

FY 2013 Budget Analysis: Higher Education A Review of the Enacted FY 2013 Budget

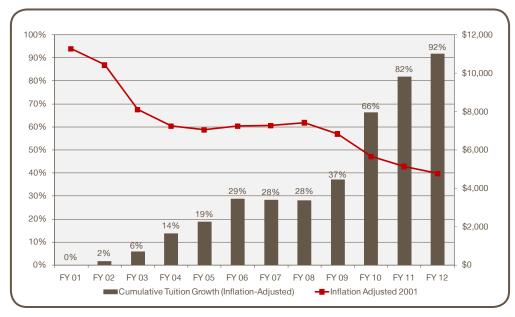
By Cedric D. Johnson, Policy Analyst

A Decade of Decline and Increases

Serving more students with less state support remains the challenge for public colleges and universities in the *new normal* era of fewer resources and heightened expectations for Georgia's education leaders. Georgia's university and technical college systems have experienced steady growth in enrollment over the last decade and have had to manage this growth amid steady cuts in state funding for higher education.

Serving more with less is not a recent phenomenon resulting from the Great Recession, but rather an ongoing, decadelong trend. Since FY 2001, state funding per full-time equivalent student within the University System has declined 58 percent when adjusted for inflation. Meanwhile, the cumulative average increase in tuition and mandatory fees, adjusted for inflation, totaled 92 percent by FY 2012 (Chart 1).

Chart 1 Cumulative Tuition & Fees Growth and State Funding per FTE University System of Georgia, FY 2001 - FY 2012



Source: Board of Regents, Tuition and Fee reports, FY 2001 – FY 2013; Enrollment reports, Fall 2000 to Fall 2012; and Governor's Office of Planning & Budget, Amended Appropriation Reports, AFY2001-AFY2012.

Fiscal Year 2013 Budget

The FY 2013 budget for higher education provides modest spending increases compared to FY 2012. State spending for FY 2013 results in a 19.8 percent cut in state funding to the University System and an 11 percent cut to the Technical College System since FY 2009 (Chart 2).

The budget does provide funding for enrollment growth within the university and technical college systems; however, the University System's Teaching program and the Technical College System's Technical Education program experience continued funding cuts.

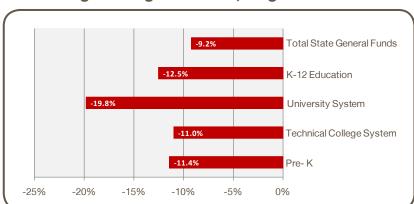


Chart 2 Percentage Change in Funds, Original FY 2009 - FY 2013

Source: FY 2013 Appropriations Bill.

Note: The enacted FY 2009 budget provides a comparison point prior to the state's recessionary cuts. Total state general funds include motor fuel funds. Pre-K includes lottery funds.

Georgia's higher education system plays an important role in promoting economic development throughout the state. Not only do post-secondary institutions serve as engines that help build Georgia's workforce, but research institutions also serve as innovation catalysts for businesses looking to expand or locate in the state. Furthermore, technical colleges provide flexible and responsive training programs to meet the workforce demands of employers. Accordingly, continued disinvestment in higher education poses challenges to Georgia's economic prospects.

The following overview discusses the FY 2013 budgets for the University System of Georgia, Technical College System of Georgia, and the Georgia Student Finance Commission, which administers Georgia's Helping Outstanding Pupils Educationally (HOPE) financial aid program.

Board of Regents (University System)

The FY 2013 budget appropriates \$1.83 billion in state funding to the 35 colleges and universities that comprise the University System of Georgia (USG). Total state spending for FY 2013 represents a 5.2 percent increase compared to FY 2012 and includes \$93 million for enrollment growth. For FY 2013, more than 327,000 students are expected to enroll in the University System, up from more than 318,000 students in FY 2012.¹ However, funding for the core Teaching program is cut — continuing the trend of funding cuts to the program in recent years (Table 1).

Table 1 University System of Georgia Funding Changes, FY 2009 to FY 2013

	FY 2009 Enacted Budget	FY 2012 Enacted Budget	FY 2013 Enacted Budget	FY 2012 - FY 2013 Change (\$)	FY 2012 - FY 2013 Change (%)	FY 2009 - FY 2013 Change (\$)	FY 2009 - FY 2013 Change (%)
State General Funds	\$2,278,680,052	\$1,738,805,885	\$1,828,569,784	\$89,763,899	5.2%	(\$450,110,268)	-19.8%
Teaching Program	\$1,970,507,554	\$1,553,681,395	\$1,631,690,795	\$78,009,400	5.0%	(\$338,816,759)	-17.2%
Non-Teaching Funding	\$308,172,498	\$185,124,490	\$196,878,989	\$11,754,499	6.3%	(\$111,293,509)	-36.1%

Recent Trends

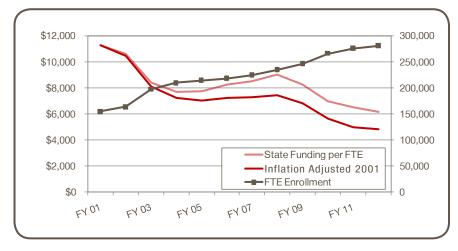
The majority of state funding for the University System goes toward the Teaching program, which represents 89 percent of the FY 2013 budget. The Teaching program covers the salaries and associated costs for faculty and staff that provide classroom-level instruction to students.

Since FY 2009, the Teaching program has experienced nearly \$339 million in funding cuts and the FY 2013 budget

does not restore this funding. The FY 2013 budget cuts funding for the Teaching program by an additional \$35 million. Consequently, with no additional funding provided beyond enrollment growth, fewer dollars are available to provide education instruction and services to a growing number of students within the system.

State spending per full-time equivalent (FTE) student will remain near its lowest level in over a decade (Chart 3). Since fall 2005, more than 67,000 additional students have enrolled into the University System, a 31 percent increase, while state spending per pupil has decreased by 21 percent.

Chart 3 University System Institutional Allocations per Full-time Equivalent Enrollment, FY 2001 - FY 2011



Sources: Governor's Budget Reports, FY2001-FY2011, University System of Georgia, FTE Reports, Fall Enrollment, FY 2001-FY 2011, and Consumer Price Index.

College Access and Completion

As a member state of Complete College America, Georgia has committed to increasing the number of students entering its higher education pipeline and exiting the pipeline with credentials that have value in the marketplace.² By 2020, an estimated 61 percent of all jobs in the state will require a career certificate or college degree.³

Meeting the goal of graduating 250,000 more college students by 2020, as set forth in the Complete College Georgia initiative, will be challenging amid declining state support for higher education. Since FY 2009, the system has experienced more than \$450 million in funding cuts. The Teaching program bore 75 percent of this total funding cut (Table 1). As the FY 2013 budget continues funding cuts to the Teaching program, replacing the \$450 million in austerity cuts is unlikely in the years ahead.

For FY 2013, students within the University System will once again see their tuition bills increase. Students attending state colleges and universities will experience a 2.5 percent increase in tuition while students attending research institutions will experience tuition increases between 3.5 and 6 percent.⁴

Increasing tution and fees is one way the Board of Regents can offset cuts in state funding. Since FY 2009, tuition and fees within the University system went up, on average, by 70 percent (Table 2). Looking back to 2001, tuition and fees are up, on average, by 138 percent.

Financial hardship is a key reason why students leave school before earning a degree or certificate. Consequently, further cuts in state funding and unfunded, or underfunded, enrollment growth could result in further increases in tuition and fees in the years ahead — which adversely impact access to postsecondary education and college completion for Georgia students.

Table 2 USG Enrollment, Tuition and Mandatory Fees, FY 2009 - FY 2012

University System of Georgia	Fall 2008	Fall 2011	Change (%)	Growth Rate Fall 2001 to 2011	Annual Average Fall 2001 to 2011
Total Enrollment	270,022	318,027	17.8%	51.8%	5.13%
		Sector Aver	age		
Tuition and Mandatory Fees	Fall 2008	Fall 2012	Change (%)		
Research Universities	\$5,402	\$9,679	79.2%	180.8%	18.1%
Regional Universities	\$4,084	\$6,743	65.1%	158.7%	15.9%
State Universities	\$3,746	\$6,387	70.5%	154.1%	15.4%
State Colleges	\$2,257	\$3,753	66.3%	98.6%	9.9%
Two-year Institutions	\$2,057	\$3,328	61.8%	130.2%	13.0%
University System Average	\$3,258	\$5,550	70.3%	138.4%	13.8%

Source: University System of Georgia, Fiscal Affairs Division, Tuition and Fee Information, Fall 2008 and Fall 2011. University System of Georgia, Office of Research & Policy Analysis, Enrollment Reports, FY 2001 – FY 2012.

Policy Outlook

In recent years, colleges and universities have addressed budget cuts by eliminating faculty and staff positions, shifting health coverage costs to employees and reducing learning support services, among other actions. The continued trend of declining support for higher education and increasing student enrollment into the University System could result in additional cuts and reductions in instructional resources and services.

Furthermore, reduction of course offerings as a result of funding cuts could prolong the time it takes students to complete their studies. The longer students stay in college, the more likely they are to drop out of school. To achieve the Complete College Georgia goal of getting more students through Georgia's higher education pipeline, adequate investment in higher education is necessary.

Technical College System of Georgia

For FY 2011, more than 107,000 full-time equivalent (FTE) students taking credit-granting courses enrolled into the Technical College System of Georgia (TCSG). Between FY 2007 and FY 2011, enrollment in the TCSG grew by 53 percent. For Fall 2011 (FY 2012), total enrollment declined 13.8 percent from FY 2011 levels.

The FY 2013 budget appropriates \$330 million in state funding to the TCSG, a 5.5 percent increase compared to FY 2012 (Table 3). While funding is provided to account for enrollment growth, the budget includes continued cuts to the Technical Education program as well as projected savings from the closing of technical college branches.

Recent Trends

The FY 2013 budget provides \$16.8 million for enrollment growth in the Technical Education program. However, a \$2 million cut in operating funding is subsequently applied to the Technical Education program, which represents 90 percent of total state funding for the TCSG for FY 2013.

Table 3 Technical College System of Georgia Funding Changes, FY 2009 - FY 2013

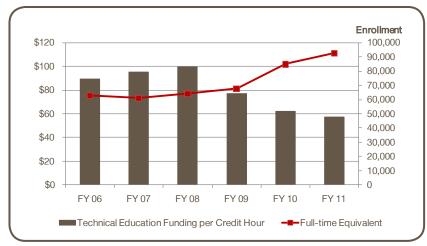
	FY 2009 Enacted Budget	FY 2012 Enacted Budget	FY 2013 Enacted Budget	FY 2012 - FY 2013 Change (\$)	FY 2012 - FY 2013 Change (%)	FY 2009 - FY 2013 Change (\$)	FY 2009 - FY 2013 Change (%)
State General Funds	\$371,250,007	\$313,270,886	\$330,570,350	\$17,299,464	5.5%	(\$40,679,657)	-11.0%
Adult Literacy	\$16,297,100	\$12,828,054	\$13,473,095	\$645,041	5.0%	(\$2,824,005)	-17.3%
Administration	\$10,213,558	\$7,635,862	\$7,944,927	\$309,065	4.0%	(\$2,268,631)	-22.2%
QuickStart	\$16,744,604	\$12,769,875	\$12,578,020	(\$191,855)	-1.5%	(\$4,166,584)	-24.9%
Technical Education	\$327,994,745	\$280,037,095	\$296,574,308	\$16,537,213	5.9%	(\$31,420,437)	-9.6%

Enrollment in technical colleges has steadily increased in recent years, with Georgians returning to school to enhance

their technical skills and training in the wake of the Great Recession. From FY 2009 to FY 2011, full-time equivalent credit enrollment in the TCSG increased from 81,000 to more than 107,000 students – a 32 percent increase. During this period of significant enrollment growth, state funding for technical colleges decreased by 26 percent per credit hour (Chart 4).

For FY 2012 (fall 2011), total enrollment in the Technical Education program declined 13.8 percent from FY 2011 (fall 2010) enrollment level. Despite this decline, total credit hours taken by students increased 5.7 percent above FY 2011 levels – an indication that students are enrolled in more courses. Thus,

Chart 4 Technical Education Fundingper Credit Hour and Enrollment, FY 2006 - FY 2011



Sources: Technical College System of Georgia, System Scorecard (online), Technical Education division.

technical colleges continue to experience increasing demand for technical education and training.

For FY 2012, it is likely that the dramatic decrease in enrollment in the Technical Education program, nearly 17,000 students, is attributable to recent changes to the HOPE program. The technical college system reports that the newly enacted 3.0 GPA requirement resulted in 4,200 technical college students losing their HOPE grants. If students continue to lose eligibility and are unable to pursue technical education and training due to financial hardship, Georgia's economy will suffer.

As Georgia's economy continues to recover, the recent demand for technical education and training may subside as job prospects improve for Georgians. However declining state support for technical colleges along with HOPE program changes not only limit access to technical training, but also further hinder the state's goal of graduating 250,000 more college students by 2020.

Policy Outlook

In recent years, the TCSG addressed cuts in state funding and enrollment growth by raising tuition (credit hour) rates, increasing class size where allowed, as well as relying on more part-time adjunct faculty – which comprises 71 percent of TCSG faculty – at lower pay and no benefits. The increase in part-time faculty threatens the accreditation status of the technical college system. TCSG Commissioner Ronald Jackson cautions that such cost reduction actions cannot be replicated indefinitely. Nevertheless, such efforts continue as demand increases for technical education and training programs.

Technical colleges serve a vital role in workforce development in Georgia. Businesses look to technical colleges to train and retool workers to meet their changing business demands. The governor recently announced that Baxter International, a global healthcare company, will locate a \$1 billion bio-pharmaceutical manufacturing facility in Georgia. The manufacturing facility will provide nearly 1,500 jobs "with the potential for hundreds more" over the next ten years. This potential for additional jobs partly depends on Georgia's ability to build a trained and educated workforce that can meet 21st century business demands. Accordingly, Georgia's technical college system will likely require more, not less, state support.

Post-Secondary Grants and Scholarships

The FY 2013 budget allocates \$640 million in total funding to programs that provide financial assistance for post-secondary education. The majority of funding for these programs, \$606 million, come from revenue generated by the Georgia Lottery and is allocated toward three core programs: the HOPE Grant, the HOPE Public Scholarship, and the HOPE Private Scholarship. These three programs constitute 95 percent, or \$575 million, of all post-secondary education lottery expenditures and 87 percent of total lottery and state funding allocated to financial assistance for post-secondary education.

Recent Trends

With the HOPE program facing a persistent structural deficit — annual program expenditures exceed annual lottery revenue — a number of changes were made to the program during the 2011 General Assembly. These changes resulted in a 24 percent funding cut, \$177 million, to the three major HOPE programs for FY 2012 compared to the enacted FY 2011 budget.

The FY 2013 budget maintains regular HOPE awards at their current FY 2012 levels, which covers approximately 87 percent of tuition costs for FY 2012. The budget allocates an additional \$10 million to the traditional HOPE public scholarship program to maintain current award amounts and to account for an increase in awards for FY 2013. Funding for the HOPE private scholarship program is reduced by \$3.2 million to account for a projected reduction in awards (Table 4).11

Table 4 HOPE Scholarship and Grant Funding Changes, FY 2011 - FY 2013

	FY 2011 Enacted Budget	FY 2012 Enacted Budget	FY 2013 Enacted Budget	FY 2012 - FY 2013 Change (\$)	FY 2012 - FY 2013 Change (%)	FY 2011 - FY 2013 Change (\$)	FY 2011 - FY 2013 Change (%)
Total Funding	\$805,392,439	\$649,840,771	\$642,054,527	(\$7,786,244)	-1.2%	(\$163,337,912)	-20.3%
State General Funds	\$32,756,834	\$37,102,532	\$36,216,981	(\$885,551)	-2.4%	\$3,460,147	10.6%
Lottery Funds:							
Total Lottery Funds	\$772,635,605	\$612,738,239	\$605,837,546	(\$6,900,693)	-1.1%	(\$166,798,059)	-21.6%
Zell Miller Scholarship	\$0	\$19,105,888	\$0	(\$19,105,888)	-100.0%	\$0	0.0%
HOPE Scholarship - Public	\$474,575,353	\$377,666,709	\$408,235,018	\$30,568,309	8.1%	(\$66,340,335)	-14.0%
HOPE Scholarship - Private	\$59,332,133	\$54,501,104	\$54,385,503	(\$115,601)	-0.2%	(\$4,946,630)	-8.3%
HOPE Grants	\$206,318,361	\$130,737,363	\$112,658,625	(\$18,078,738)	-13.8%	(\$93,659,736)	-45.4%

The HOPE grant program is cut by \$18 million, which reflects the decline in students eligible for the HOPE grant. Ronald Jackson, commissioner of the Technical College System of Georgia (TCSG), reports that 4,200 students within the TCSG lost the HOPE grant as a result of the 3.0 GPA requirement added in 2011. Enrollment in the technical education program for FY 2012 is 13.8 percent below the fall 2011 level.

Another change to the HOPE program was the addition of the Zell Miller scholarship program, which provides full-tuition HOPE awards to graduating high schools seniors who earn a 3.7 GPA and score at least a 1,200 on the SAT. The FY 2013 budget merges this distinct scholarship program into the traditional HOPE public and private scholarship programs in order to streamline the reporting requirements of colleges and universities. However, as the cost of the program increases in future years, determining the full cost of the program within the budget may become a difficult task.

Distribution of HOPE Dollars

The distribution of HOPE awards and HOPE dollars differ across the university and technical college systems. For FY 2011, 55 percent of all HOPE awards were HOPE grants and 39 percent of awards went to students enrolled in the University System (Chart 5). By contrast, HOPE grants represented 28 percent of total HOPE dollars while HOPE public scholarships represented 65 percent of total HOPE dollars (Chart 6).

Chart 5 HOPE Awards by Institution Type, FY 2011 Total Number of HOPE Awards = 266,099

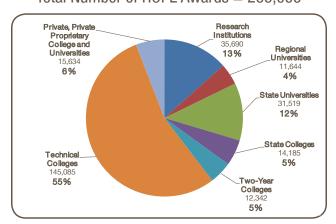
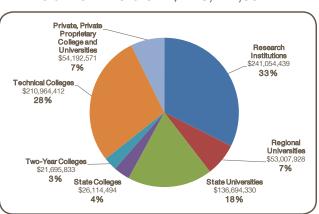


Chart 6 HOPE Grant and Scholarship Dollars by Institution Type, FY 2011

Total HOPE Dollars = \$743,724,007



Note: Charts created using data provided by the Georgia Student Finance Committee

The disparity in distribution of HOPE award and HOPE dollars reflects the difference in the cost of attending a technical college versus a school within the University System. For FY 2012, the average annual tuition for a standard program at one of Georgia's technical colleges is \$2,700. By comparison, the average annual tuition at public research institutions (e.g. UGA and Georgia Tech) is nearly three times that of a technical college, and the average annual tuition at state colleges is nearly twice the cost of tuition at Georgia's technical colleges. Accordingly, a typical HOPE scholarship covers the cost of two to three HOPE grants.

Policy Outlook

The HOPE program continues to face a persistent structural deficit. Maintaining regular HOPE scholarships and grant awards at FY 2012 levels will likely require use of lottery reserve funds to cover the funding gap between annual lottery revenue and HOPE expenditures. Consequently, the Georgia Student and Finance Commission (GSFC) projects lottery reserve funding will not be available beyond FY 2013 to cover any future funding shortages.¹³

In the absence of additional revenue, the value of HOPE awards in future years will depend solely on the amount of annual lottery revenue allocated to the HOPE program. The GSFC projects that by FY 2016, the traditional HOPE award might cover less than half of the tuition costs for HOPE recipients attending schools within the University System. Currently, HOPE awards cover approximately 87 percent of tuition costs for FY 2012.

Tuition for students attending colleges and universities within the University System will increase by 2.5 percent for FY 2013. For student attending public research institutions, tuition will increase between 3.5 and 6 percent for FY 2013. HOPE awards will not cover these tuition increases, or future increases in tuition, meaning the increasing cost of higher education will flow directly to students and families. As a result, the projected decline in tuition coverage by HOPE awards underscores the challenge of ensuring access to post-secondary education for Georgia students and families.

Unfortunately, an economic downturn and slow recovery, significant growth in higher education costs, along with disinvestment in state support for higher education has created a daunting reality in Georgia where serving more students with less state support is the *new normal*. Nevertheless, Georgia's ability to attract and retain good-paying jobs and grow its economy will largely depend on the quality of its workforce.

Appendix

Enacted FY 2013 higher education budgets compared to enacted FY 2012 budget (column D) and enacted FY 2009 budget (column E).

Board of Regents (University System)

State Funding Board of Regents Program	(A) FY 2009 Enacted Budget	(B) FY 2012 Enacted Budget	(C) FY 2013 Enacted Budget	(D) FY 2012 - FY 2013 Change (\$)	(E) FY 2009 - FY 2013 Change (\$)
Advanced Technology Development Center	\$17,891,736	\$7,483,572	\$7,375,440	(\$108,132)	(\$10,516,296)
Agricultural Experiment Station	\$45,245,958	\$34,058,182	\$35,107,005	\$1,048,823	(\$10,138,953)
Athens/Tifton Veterinary Labs	\$32,323	\$0	\$0	\$0	(\$32,323)
Cooperative Extension Service	\$37,835,396	\$28,589,236	\$29,467,851	\$878,615	(\$8,367,545)
Forestry Cooperative Extension	\$715,890	\$507,349	\$502,786	(\$4,563)	(\$213,104)
Forestry Research	\$3,410,980	\$2,523,601	\$2,579,928	\$56,327	(\$831,052)
Georgia Eminent Scholars Endowment Trust Fund	\$1,500,000	\$0	\$0	\$0	(\$1,500,000)
Georgia Tech Research Institute	\$8,052,902	\$5,722,356	\$5,791,631	\$69,275	(\$2,261,271)
Marine Institute	\$994,601	\$718,506	\$729,450	\$10,944	(\$265,151)
Marine Resources Extension Center	\$1,628,349	\$1,180,737	\$1,100,121	(\$80,616)	(\$528,228)
Medical College of Georgia Hospital and Clinics	\$33,921,721	\$29,172,642	\$29,172,642	\$0	(\$4,749,079)
Office of Minority Business Enterprises	\$906,390	\$0	\$0	\$0	(\$906,390)
Public Libraries	\$41,748,655	\$32,248,245	\$32,189,109	(\$59,136)	(\$9,559,546)
Public Service/Special Funding Initiatives	\$48,025,927	\$11,946,374	\$18,843,915	\$6,897,541	(\$29,182,012)
Regents Central Office	\$7,981,264	\$5,596,860	\$8,231,266	\$2,634,406	\$250,002
Research Consortium	\$31,433,995	\$6,421,678	\$6,293,244	(\$128,434)	(\$25,140,751)
Skidaway Institute of Oceanography	\$1,756,972	\$1,230,101	\$1,229,305	(\$796)	(\$527,667)
Student Education Enrichment Program	\$322,377	\$0	\$0	\$0	(\$322,377)
Teaching	\$1,970,507,554	\$1,553,681,395	\$1,631,690,795	\$78,009,400	(\$338,816,759)
Veterinary Medicine Experiment Station	\$3,504,264	\$2,542,873	\$2,546,463	\$3,590	(\$957,801)
Veterinary Medicine Teaching Hospital	\$568,339	\$433,774	\$429,039	(\$4,735)	(\$139,300)
Payments to Georgia Military College	\$3,062,916	\$2,317,107	\$2,339,951	\$22,844	(\$722,965)
Payments to Georgia Public Telecommunications Commission	\$18,191,543	\$12,431,297	\$12,850,843	\$419,546	(\$5,340,700)
	\$2,279,240,052	\$1,738,805,885	\$1,828,470,784	\$89,664,899	(\$450,769,268)

Technical College System of Georgia

State Technical College System Program	(A) FY 2009 Enacted Budget	(B) FY 2012 Enacted Budget	(C) FY 2013 Enacted Budget	(D) FY 2012 - FY 2013 Change (\$)	(E) FY 2009 - FY 2013 Change (\$)
Adult Literacy	\$16,297,100	\$12,828,054	\$13,473,095	\$645,041	(\$2,824,005)
Departmental Administration	\$10,213,558	\$7,635,862	\$7,944,927	\$309,065	(\$2,268,631)
Quick Start and Customized Services	\$16,744,604	\$12,769,875	\$12,578,020	(\$191,855)	(\$4,166,584)
Technical Education	\$327,994,745	\$280,037,095	\$296,574,308	\$16,537,213	(\$31,420,437)
Total	\$371,250,007	\$313,270,886	\$330,570,350	\$17,299,464	(\$40,679,657)

Endnotes

- 1 For FY 2013, the Board of Regents projects a 3.05 percent increase in student enrollment compared to FY 2012.
- 2.3 Complete College America website, State Profile, Georgia 2011at http://www.completecollege.org/docs/Georgia.pdf. For an overview of Complete College America, visit www.completecollege.org.
- ⁴ Georgia Public College Tuition Increase the Lowest in a Decade; University System of Georgia press release; April 17, 2012. Available online at http://www.usg.edu/news/release/georgia_public_college_tuition_increase_the_lowest_in_a_decade
- ⁵ With Their Whole Lives Ahead of Them: Myths and Realities About Why So Many Students Fail To Finish College; A Public Agenda report for the Bill & Melinda Gates Foundation; released December 2009.
- ⁶ Time is the Enemy: the Surprising Truth about Why Today's College Students Aren't Graduating ... and What Needs to Change; Report by Complete College America initiative; released September 2011.
- ⁷The TCSG did not report the number of students who lost HOPE grants that discontinued their postsecondary education.
- 8.9 Ronald Jackson, commissioner of the Technical College System of Georgia (TCSG), budget presentation to the Joint Appropriations Committee on January 17, 2012.
- *Baxter International Selects Georgia for \$1 billion Bio-pharmaceutical Manufacturing Investment;" Press release from the Office of the Governor; April 19, 2012. Available online at http://gov.georgia.gov/00/press/detail/0,2668,165937316_165937374_183954908,00.html.
- ¹¹The FY 2013 budget combines funding for traditional HOPE PrivateScholarships and Zell Miller Scholarships for recipients attending private colleges. The budget provides \$3.1 million in additional funding for Zell Miller Scholarships and reduces funding for the traditional program by \$3.2 million, creating a net reduction of \$115,601 for FY 2013 compared to FY 2012.
- 12 See endnote 6.
- 13 Tim Connell, President of the Georgia Student Finance Commission, presentation to the Joint Economic Development Committee (Senate and House committee members) on January 9, 2012.