

# FY 2016-17: HIGHER EDUCATION

## Summary: As Reported by House Appropriations Committee Article III, House Bill 5291 (H-1)



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IDG/IDT	FY 2015-16 YTD as of 2/10/16	FY 2016-17 Executive	FY 2016-17 House	FY 2016-17 Senate	FY 2016-17 Enacted	Difference: House From FY 2015-16 YTD	
						Amount	%
IDG/IDT	\$0	\$0	\$0			\$0	--
<b>Federal</b>	97,026,400	99,026,400	99,026,400			2,000,000	2.1
<b>Local</b>	0	0	0			0	--
<b>Private</b>	0	0	0			0	--
<b>Restricted</b>	205,279,500	237,209,500	237,209,600			31,930,100	15.6
<b>GF/GP</b>	1,232,418,500	1,262,418,500	1,250,047,300			17,628,800	1.4
<b>Gross</b>	<b>\$1,534,724,400</b>	<b>\$1,598,654,400</b>	<b>\$1,586,283,300</b>			<b>\$51,558,900</b>	<b>3.4</b>

Notes: (1) FY 2015-16 year-to-date figures include mid-year budget adjustments through February 10, 2016. (2) Appropriation figures for all years include all proposed appropriation amounts, including amounts designated as "one-time."

### Overview

The Higher Education budget, contained in Article III of the compiled School Aid Act, provides funding for operational support of the state's 15 public universities, the AgBioResearch and Extension programs operated by Michigan State University, various financial aid programs for students attending public and independent colleges and universities in the state, and several other smaller higher education-related programs.

### Major Budget Changes From FY 2015-16 YTD Appropriations

#### 1. University Operations

Executive increases university operations funding by \$59.8 million (\$31.2 million School Aid Fund, \$28.6 million GF/GP), a 4.4% increase that brings total support to FY 2010-11's level of \$1.4 billion. Increase distributed under a revised performance funding formula that reinstates a component that distributes 50% of the increase based on each university's share of operational funding appropriated in the baseline year of FY 2010-11. Percentages applying to other formula components are thus halved; those other components are weighted completions, research and development expenditures, and comparisons to Carnegie peers, the latter of which includes four metrics. Receipt of performance funding would be conditioned on restraining resident undergraduate tuition/fee increases to 4.8% (set at 3.2% in the current year). Projected funding increases for individual universities range from 3.5% to 6.8%.

	FY 2015-16 Year-to-Date (as of 2/10/16)	FY 2016-17 House Change
<b>Gross</b>	<b>\$1,360,557,600</b>	<b>\$46,259,000</b>
Restricted	200,019,500	31,200,000
GF/GP	\$1,160,538,100	\$15,059,000

House increases university operations funding by 3.4% or \$46.3 million, a reduction of \$13.5 million GF/GP from the Executive. House concurs with Executive's reinstatement of a performance funding formula component that distributes 50% of the increase based on each university's share of operational funding appropriated in the baseline year of FY 2010-11. House further revises formula to incorporate a fifth Carnegie metric: whether the university received a 2010 or 2015 Community Engagement classification. House conditions performance funding on restraining resident undergraduate tuition/fee increases to 4.8% or \$500, whichever was more. Projected funding increases for universities range from 2.8% to 4.7%.

<b>Major Budget Changes From FY 2015-16 YTD Appropriations</b>		<b>FY 2015-16 Year-to-Date (as of 2/10/16)</b>	<b>FY 2016-17 House Change</b>
<b>2. MSU AgBioResearch and MSU Extension</b>	<b>Gross</b>	<b>\$60,503,100</b>	<b>\$1,412,600</b>
<u>Executive</u> provides increases for Michigan State's AgBioResearch and Extension programs, bringing funding for each to FY 2010-11 levels. AgBioResearch with 2.3% (\$734,000 GF/GP) increase, bringing funding to \$33.2 million; Extension with 2.4% (\$677,800 GF/GP) increase, bringing funding to \$28.7 million. <u>House</u> concurs.	GF/GP	\$60,503,100	\$1,412,600
<b>3. Michigan Public School Employees' Retirement System (MPSERS)</b>	<b>Gross</b>	<b>\$5,160,000</b>	<b>\$730,000</b>
<u>Executive</u> assumes enactment of a cap of 25.73% of payroll on university payments for unfunded accrued liability under MPSERS. <u>Executive</u> provides \$5.9 million in School Aid Fund (SAF) revenues to pay the difference between the 25.73% cap and universities' unfunded accrued liability. This would affect the seven universities with MPSERS employees: Central, Eastern, Ferris, Lake Superior State, Michigan Tech, Northern, and Western. Current-year funding is \$5.2 million, which also assumes enactment of 25.73% cap. <u>House</u> concurs.	Restricted	\$5,160,000	\$730,000
<b>4. Tuition Incentive Program</b>	<b>Gross</b>	<b>\$48,500,000</b>	<b>\$2,000,000</b>
<u>Executive</u> adds \$2.0 million federal TANF funds for Tuition Incentive Program, which pays associate's degree tuition for Medicaid-eligible students completing high school, and provides tuition assistance of up to \$2,000 for participants continuing on with a baccalaureate. Total funding would be \$50.5 million (\$45.8 million TANF, \$4.7 million GF/GP). FY 2014-15 expenditures were \$49.4 million, and the <u>Executive</u> also seeks a \$2.0 million FY 2015-16 supplemental appropriation for the program, which would bring current-year funding to \$50.5 million. <u>Executive</u> also proposes annual cap of \$8.5 million on total awards at any one college or university (affects Ferris State University). <u>House</u> concurs in funding increase, but does not include cap on total awards at any one institution.	Federal	43,800,000	2,000,000
	GF/GP	\$4,700,000	\$0
<b>5. Tuition Grant Program</b>	<b>Gross</b>	<b>\$34,035,500</b>	<b>\$1,157,200</b>
<u>House</u> increases funding by \$1.2 million GF/GP, a 3.4% increase for this financial aid program for students at independent colleges and universities. <u>House</u> also increases annual cap on awards at any one college or university from \$3.2 million to \$3.5 million, which would affect Baker College and Davenport University.	Federal	31,664,700	0
	GF/GP	\$2,370,800	\$1,157,200
<b>6. Indian Tuition Waiver Program</b>	<b>Gross</b>	<b>NA</b>	<b>\$100</b>
<u>House</u> provides a \$100 placeholder, funded with School Aid Fund revenues, for potential funding to offset some portion of the gap between Indian Tuition Waiver funding previously rolled into university appropriations and actual costs.	Restricted	NA	\$100

### **Major Boilerplate Changes From FY 2015-16**

#### **GENERAL SECTIONS**

##### ***Sec. 236a. Intent Regarding Succeeding Fiscal Year – RETAINED***

Executive replaces Sec. 236a, which expresses legislative intent to maintain appropriations, with a new Article IV containing an itemized summary of appropriations for FY 2016-17 and anticipated for FY 2017-18, with the only FY 2017-18 change being an additional \$200,000 in funding for MPSERS unfunded accrued liabilities in excess of the proposed 25.73% employer cap. House retains current-year language.

##### ***Sec. 236c. State Building Authority Rent Payments – REVISED***

Executive itemizes estimated SBA rent payments to be made under the DTMB budget for university capital outlay projects. Current-year payments total an estimated \$136.0 million, updated to \$145.0 million for FY 2016-17. House concurs.

##### ***Sec. 239a. Foreign Vehicles – RETAINED***

States intent that funds appropriated to universities not be used to purchase vehicles assembled outside the United States. Executive deletes, House retains.

## **Major Boilerplate Changes From FY 2015-16**

### ***Sec. 242. Federal or Private Funds – RETAINED***

Appropriates federal or private funds received by the state for use by a college or university. Executive deletes language specifying that acceptance of funds does not place an ongoing obligation on the legislature; House retains this language.

### ***Sec. 245. University Transparency – RETAINED***

Requires universities to post various budget, compensation, financial, and performance data, as well as transfer policies, on its website, using a standard format. Executive deletes requirement that state budget director determine compliance and language granting authority to withhold payments for a university not in compliance; House retains this language.

## **GRANTS AND FINANCIAL AID**

### ***Sec. 252. Tuition Grant Program – RETAINED***

Establishes conditions for the Tuition Grant Program, which provides need-based tuition assistance at Michigan independent (i.e., private and nonprofit) colleges and universities.

- Executive deletes requirement for unexpended funds to continue to be available in the next fiscal year; unexpended funds thus would lapse to the General Fund. House does not concur.
- Executive reduces annual cap on awards at any one institution from the current \$3.2 million to \$3.0 million. House raises the cap to \$3.5 million. The cap affects awards for tuition at Baker College and Davenport University.
- Executive moves application deadline from July 1 to March 1. House does not concur.

### ***Sec. 254. Financial Aid Payment Schedule – REVISED***

Specifies quarterly payment schedule for financial aid programs: 50%, 30%, 10%, 10%. Executive recommends a revised quarterly payment schedule for the Tuition Incentive Program in which payments are completed in the first three quarters: 55%, 40%, 5%. House concurs.

### ***Sec. 256. Tuition Incentive Program – REVISED***

Provides for the tuition incentive program, which pays associate's degree tuition for Medicaid-eligible students completing high school, and provides tuition assistance of up to \$2,000 for participants continuing on with a baccalaureate. Executive proposes annual limit of \$8.5 million in awards at any one college or university, beginning in FY 2017-18, a change that currently would affect only Ferris State University. House does not include this cap.

## **UNIVERSITY OPERATIONS**

### ***Sec. 261. Douglas Lake Biological Station – RETAINED***

Designates University of Michigan Douglas lake Biological Station as a unique resource. Executive deletes, House retains.

### ***Sec. 265. Performance Funding Criteria: Tuition Restraint – REVISED***

Conditions receipt of performance funding in part on compliance with tuition restraint requirements that limit allowable resident undergraduate tuition/fee increases to 3.2% over the prior year.

- Executive increases the limit to 4.8%. House sets the tuition restraint limit at 4.8% or \$500, whichever is more.
- Executive deletes language that in part defines "fee" to include the cost of a university-affiliated health insurance policy for a university that compels resident undergraduate students to have health insurance coverage as a condition of enrollment. House retains this language.
- Executive clarifies various terms consistent with usage. House concurs.

## **Major Boilerplate Changes From FY 2015-16**

### ***Sec. 265a. Performance Funding Criteria and Formula – REVISED***

Conditions receipt of performance funding on:

- Compliance with tuition restraint provisions.
- Certification that university participates in reverse transfer agreements with at least three Michigan community colleges, or has made a good faith effort to do so. Executive deletes language regarding good faith effort. House concurs.
- Certification that dual enrollment policy does not consider use of credits toward high school graduation requirements.
- Participation in Michigan Transfer Network; Executive revises to specify active participation, including submission of timely updates. House concurs.

Establishes process for universities to certify compliance with all requirements. Provides for performance funding forfeited due to noncompliance to be redistributed to other universities based on their performance funding appropriations.

Sets the formula used to distribute performance funding, currently distributed as follows:

- 22.2% based on weighted undergraduate completions in critical skills areas.
- 11.1% based on research and development expenditures (for high-research universities)
- 66.7% based on comparisons with Carnegie classification peers (or improvement) on four metrics: six-year graduation rate, total degree completions, institutional support as a percentage of core expenditures, and percentage of students receiving Pell grants.

Executive reinstates a component that distributes 50% of performance funding proportional to each university's share of total operations funding in the baseline year of FY 2010-11, thereby halving the percentages applying to the remaining three components. House concurs.

Executive also deletes statement of intent to lower score for three-year improvement from 2 points to 1 point. House concurs.

House further revises formula to include a fifth Carnegie metric: whether a university received a Carnegie Community Engagement classification in 2010 or 2015. This metric is scored at 3 points. Eight universities have this classification: Eastern, Michigan State, Northern, Saginaw Valley, UM-Flint, UM-Dearborn, Wayne State, and Western.

### ***Sec. 268. Indian Tuition Waivers – REVISED***

Executive deletes language expressing legislative intent for universities to allocate Indian Tuition Waiver costs from the general fund, and states that a report required from the Department of Civil Rights is to include specified information from each "public university," rather than "postsecondary institution."

House retains statement of legislative intent regarding allocation of Indian Tuition Waiver costs, and revises and clarifies reporting requirements to include university data on number of undergraduate and graduate waiver students, costs of waivers, and degree and certification completion, by degree or certificate level. In conjunction with providing a \$100 placeholder for potential funding, House also includes language providing for distribution of Indian Tuition Waiver appropriations.

### ***Sec. 271a. Instructional Activity Pertaining to Unionization – RETAINED***

States intent that public universities not use appropriations to offer instructional activity that targets companies or groups of companies for unionization or decertification of a union. Executive deletes; House retains.

### ***Sec. 274. Embryonic Stem Cell Research – RETAINED***

States intent that organizations conducting research using human embryonic stem cells report to the Department of Health and Human Services regarding compliance with federal guidelines and stem cell lines derived by university. Executive deletes; House retains.

### ***Sec. 275. Veterans' Policies and Reports – RETAINED***

States legislative intent for universities to provide various veterans-related services and requires certain reports. Executive replaces intent statement with statement that universities "are encouraged" to provide services, and deletes report requirement pertaining to participation in the yellow ribbon GI education enhancement program. House retains current law.

### ***Sec. 275a. Capital Outlay Requirements – RETAINED***

Prohibits use of state funds for self-liquidating projects; requires compliance with Joint Capital Outlay Subcommittee reporting requirements, with specified penalty of 1.0% of appropriation for failure to comply. Executive deletes; House retains.

### ***Sec. 293. Student Records – DELETED***

Requires universities to provide information from the records of a student to persons authorized by the student. Executive deletes; House concurs.

**FY 2016-17 Performance Funding Increases  
HB 5291 (H-1) - As Reported by House Appropriations**

**3.4% Increase; Distribute 50% Proportional to FY 2010-11 Appropriations; Include Community Engagement Metric**

University	Proportional to FY 2010-11			Performance Funding Proportional to Share of Total				Performance Funding Scored vs. National Carnegie Peers										*Total Performance Funding Increase	Proposed FY 2016-17 Appropriation	Percent Change
	% of formula:	50.0%		11.1%		5.6%		33.3%												
	Funding per unit:	\$0.0163 per dollar		\$317.41 per completion		\$0.0020 per dollar		\$8.41 per weighted point												
FY 2015-16 Year-to-Date Appropriation	FY 2010-11 Appropriation	Funding	Critical Skills Undergrad Completions	Funding	Research & Development Expenditures	Funding	6-year Grad Rate	Total Degrees	Instl. Support as % of Expend.	% Students Receiving Pell Grants	Carnegie Commt. Engagemt. Institutn.	Total Undergrad Points	FYES- Weighted Points	Funding						
Michigan State	\$268,770,700	\$283,685,200	\$4,619,650	2,767	\$878,285	\$311,961,002	\$636,135	2	3	0	0	3	8	36,653	293,224	\$2,465,830	\$8,599,900	\$277,370,600	3.2%	
UM-Ann Arbor	299,975,000	\$316,254,500	5,150,023	2,971	943,038	\$704,342,000	1,436,259	3	3	2	0	0	8	28,192	225,533	1,896,588	9,425,900	309,400,900	3.1%	
Wayne State	191,451,300	\$214,171,400	3,487,658	885	280,912	\$150,737,120	307,376	2	2	0	3	3	10	14,706	147,062	1,236,699	5,312,600	196,763,900	2.8%	
Michigan Tech	46,754,700	\$47,924,200	780,418	902	286,308	\$51,389,065	104,790	3	2	2	0	0	7	5,432	38,023	319,752	1,491,300	48,246,000	3.2%	
Western	104,334,100	\$109,615,100	1,785,019	1,089	345,664	\$18,997,041	38,738	2	2	0	3	3	10	16,870	168,695	1,418,619	3,588,000	107,922,100	3.4%	
Central	81,127,100	\$80,132,000	1,304,904	861	273,294	\$13,794,808	28,130	3	3	3	0	0	9	17,859	160,731	1,351,647	2,958,000	84,085,100	3.6%	
Oakland	48,371,900	\$50,761,300	826,619	1,119	355,187	\$9,080,916	18,517	2	3	2	0	0	7	14,851	103,957	874,213	2,074,500	50,446,400	4.3%	
Eastern	71,782,500	\$76,026,200	1,238,043	817	259,327			0	3	2	2	3	10	14,966	149,656	1,258,509	2,755,900	74,538,400	3.8%	
Ferris	50,369,800	\$48,619,200	791,736	1,305	414,226			2	3	2	2	0	9	10,750	96,750	813,607	2,019,600	52,389,400	4.0%	
Grand Valley	65,275,700	\$61,976,400	1,009,250	1,281	406,608			3	3	2	2	0	10	19,677	196,767	1,654,687	3,070,500	68,346,200	4.7%	
Saginaw Valley	28,181,200	\$27,720,700	451,416	463	146,963			0	2	2	2	3	9	7,906	71,151	598,338	1,196,700	29,377,900	4.2%	
UM-Dearborn	24,033,100	\$24,726,200	402,652	435	138,075			2	2	0	2	3	9	5,770	51,930	436,699	977,400	25,010,500	4.1%	
UM-Flint	21,815,400	\$20,898,000	340,312	558	177,117			0	2	2	2	3	9	5,462	49,162	413,421	930,900	22,746,300	4.3%	
Northern	45,107,700	\$45,140,300	735,084	550	174,578			2	2	2	0	3	9	7,356	66,204	556,734	1,466,400	46,574,100	3.3%	
Lake Superior	13,207,400	\$12,694,200	206,718	190	60,309			2	3	0	2	0	7	2,112	14,784	124,324	391,400	13,598,800	3.0%	
<b>TOTAL:</b>	<b>\$1,360,557,600</b>	<b>\$1,420,344,900</b>	<b>\$23,129,500</b>	<b>16,193</b>	<b>\$5,139,889</b>	<b>\$1,260,301,952</b>	<b>\$2,569,944</b>	<b>28</b>	<b>38</b>	<b>21</b>	<b>20</b>	<b>24</b>	<b>131</b>	<b>208,561</b>	<b>1,833,629</b>	<b>\$15,419,667</b>	<b>\$46,259,000</b>	<b>\$1,406,816,600</b>	<b>3.4%</b>	

**Funding Increase: \$46,259,000**  
**Percent Increase: 3.4%**

Component	Source	Years	Notes
Critical skills undergrad completions	State HEIDI	FYs 2014-2015	STEM/health/etc.
Research & develop expends	Federal IPEDS	FY 2014	Carnegie research universities only
Six-year graduation rate	Federal IPEDS^	FYs 2010-2013	First-time, full-time degree seeking students
Total degree completions	Federal IPEDS^	FYs 2010-2013	Includes graduate degrees
Inst support as % of core expends	Federal IPEDS^	FYs 2010-2013	Measure of administrative costs
Pell grant students	Federal IPEDS^	FYs 2011-2013	Federal need-based aid for undergrads
Community Engagement classif.	Carnegie Foundatn.	2010, 2015	Community partnerships and commitments
Undergrad FYES	State HEIDI	FY 2015	Includes nonresident students

^ via Business Leaders for Michigan and Anderson Economic Group

Scoring Based on Carnegie Classifications	
Top 20% nationally	3
Above national median	2
Improving over 3 years	2
Community Engagement classification, 2010 or 2015	3

**\*Requirements to receive funding increase:**

1. Restrain FY 2016-17 resident undergraduate tuition/fee rate increase to 4.8% or \$500, whichever is more
2. Participate in at least three reverse transfer agreements with community colleges
3. Maintain a dual enrollment credit policy that does not consider whether credits were used toward high school graduation
4. Actively participate in and submit timely updates to the Michigan Transfer Network