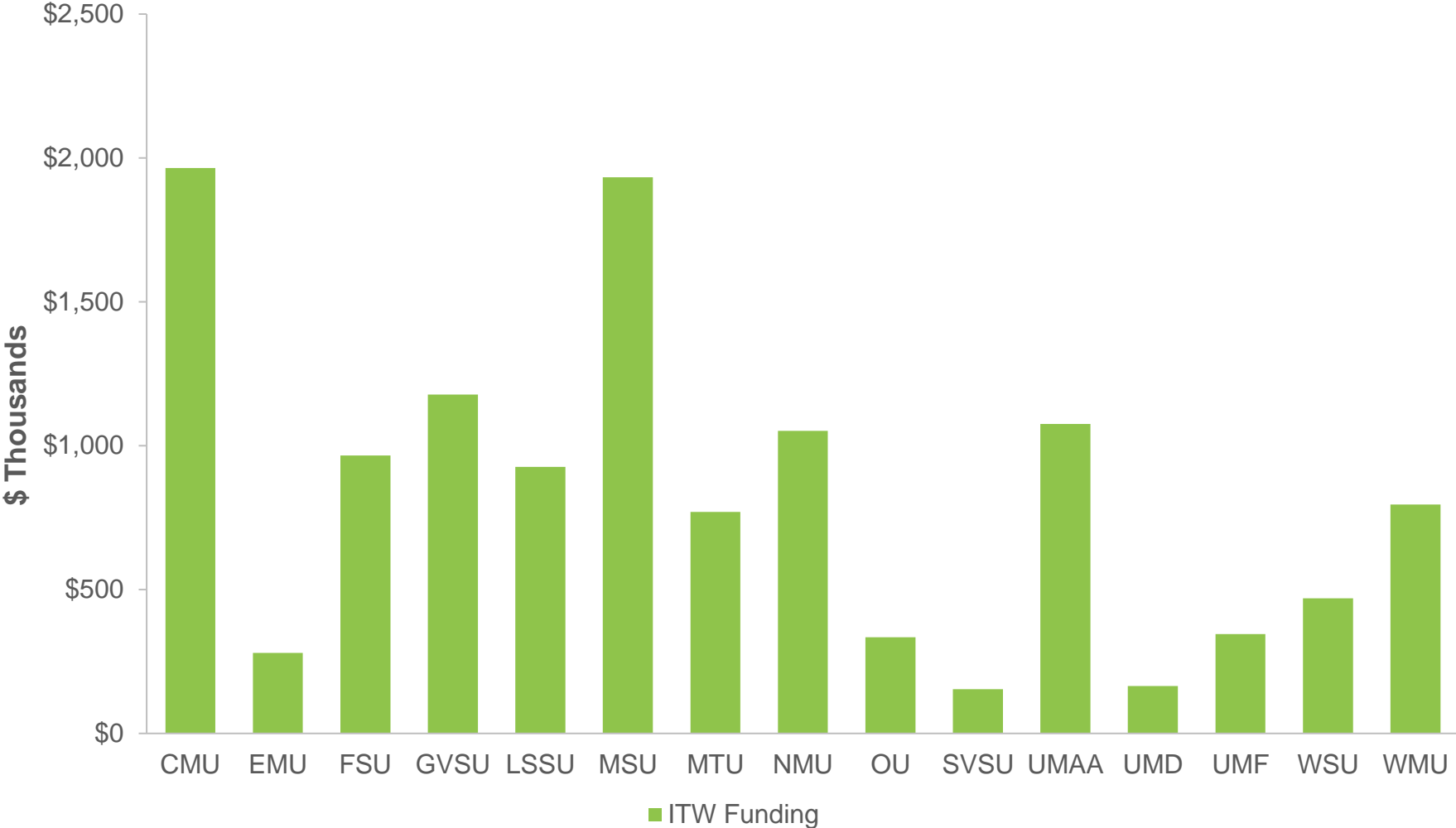
Funding Conditions Based on Title IX-Related Requirements

Continued from the prior fiscal year, universities must certify compliance with a range of conditions related to Title IX and sexual assault prevention requirements. Failure to certify to the State Budget Office will result in a withholding of 10% of Operations funding. Some conditions include:

- Submission of the university's annual Title IX Report and an accompanying summary report to the legislature
- Providing in-person sexual assault prevention training to all freshman and transfer students, along with electronic training for all other students
- Having the president and governing board members review Title IX complaints regarding university employees
- Having a third party review a university's Title IX office and related policies, and submitting that review to the legislature
- Notifying someone who reports sexual assault of their options to report to law enforcement and/or the university
- Prohibiting the issuance of divergent Title IX reports

North American Indian Tuition Waiver (ITW)

FY 2021-22 ITW appropriations were adjusted to match reported waiver costs for FY 2019-20. A separate ITW funding category is delineated in each university's appropriation line item.



MSU AgBioResearch and Extension

A total of **\$65.7 million** GF/GP is appropriated to Michigan State University to operate two statewide programs, AgBioResearch and Extension.

- **MSU AgBioResearch: \$35.3 million**
 - Agriculture research program conducted in on-campus laboratories and at 13 research centers across the state
- **MSU Extension: \$30.4 million**
 - Program jointly funded with counties to extend MSU's public service mission across the state in various program areas:
 - Agriculture
 - Business and Community
 - Family
 - Food and Health
 - Lawn and Garden
 - Natural Resources
 - 4-H and Youth

MSU receives additional funding for these programs from federal, private, and local sources.

Grants and Financial Aid

Total Appropriation: \$147.8 million

Tuition Incentive Program (\$71.3 million)

- Associate's degree tuition for Medicaid-eligible students completing high school, and tuition assistance of up to \$2,000 for participants continuing toward a baccalaureate

Tuition Grant Program (\$42.0 million)

- Need-based awards to students attending independent colleges. FY 2021-22 awards of \$2,800, with total awards at individual universities capped at \$4.8 million each

State Competitive Scholarships (\$29.9 million)

- Awards to students with qualifying ACT or SAT score and financial need; \$1,000 award in FY 2021-22. (Use of SAT commenced with graduating class of 2017; ACT continues in use for prior classes.)

Project GEAR UP (\$3.2 million)

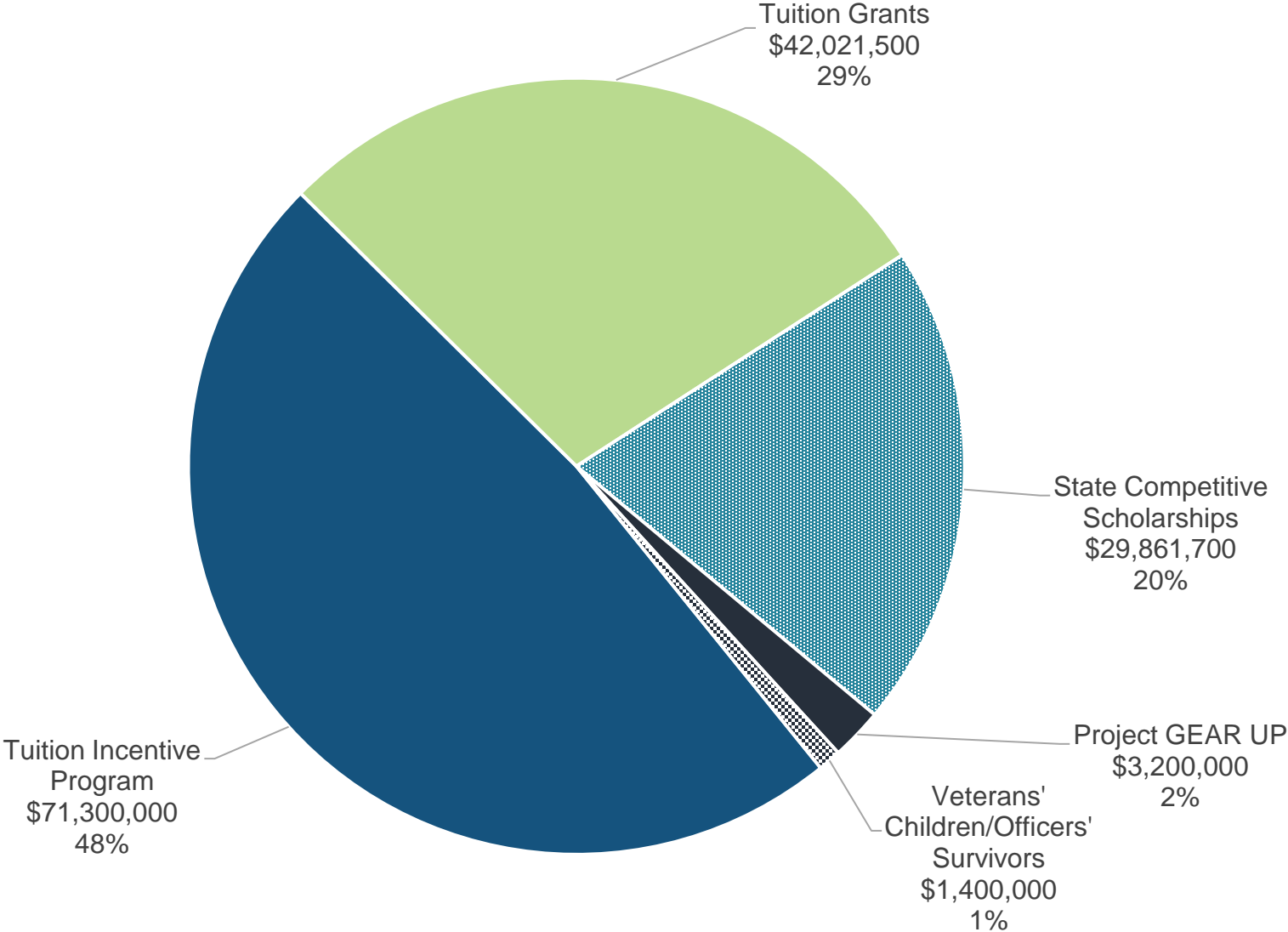
- Federally funded awards targeted to students in urban school districts

Children of Veterans and Officer's Survivor Tuition Grant Programs (\$1.4 million)

- Grants to children of deceased or disabled veterans and children of police officers and firefighters killed in the line of duty

FY 2021-22 Financial Aid Appropriations

Almost half of the \$147.8 million appropriated for grants and financial aid goes to the Tuition Incentive Program.



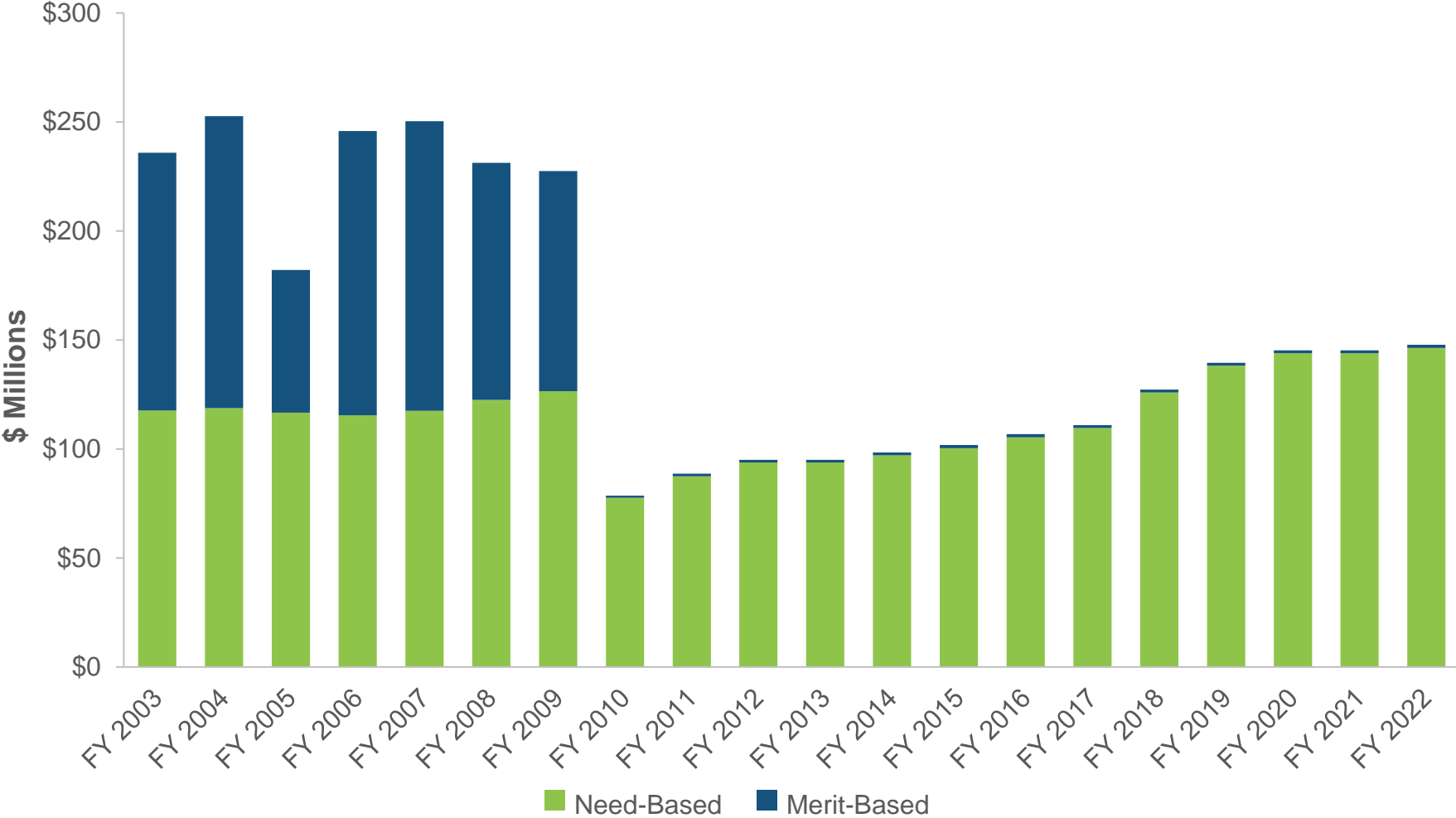
Financial Aid Fund Sources

Federal Temporary Assistance for Needy Families (TANF) appropriations provide the majority of funding for the three major state financial aid programs.

Program	Federal	Restricted	GF/GP	Total
Tuition Incentive Program	\$71,300,000	\$0	\$0	\$71,300,000
Tuition Grants	30,095,600	0	11,925,900	42,021,500
State Competitive Scholarships	23,930,800	0	5,930,900	29,861,700
Project GEAR UP	3,200,000	0	0	3,200,000
Veterans' Children/ Officers' Survivors	0	0	1,400,000	1,400,000
TOTALS	\$128,526,400	\$0	\$19,256,800	\$147,783,200

Need-Based and Merit-Based State Financial Aid Programs

Funding for merit-based programs was virtually eliminated in FY 2009-10; the only remaining merit-based program is the **\$1.4 million** program for veterans' children and officers' survivors. Funding for need-based programs is at a peak of **\$146.4 million** for FY 2021-22.

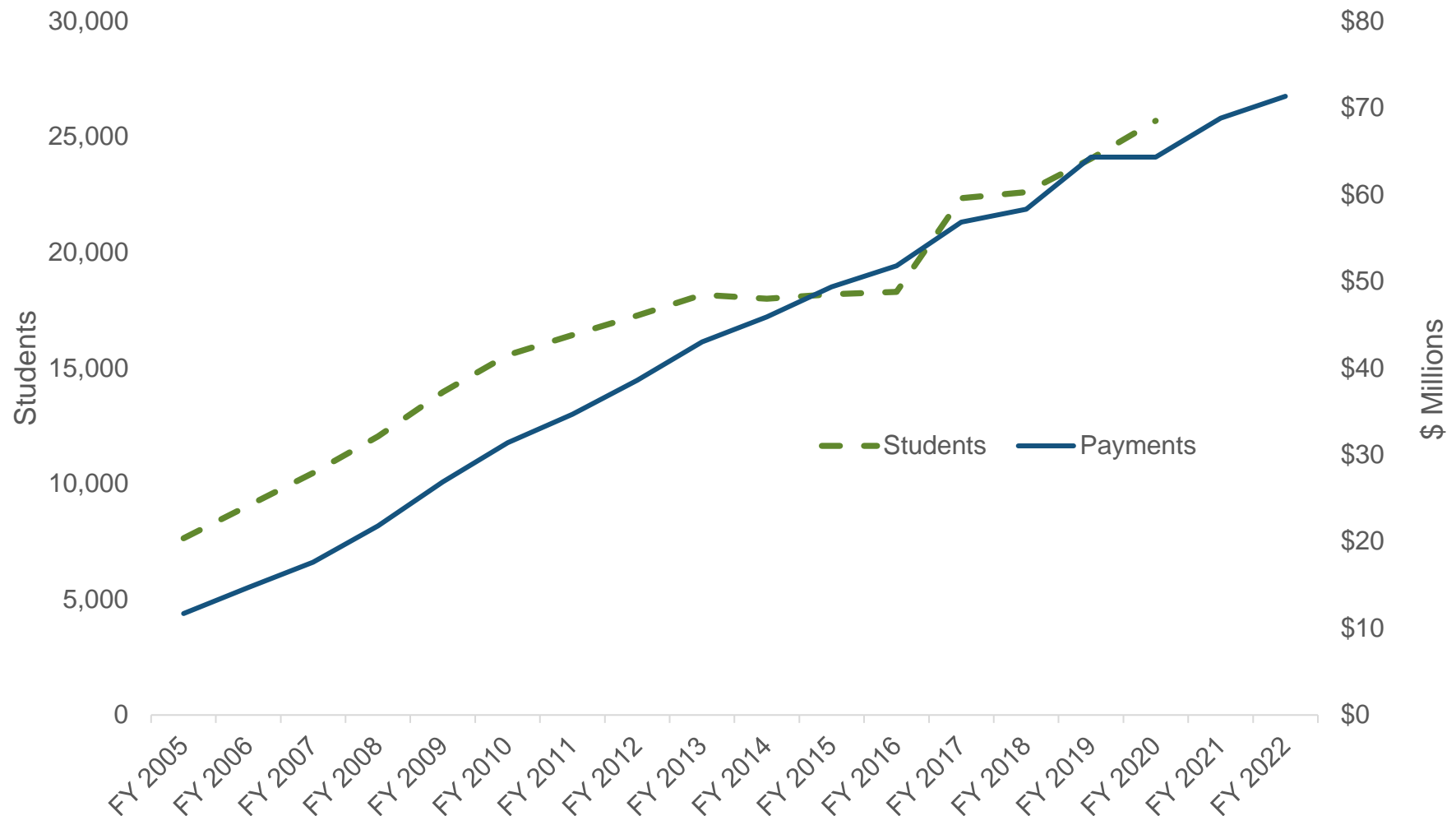


Tuition Incentive Program (TIP)

- Established in FY 1986-87 as incentive for low-income students to complete high school and enroll in college. To participate, the student must be Medicaid-eligible for 24 months within a consecutive 36-month period prior to high school completion.
- Program has two phases:
 - **Phase I:** Associate's degree tuition costs (at private institutions, limited to average public community college tuition)
 - **Phase II:** Up to \$2,000 total toward completion of a bachelor's degree
- Large potential pool of applicants: Department of Treasury sends about 280,000 letters to eligible students each year. FY 2020-21 removed the application process, although eligible students must still complete the FAFSA.
- Over 80% of the 16,914 Phase I students in FY 2019-20 were enrolled at community colleges. Number of students claiming Phase II awards was much smaller, at 8,942.
- Due to Medicaid caseload growth, increasing participation rates, and, more recently, increases in tuition costs, program costs have increased from **\$5.0 million** in FY 2000-01 to about **\$66.6 million** in FY 2019-20.

TIP Participation and Appropriations

After leveling off between FY 2012-13 and FY 2015-16, TIP participation has seen a recent increase. Program appropriations have continued to grow, although at less consistent rate in recent years.



Other State-Funded Programs

MPSERS UAAL State Share Payments: \$13.5 million SAF

- Funds the difference between a statutory cap on university payments into MPSERS and a university's unfunded actuarial accrued liability. Cap of 25.73% of applicable payroll was enacted by 2016 PA 136. Affects the seven universities with MPSERS employees: CMU, EMU, FSU, LSSU, MTU, NMU, WMU. Employees hired since 1996 do not enter MPSERS.

MPSERS UAAL One-Time State Share Payments: \$84.7 million GF/GP

- Provides additional funding for the state share of the retirement system's unfunded actuarial accrued liability.

MPSERS Normal Cost Offset: \$4.7 million SAF

- Funding appropriated to address universities' normal cost increases to maintain the assumed return rate at 6.8%.

King-Chavez-Parks: \$2.7 million GF/GP

- Includes grant programs to increase participation of academically or economically disadvantaged students in postsecondary education. Additional funds provided within public university operations funding.

Japan Center for Michigan Universities: \$500,000 GF/GP

- Includes one-time funding to support operations at the Japan Center, based at MSU.

Other State-Funded Programs (cont'd)

Higher Education Database: \$200,000 GF/GP

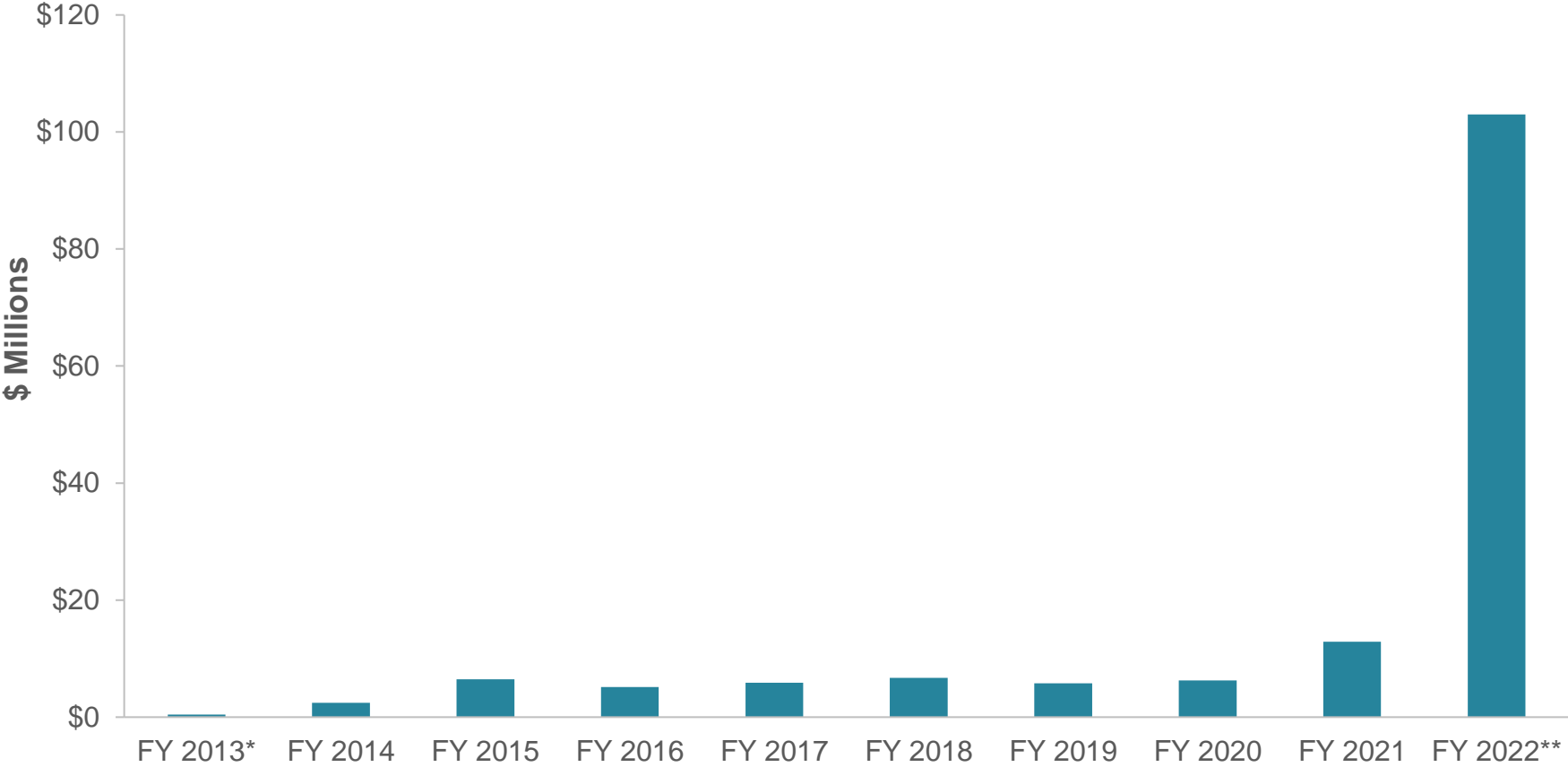
- Provides maintenance of Higher Education Institutional Data Inventory (HEIDI), to which public universities submit enrollment and finance data annually.

Midwestern Higher Education Compact: \$116,800 GF/GP

- Provides dues for interstate compact to realize economies of scale and provide other higher education-related assistance.

MPERS Funding

Since the enactment of 2016 PA 136, the seven MPERS-participating universities' contribution to the MPERS unfunded actuarial accrued liability has been capped at 25.73% of payroll. The state contributes the remaining annual contribution. FY 2021-22 includes a one-time \$84.7 million payment to reduce outstanding UAAL.



* FY 2013 funding designated for MPERS retiree health care
** FY 2022 funding includes \$84.7 million of one-time funding

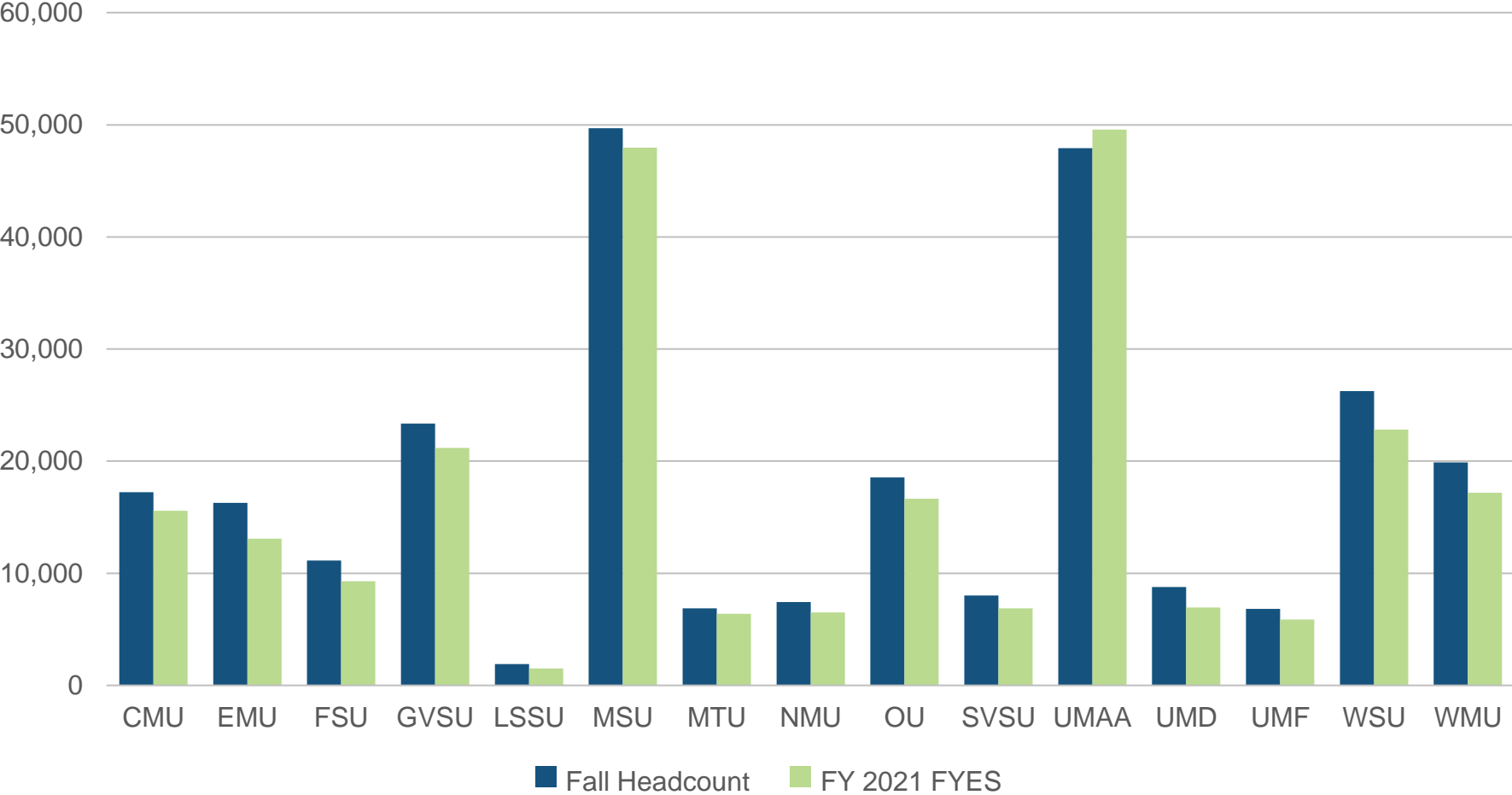
Public University Data

Key Data Definitions

- As required by statute and budget act provisions, the 15 public universities annually submit enrollment, finance, and other institutional data to the state's Higher Education Institutional Data Inventory (HEIDI).
- **Enrollment Definitions:**
 - **Student Headcount:** Number of individual students enrolled for at least one class.
 - **Fiscal Year Equated Students (FYES):** Calculated equivalent to the number of full-time students enrolled. The full-time equivalency for each student level is calculated by dividing the total credit hours in a given year by the number of credits considered to be full-time (30 for undergraduates).
- **Finance Definitions:**
 - **Current Fund:** All revenue/expenditures for current operations, including auxiliary operations, such as hospitals and dormitories, and operations funded from restricted sources, such as research grants.
 - **General Fund:** Subset of current fund revenue/expenditures for instruction and related activities; nearly all general fund revenue received through state appropriations and student tuition/fees.

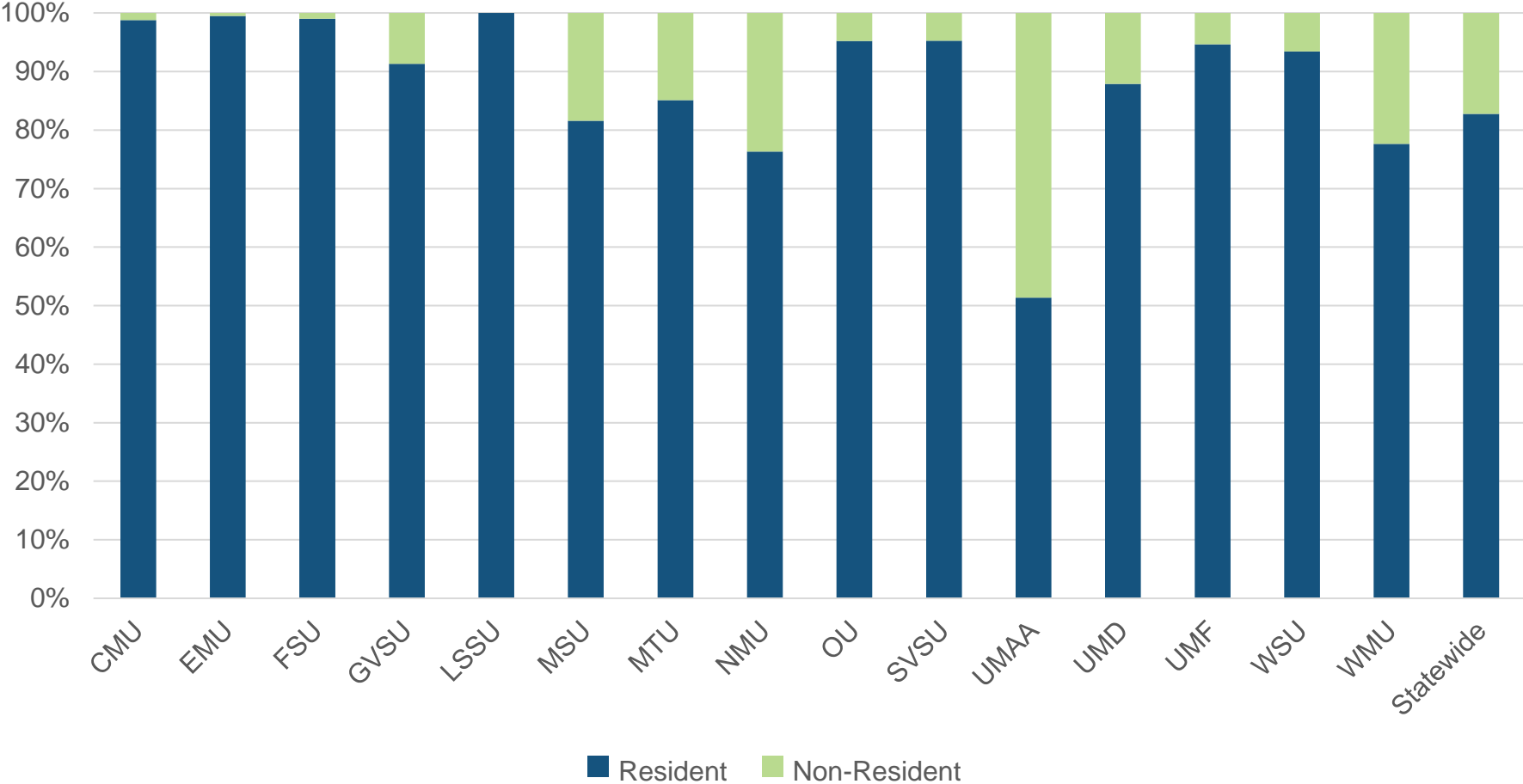
FY 2020-21 Public University Enrollments

Fall enrollments range from about 1,900 for LSSU to nearly 50,000 for MSU. Numbers for Fiscal Year Equated Students (FYES) are a little lower, because it is a calculated measure of the number of full-time equivalent students. UM Ann Arbor is the only institution where FYES is higher than fall headcount numbers.



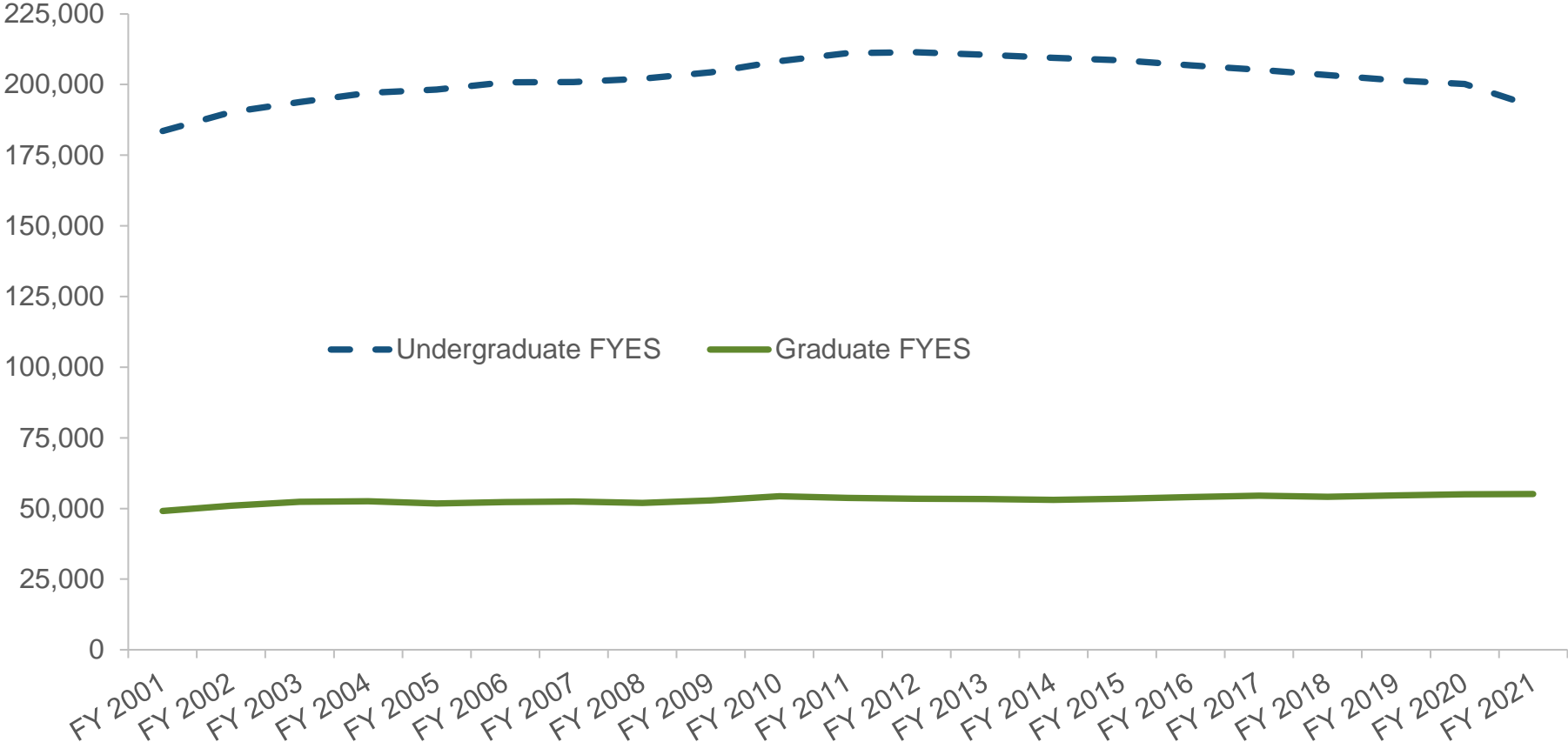
FY 2020-21 Resident Versus Non-Resident Student Comparison

Michigan residents comprise a majority of all university student populations, with 9 universities having resident/in-state populations above **90%**. LSSU and EMU have the highest percentage of resident students (**100%**), while UM Ann Arbor has the lowest (**51%**). The statewide resident student average is **83%**.



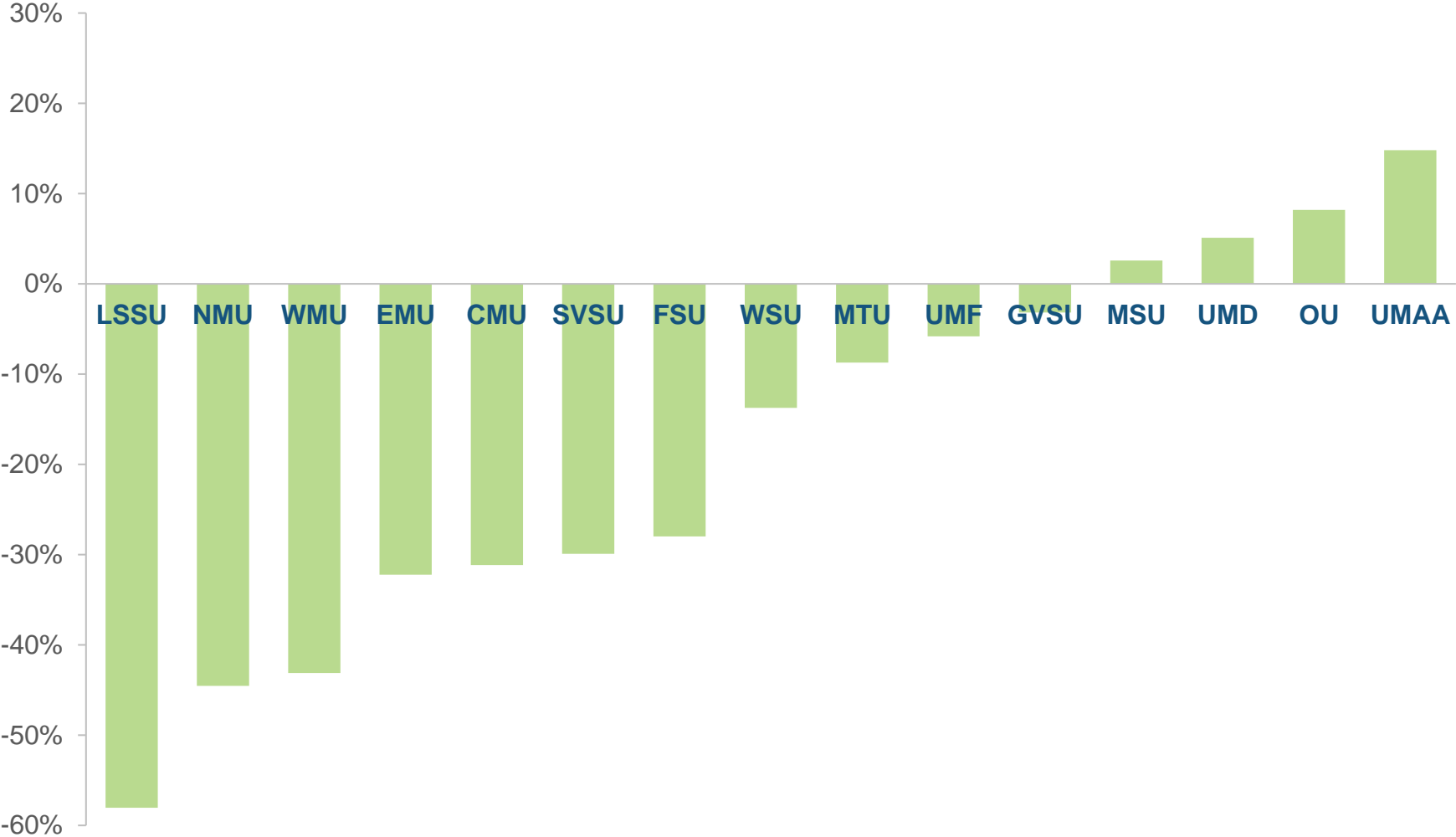
Public University Enrollment History

Undergraduate FYES has declined since reaching a peak in FY 2011-12. Full-time undergraduate enrollment is about **5%** higher than it was 20 years ago. Full-time graduate enrollment has increased by **12%** over the same period.



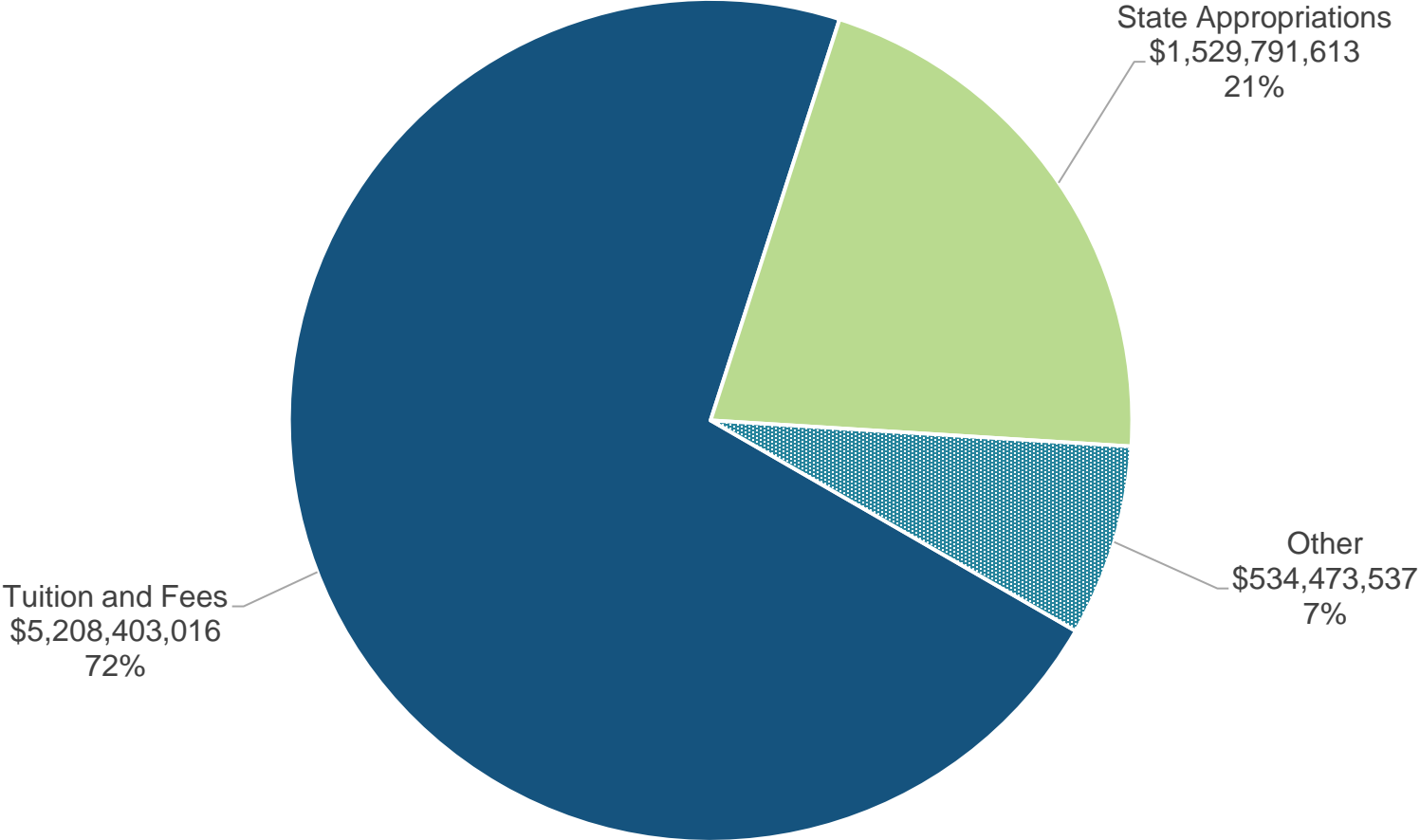
University Enrollment (FYES): 10-Year % Change FY 2010-11 to FY 2020-21

Some public universities have grown rapidly in the past decade, with UM Ann Arbor growing by **15%**. A majority of universities are struggling with declining enrollments. LSSU has seen a **58%** decline over the 10-year span.



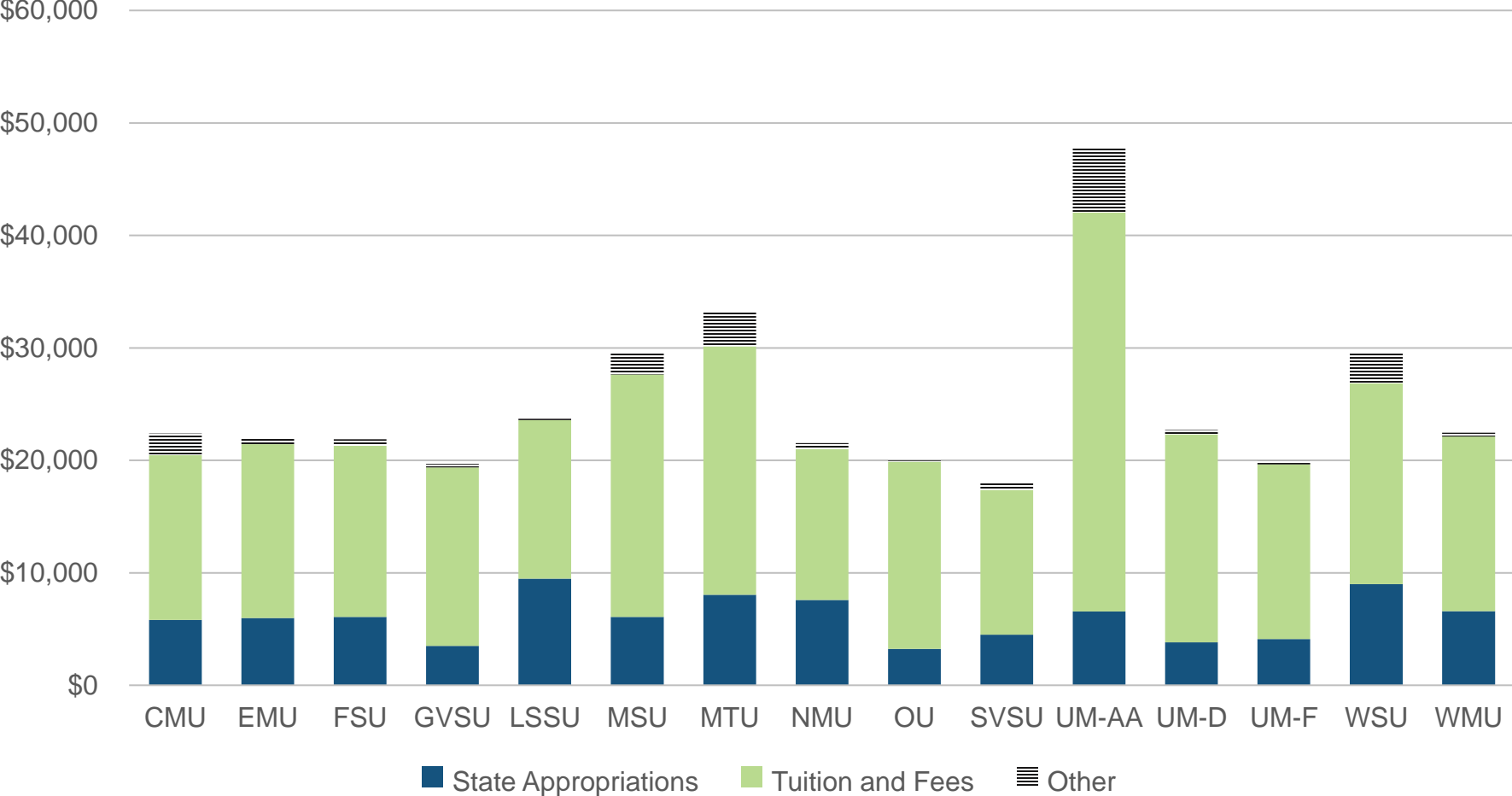
FY 2020-21 Public University General Fund Revenue

72% of public university general fund revenue comes from tuition and fees, more than three times the 21% that comes from state appropriations.



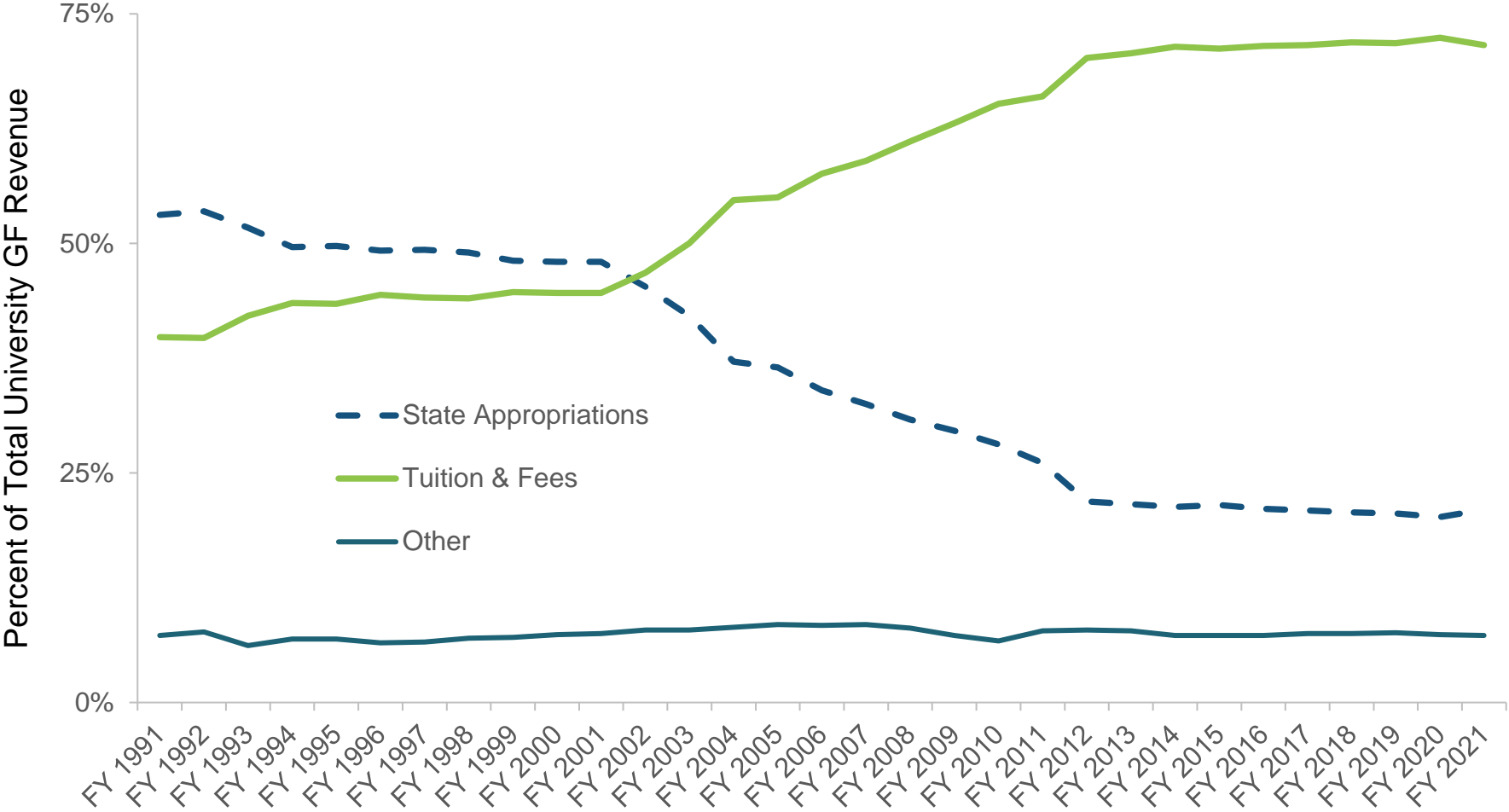
FY 2020-21 Public University General Fund Revenue per FYES

In FY 2020-21, tuition and fee revenue per FYES ranged from \$12,839 at SVSU to \$35,462 at UM-AA. Total operating revenue per FYES ranged from \$18,097 at SVSU to \$47,835 at UM-AA.



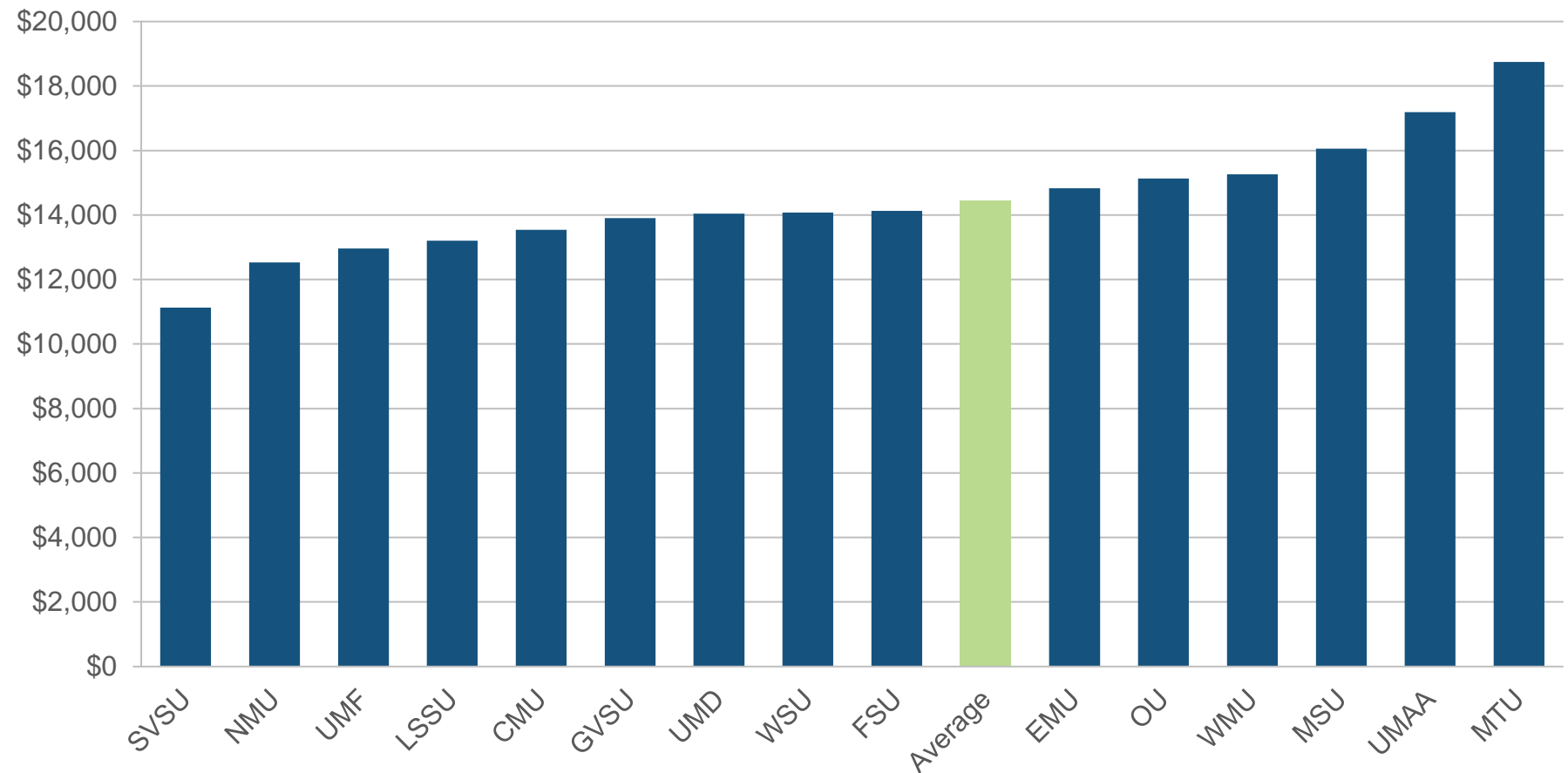
Public University General Fund Revenue Source History

Since FY 2001-02, the percentage of university general fund revenues generated by tuition and fees has been higher than that provided by state appropriations. Historically, these two main funding sources have had an inverse relationship.



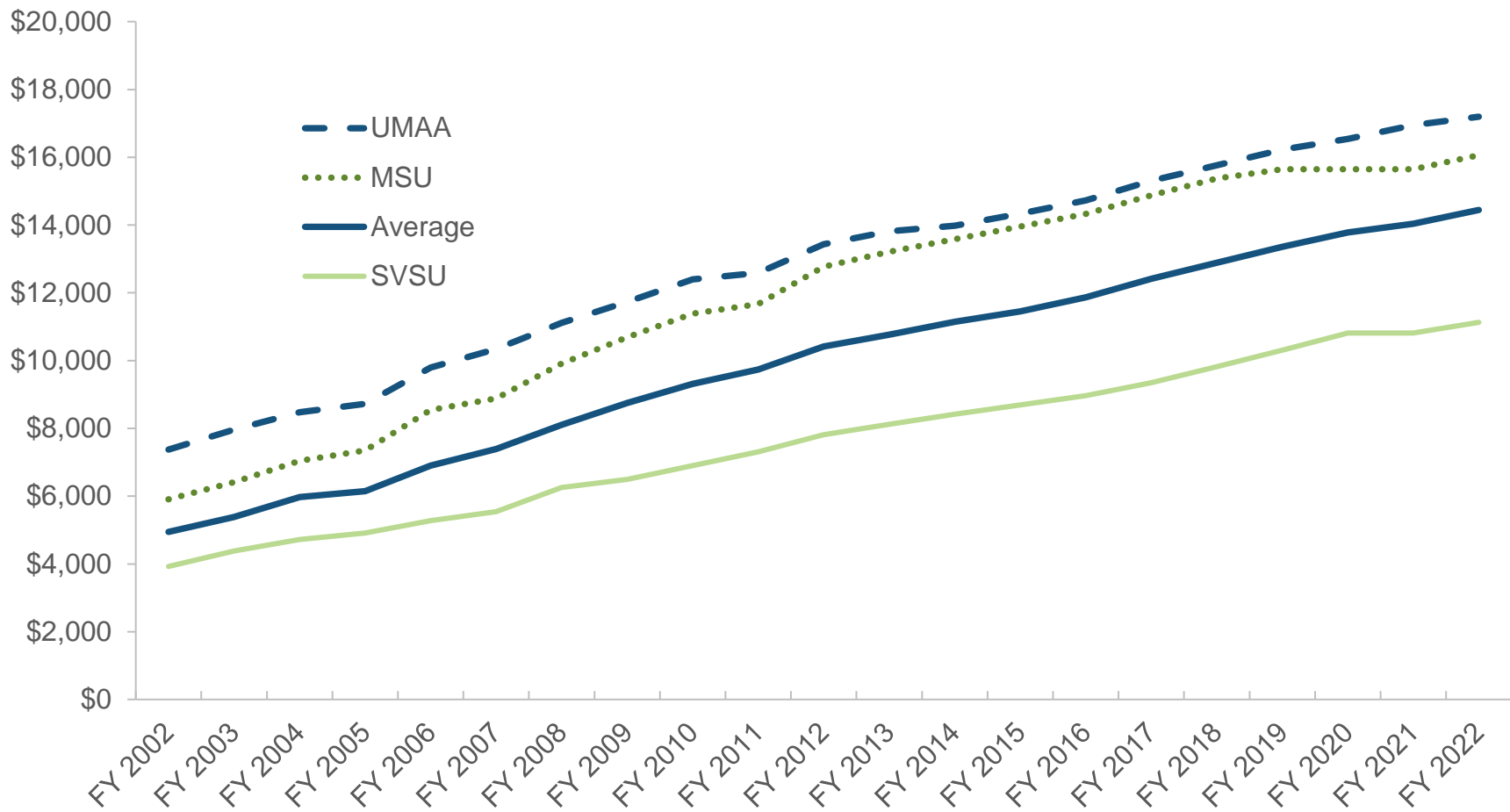
FY 2021-22 Resident Undergraduate Tuition and Fees Average Rates

Resident undergraduate tuition and fees average rates for FY 2021-22 range from \$11,130 at SVSU to \$18,751 at Michigan Tech. The statewide average is **\$14,449**.



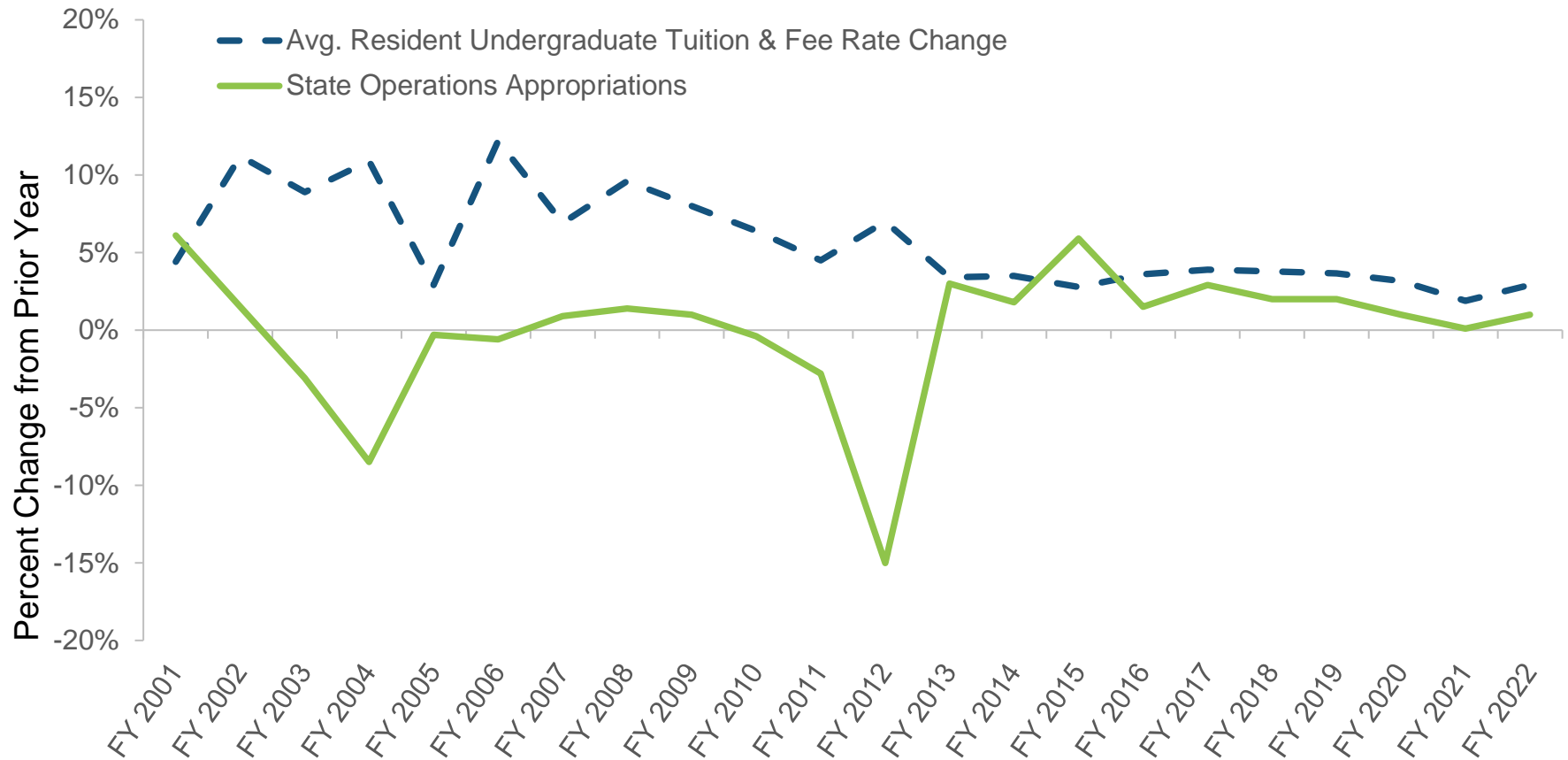
Average Resident Undergraduate Tuition and Fee Rates

Average resident undergraduate tuition and fee rates have nearly tripled in the past 20 years, increasing by **192%**.



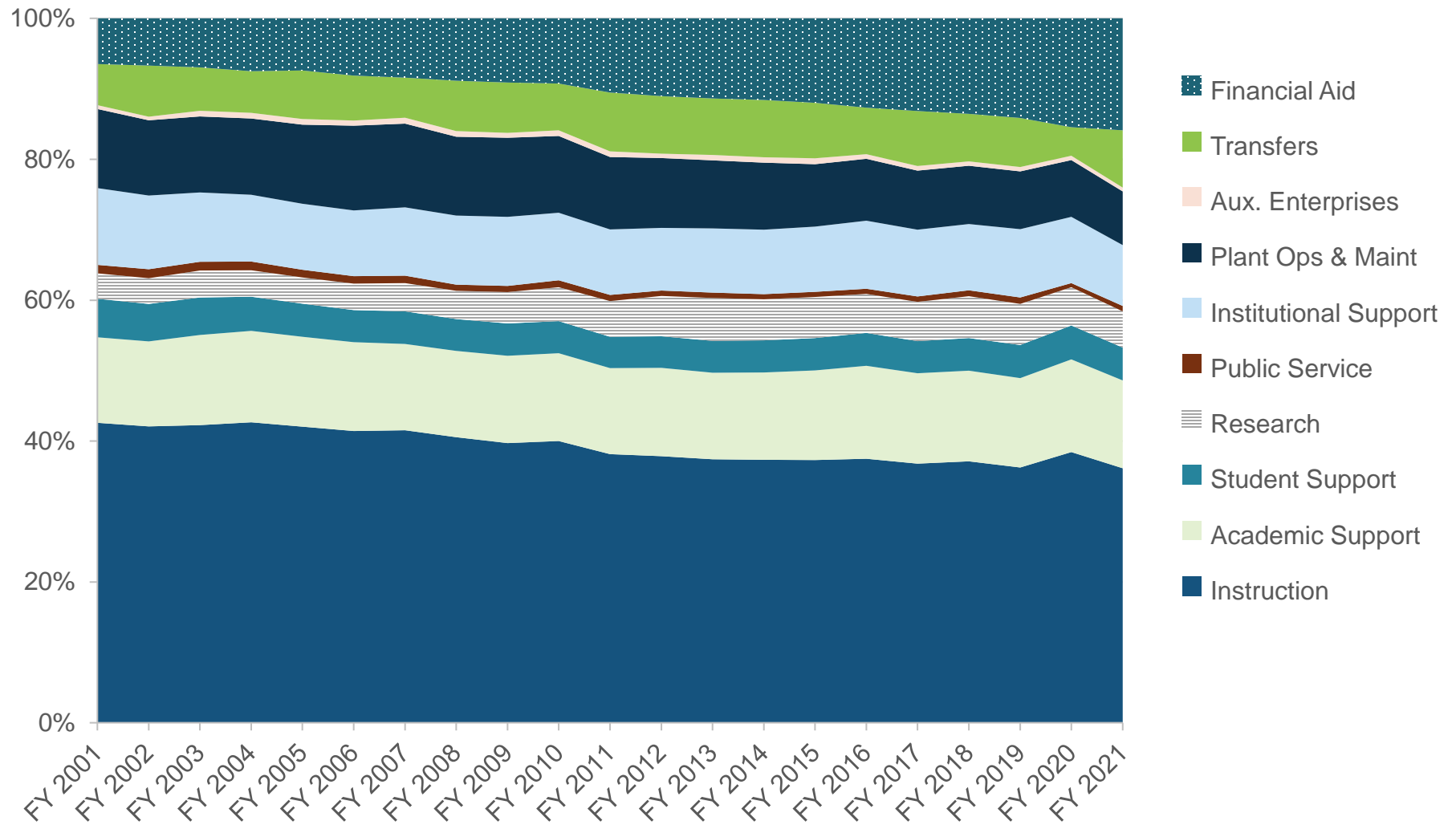
Tuition Rates and State Funding: Annual Percentage Changes

Generally, tuition rates have grown more slowly in years when state funding increased. Tuition restraint policies have been in place for FY 2004-05 and FY 2011-12 through FY 2021-22.



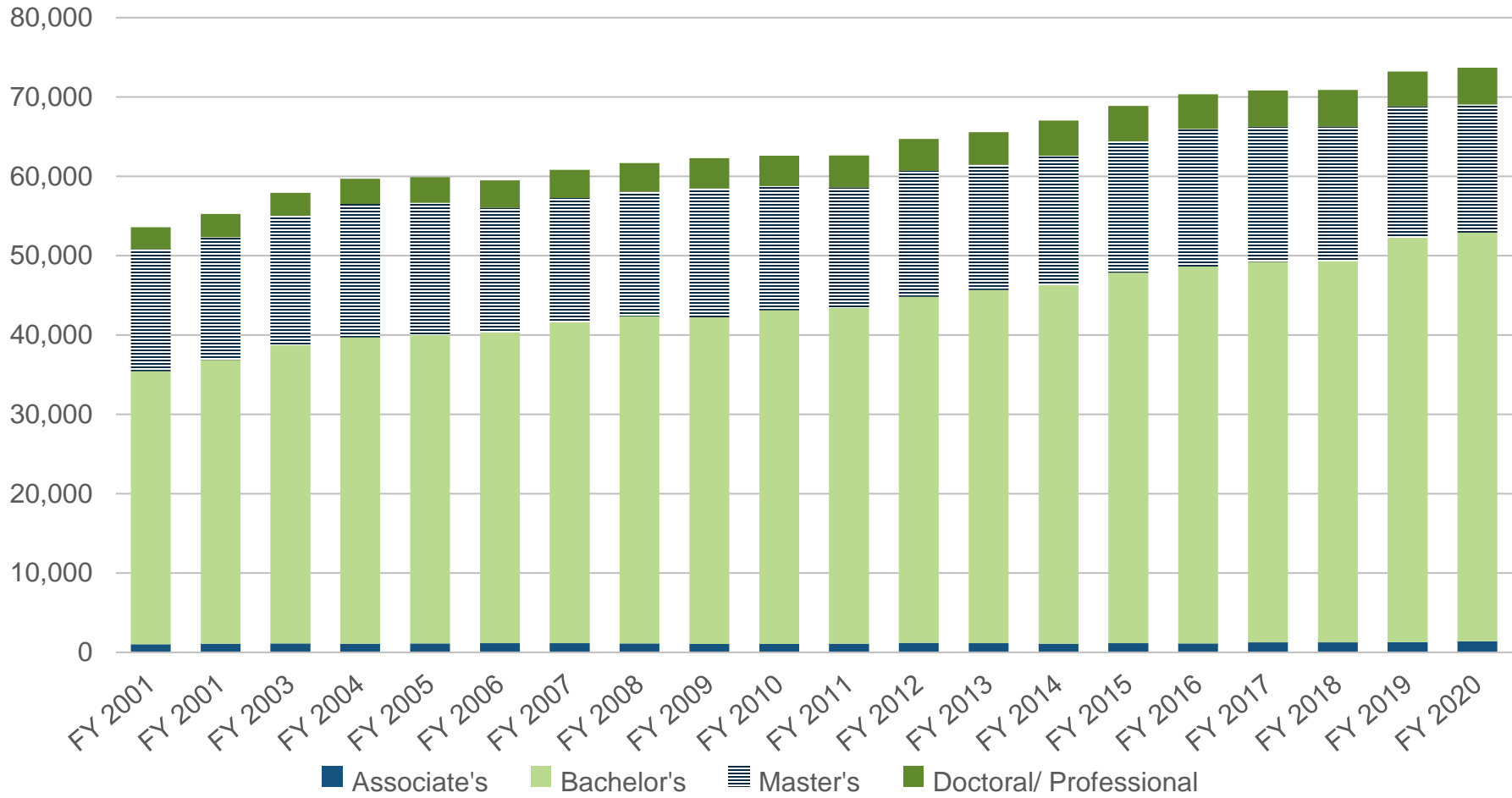
Total Public University General Fund Expenditures by Category

Over the past 20 years, the percentage of university spending devoted to instruction has declined from **43%** to **36%**, while the percentage spent on financial aid has doubled, going from **7%** to **16%**. The budget shares of other spending categories have remained comparatively stable.



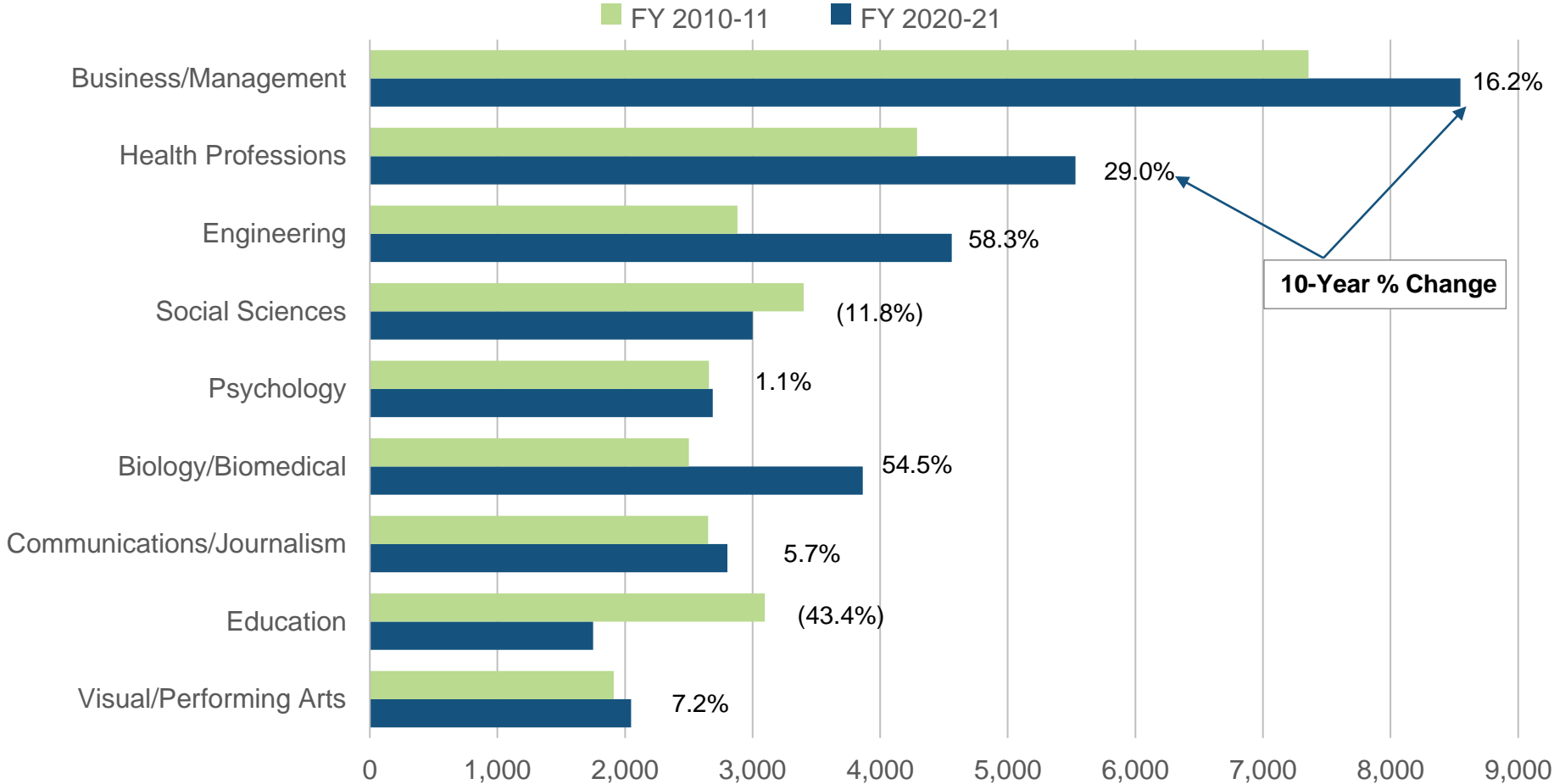
Degree Completions at Public Universities

Over the last 10 years, the number of degrees completed at public universities has increased by **18%**, primarily due to increases of **23%** of baccalaureate degrees and **21%** of doctoral and professional degrees. About two-thirds of degree completions at public universities are for bachelor’s degrees, a proportion that has remained relatively stable over time.



Major Bachelor's Degree Program Areas at Public Universities

While the total number of bachelor's degrees increased by **13%** over the past decade, the number of degrees awarded in some areas, notably engineering and biology/biomedical, increased dramatically. Other fields, such as education, experienced significant declines. The nine fields of study shown below account for about **72%** of all baccalaureates.



Continuing Challenges for Higher Education Budget

Major Challenges Going Forward

COVID-19 Challenges

- Enrollment has fallen at nearly every institution due to the COVID-19 pandemic. The loss of tuition revenue coupled with relatively flat state appropriations for FY 2021-22 has put financial pressures on universities' budgets. Federal stimulus funds offset some COVID-related costs, but these funds are one-time in nature.

Declining Enrollment

- FY 2012-13 was the first year that total public university enrollment had fallen since FY 1994-95. Enrollment has continued to decline at many institutions, which has accelerated during the pandemic.
- The number of students graduating from Michigan public high schools is projected to decline by **15%** by June 2030 (National Center for Education Statistics, 2019).

Funding Mix

- Due to reduced state support and increasing reliance on tuition and fee revenue, a 5% increase in tuition revenue increases combined operating revenue by over 3.5%, while a 5% increase in state appropriations yields little more than a 1% increase in combined operating revenue.

Performance Funding

- The underlying structure supporting the Performance Formula is no longer in place. Questions surround the efficacy of using new funding to influence university behavior.

For more information about the Higher Education budget:

HFA Resources

<http://www.house.mi.gov/hfa/HigherEducation.asp>

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