Commonwealth of Virginia October 7, 2024

Report to the Governor and the General Assembly of Virginia

### Spending and Efficiency in Higher Education

2024





#### Joint Legislative Audit and Review Commission

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# Summary: Spending and Efficiency in Higher Education

#### WHAT WE FOUND Student costs have stabilized with increased state funding for higher education

Over the last decade, the growth of student costs to attend a Virginia public four-year higher education institution has slowed. When adjusted for inflation, the published total cost of attendance increased 5 percent *overall* since 2014 (less than half a percent annually), partially because of high inflation rates in recent years.

Increased state general fund appropriations have helped minimize the growth in student costs. State appropriations increased by about \$590 million (FY14 to FY23) and were over \$2 billion in FY23. Recently, this increase in appropriations has contributed to the total cost of attendance declining, on average, across institutions.

### Despite cost stabilization, many students still have debt upon graduation

#### WHY WE DID THIS STUDY

In 2023, the Joint Legislative Audit and Review Commission (JLARC) directed staff to review the state's 15 public four-year higher education institutions. This report addresses changes in students' cost of attendance, institutional revenue and spending, and opportunities to reduce the cost of higher education. A companion report also released in October 2024 addresses the remaining resolution items.

#### ABOUT VIRGINIA'S PUBLIC FOUR-YEAR HIGHER EDUCATION INSTITUTIONS

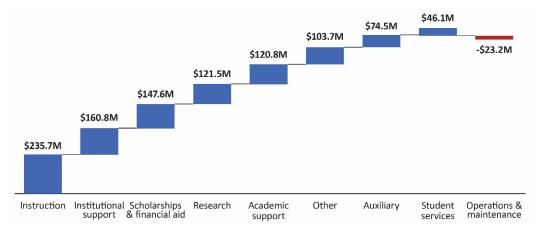
Institutions rely on tuition and fee revenue and state general fund appropriations to operate. Collectively, in FY23, institutions received approximately \$3 billion in tuition and fee revenue and more than \$2 billion in state general funds. In FY23, the 15 institutions enrolled about 223,000 students.

Many students still need to borrow to afford higher education, despite recent stabilization in student costs. About 54 percent of all students at a Virginia public institution borrow at least some funds to pay for their higher education. The average debt of these students who borrow and graduate with a bachelor's degree from Virginia higher education institutions is about \$30,000, which has grown about 15 percent in the last decade. Students who do not complete their degree can also have substantial amounts of debt not captured in state or national measures of indebtedness.

### Institutional spending growth has moderated recently; instruction made up the largest portion of spending growth

Virginia institutions' spending, on average, has grown consistently over the past 20 years but has moderated in recent years. Total spending by Virginia's 15 public four-year institutions increased 64 percent (adjusted for inflation) over the past 20 years. This was greater than the national average for public four-year institutions during that time period, which was 50 percent. However, spending in FY23 was just 2 percent higher than FY19 levels. This moderation in inflation-adjusted spending is largely because of a one-time decrease in overall spending, related to the pandemic, and high inflation rates in 2022 and 2023.

Collectively, public institutions' total operating spending growth over the last decade was driven by more spending on instruction. Institutional support, scholarships/financial aid, research, and academic support also drove spending growth over the last decade. Together, these five spending categories accounted for about 80 percent of institutions' spending growth—about \$800 million of \$1 billion—from FY14 to FY23 (figure).



#### Instruction has been the largest driver of spending growth (FY14–FY23)

#### Business and finance staffing levels have grown the most

Staffing is the largest expense for Virginia institutions. Personnel spending—including staff salaries, wages, and benefits—makes up 60 percent of total institutional spending. Statewide, total staffing at higher education institutions increased 12 percent (~4,900 FTE employees) from FY14 to FY23; or about 9 percent per student. The greatest growth was 2,885 staff in business and finance, followed by 1,553 staff in academic occupations (i.e., instruction or research). Proportionally, the growth in business and finance staff was greatest, as the number of employees in this category more than doubled from FY14 to FY23.

### Majority of Virginia institutions spend about the same or less than similar institutions nationwide

After controlling for factors that can affect spending levels, 10 of Virginia's institutions spend about the same as or less than hundreds of similar institutions nationwide (figure). These results suggest Virginia institutions' spending levels are generally not excessive or unreasonable. However, opportunities remain to reduce spending through greater efficiencies.

Majority of Virginia institutions spend less than or about the same per FTE student as similar institutions nationwide

	GMU (-11%)         JMU (-14%)           VT (-16%)         ODU (-21%)           UMW (-23%)         VCU (-30%)	CNU (0%) NSU (-1%) RU (-3%) VSU (-4%)	LU (+13%) W&M (+9%) UVA (+6%)	<b>UVAW</b> (+42%)
MUCH LOWER	LOWER	ABOUT THE SAME	HIGHER	MUCH HIGHER

### Spending per student at individual institutions has changed for a variety of reasons, including declining enrollment

Spending levels that remain constant or increase as enrollment declines result in reduced spending efficiency. Declining enrollment, rather than increased spending, has been the primary driver of less efficient spending per student at most Virginia institutions. Institutions have fixed costs, such as facilities, that do not decrease when student enrollment drops. The 10 institutions where enrollment declined between FY14 and FY23 all currently spend more per student than they did 10 years ago.

Spending drivers vary somewhat by institution, but there are some common themes (table). For example, student aid and scholarships were a spending driver at all but three institutions. Non-instructional functions were a spending driver at seven institutions.

	Spen	ding		Non-instruc-			Institution-
	Per student	Total	Instruction	tional functions	Auxiliary enterprises	Scholarships & aid	funded research
UVA-W	69%	40%	√	√	enterprises	√ <u>(10</u>	rescuren
NSU	53	33	✓	✓	✓	✓	
VSU	38	13		✓	√	√	
RU	31	-5					
CNU	26	8		$\checkmark$		$\checkmark$	
UMW	24	-5				$\checkmark$	
VMI	22	9	~		$\checkmark$	$\checkmark$	
ODU	20	11			√	√	
VCU	17	9		$\checkmark$		$\checkmark$	$\checkmark$
UVA	16	30	~	✓	√	$\checkmark$	
LU	11	-6			$\checkmark$		
W&M	2	15				$\checkmark$	
JMU	2	9				$\checkmark$	
GMU	-1	19		✓			
VT	-5	16	~			✓	

### Non-instructional functions, auxiliary enterprises, and scholarships and student aid most often drove spending increases (FY14–FY23)

Institution-funded research (not externally funded research) was a spending driver at VCU. VCU has been building its research capacity, which has increased the amount of its institution-funded research. This research spending is intended to better position the institution to attract externally sponsored research funding in the future.

This push has resulted in VCU's institution-funded research spending growing about four times faster than its externally funded research over the past decade (greater than Virginia's three other largest research institutions during the same period). The increase in VCU's institution-funded research resulted in the most growth by far in cost per student (+\$4,800) of all Virginia research institutions, after adjusting for inflation.

#### Virginia institutions have implemented efforts to address efficiency and student costs, to varying degrees

Implementing efficiency strategies is particularly important for institutions where cost efficiency has been reduced (e.g., increased spending per student), partially because of enrollment declines.

Virginia institutions with declining enrollment have made progress implementing strategies to better align institutional operations with stagnant or declining enrollment levels. Examples include:

- Mary Washington, Virginia State, Longwood, and UVA-Wise have reduced overall staffing levels over the past decade.
- Longwood has reduced the number of academic programs it offers. Mary Washington, Radford, UVA-Wise, and Virginia Military Institute offer about the same number as a decade ago.
- Longwood, Mary Washington, Radford, UVA-Wise, VCU, and Virginia State reported closing or demolishing various campus buildings, terminating leases for unused or additional space, and/or repurposing existing campus space to better suit current needs. VCU also reported selling various properties.

In addition to efforts to reduce operations, institutions report implementing efficiency strategies that have produced meaningful savings.

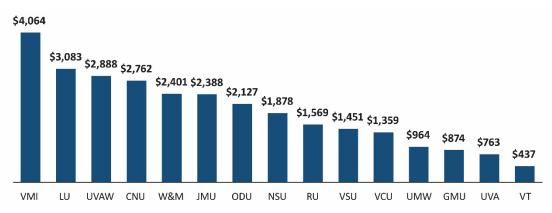
### Higher education landscape will necessitate continued attention to efficiency and student costs at most institutions

Institutions have made efforts to improve cost efficiency and reduce student costs, but additional efforts are needed to better align spending levels with student enrollment levels. The changing higher education landscape will require all but the most selective institutions to maximize efficiency, manage spending, and maintain affordability. The enrollment shift toward larger and flagship institutions may continue, and demographic projections show institutions will be competing for fewer students in the near future. Moreover, surveys show that families and students are less convinced that a four-year degree is necessary, and affordability continues to be a challenge for many. This new landscape will require institution boards and the state's six-year higher education planning process (sidebar) to remain focused on maximizing efficiency and containing student costs, especially at institutions where cost efficiency is being reduced because of declining enrollment.

Statute requires each institution's board to develop and submit a sixyear plan. The six-year plan is to be developed and updated biennially in odd-numbered years and amended or affirmed in even-numbered years.

#### Many institutions charge substantial student fees to pay for athletics

Institutions vary widely in the amount of institutional support provided to intercollegiate athletics, but most require students to pay substantial fees for athletics. Schools with larger student enrollment can reduce fees charged per student because they are able to spread the cost of athletics over more students.



#### Seven institutions charge an intercollegiate athletics fee to students that is at least \$2,000 per academic year

SOURCE: State Council of Higher Education for Virginia Full-time Undergraduate Mandatory Non-Educational and General Fees report.

Statute limits the proportion of overall athletics revenue that can be funded through institution subsidies. These limits have helped control the impact of intercollegiate athletics on student costs. However, because the limits are based on a percentage of overall revenue, student fees and institutional funds for collegiate athletics can still grow as athletics revenue grows. Staff at institutions and other experts expect athletics legiste athletics programs spending and revenue to continue to increase. An additional cap on student fees and institutional funds for athletics, which is based on a designated proportion of the total cost of attendance, could help further control athletics costs paid by students and institutions.

Institutions annually submit an audited financial statement on revenues and expenses for intercolto the National Collegiate Athletic Association.

#### WHAT WE RECOMMEND Legislative action

• Include in the duties of boards of visitors at public four-year higher education institutions the responsibility to fully consider the impact that policies and decisions in non-instructional areas have on student costs.

- Require as part of the six-year planning process that institutions experiencing reductions in cost efficiency because of declining enrollment report their efforts to improve efficiency and/or better align operations with enrollment levels.
- Constrain the amount of students' fees and institutional funds that can be allocated to intercollegiate athletics by establishing a maximum proportion of the total cost of attendance that student fees and institutional funds cannot exceed.

#### **Executive action**

• Through the six-year planning process, monitor institutions' efficiency efforts to align operations with enrollment levels and recommend plans to identify further efforts when necessary.

The complete list of recommendations is available on page viii.

#### **Recommendations: Spending and Efficiency at Higher Education Institutions**

#### **RECOMMENDATION 1**

The General Assembly may wish to consider amending § 23.1-1303 of the Code of Virginia to expressly include in the duties of boards of visitors at public four-year higher education institutions the responsibility to fully consider the impact that policies and decisions in non-instructional areas—such as intercollegiate athletics, institution-funded research, and staffing levels for non-instructional positions—have on student costs. (Chapter 7)

#### **RECOMMENDATION 2**

The General Assembly may wish to consider amending § 23.1-306 of the Code of Virginia to require as part of the six-year planning process that institutions experiencing reductions in cost efficiency because of declining enrollment report their efforts to improve efficiency and/or better align operations with enrollment levels by (i) reducing unnecessary staffing, (ii) eliminating low enrollment academic programs, and (iii) reducing facilities' square footage. (Chapter 7)

#### **RECOMMENDATION 3**

As part of the six-year planning process, OpSix should (i) monitor efficiency efforts and steps taken by institutions to better align operations with enrollment levels, and (ii) recommend that updated or subsequent plans identify further efforts to improve spending efficiency or better align operations with enrollment levels when necessary. (Chapter 7)

#### **RECOMMENDATION 4**

The General Assembly may wish to consider amending § 23.1-1309 of the Code of Virginia to constrain the amount of student fees and institutional funds that can be allocated to intercollegiate athletics by establishing a maximum proportion of the total cost of attendance that student fees and institutional funds cannot exceed per student. (Chapter 7)

Recommendations: Spending and Efficiency at Higher Education Institutions

### 1 Introduction

In 2023, the Joint Legislative Audit and Review Commission (JLARC) directed staff to review the state's 15 public four-year higher education institutions. This report addresses items in the resolution related to changes in students' cost of attendance, institutional revenue and spending, and opportunities to reduce the cost of higher education. A companion JLARC report, *Higher Education Institutional Viability* (October 2024) addresses the other items in the study resolution.

To address the study resolution, JLARC obtained and analyzed Virginia and national data on higher education institution tuition and fees, spending, staffing, revenue, and debt. JLARC interviewed higher education institution staff, and other relevant higher education stakeholders, and surveyed each institution's board of visitors. JLARC collected information from each Virginia higher education institution about prior efficiency initiatives and primary reasons why spending has increased, by major function.

# Virginia has a decentralized public four-year higher education system

Virginia's 15 public four-year higher education institutions vary in size, scope, and mission. Together, they educate 223,000 students, approximately 78 percent of whom are undergraduates. Overall, the 15 institutions received \$2.2 billion in state appropriations in FY23. Other public higher education institutions, such as the two-year Richard Bland College and those that are part of the Virginia Community College System, are excluded from this study.

Virginia has a decentralized higher education system, and the Code of Virginia grants boards of visitors the most direct authority at each institution. This means that authority for decisions about institutional spending, staffing, debt, and revenue resides with boards of visitors. The governor and General Assembly appoint or confirm members of the boards of visitors, determine each institution's state funding through the budget, and influence institutional operations or funding through the six-year planning process, executive orders, and legislation. The State Council of Higher Education for Virginia (SCHEV) serves as the statewide coordinating board.

# Total cost of attendance includes tuition & fees, other fees, and room & board

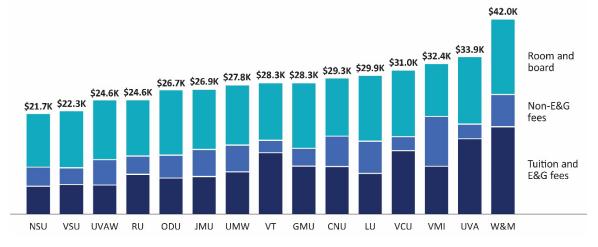
Students' total higher education attendance costs comprise three main categories. These are:

- tuition and E&G (education & general) fees, which fund instructionrelated activities, research, public service, academic support, student services, institutional support, and facility operations and maintenance;
- **non-E&G fees,** which fund auxiliary activities and services, such as recreational facilities, student health services, intercollegiate athletics, and transportation; and
- room and board, which fund student housing and dining services (charged to students living on campus or using dining services).

For the 2024–25 academic year, the published total cost of attending Virginia's public, four-year institutions averages \$28,408. It ranges widely, from \$21,686 at Norfolk State University to \$41,959 at William & Mary (Figure 1-1).

Room and board is, on average, the largest component of the total cost of attendance (46 percent). Room and board makes up the greatest proportion of total student costs at 12 of the 15 institutions. On average, tuition and fees make up 36 percent of students' total costs, and non-E&G fees make up 18 percent.

Not every student pays the published cost of attendance. Most students receive some financial aid, which results in a lower "net price" for them. (Chapter 2).



#### FIGURE 1-1 Total cost of attendance and composition of charges vary by institution

SOURCE: State Council of Higher Education for Virginia annual tuition and fees report for 2024-2025.

NOTE: Total cost of attendance represents the published price for full-time, undergraduate students living on campus and classified as in-state. Room and board is an average reported by institutions; charges can vary based on each student's living arrangement and dining plan.

# Institutions collect almost \$9.6 billion in revenue and employ more than 45,000 staff

To operate, most institutions primarily rely on revenue collected from students (e.g., tuition and E&G fees) and state general fund appropriations. Virginia institutions collected \$9.6 billion in revenue in FY23. About one-third of this revenue (\$2.8 billion) was from students' tuition and fees, while another quarter was from state appropriations (\$2.2 billion). Most of the remaining revenue was auxiliary revenue (\$1.6 billion), and government and private grants (\$1.5 billion) (sidebar) (Appendix D).

The specific revenue sources as a proportion of overall revenue vary substantially across institutions. For example, Norfolk State, Radford, and Virginia State rely most heavily on state appropriations, which accounted for 47 percent of their total revenue from all sources in FY23. In contrast, other schools, like UVA rely much less on state appropriations (13 percent). Another example is tuition and fees, which comprise 36 percent of revenue from all sources at William & Mary but only 11 percent at Virginia State. Revenue from endowments and other investments can change greatly from year to year and varies widely by institution. For example, UVA generated investment income of \$228 million in FY23 (a typical investment return) compared with \$3.7 billion in FY21 (a high investment return). Among other institutions, revenue from endowments and other investments ranged from \$344,000 at Mary Washington to \$60 million at Virginia Tech in FY23. (More information is available in Appendix E.)

Institutional revenue funds a variety of instruction, research, and non-instructional functions. Just under half of revenue is used for academic and related spending (instruction, 28 percent; research, 18 percent; and public service, 2 percent). Spending on auxiliary programs, which include student housing, dining, and intercollegiate athletics, accounts for 16 percent of total spending. The remaining spending is on other functions such as academic support (9 percent), institutional support (7 percent), facility operations and maintenance (7 percent), student scholarships/financial aid (6 percent), and student services (3 percent). (More information is available in Appendix D.)

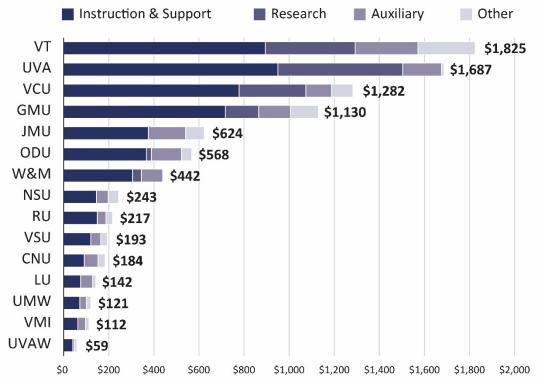
Spending varies greatly by institution and generally aligns with institutional enrollment and other characteristics such as the amount of research conducted (sidebar). Virginia Tech (\$1.8 billion), UVA (\$1.7 billion), and VCU (\$1.3 billion)—institutions with large student bodies and a large amount of research—had the greatest annual operating expenditures in FY23. The University of Mary Washington (UMW) (\$120.8 million), VMI (\$112.5 million), and UVA-Wise (\$59.3 million)—which have comparatively small student bodies—have the lowest spending (Figure 1-2). Spending can be standardized per FTE student to compare spending across the 15 institutions. Per FTE student, education and general (E&G) spending at Virginia institutions ranged from \$18,100 at James Madison University (JMU) to \$31,400 at UVA in FY23 (Figure 1-3), (sidebar). In addition to tuition and E&G fees and state appropriations, institutions have two major sources of revenue:

**auxiliary revenue** from enterprises that provide services to students, faculty, or staff, such as housing, dining, recreation, and athletics.

governmental and private grants from governmental and non-governmental agencies and organizations for specific research projects or other types of programs.

Total institutional spending in this report excludes hospital and health center spending at VCU and UVA. It also excludes Richard Bland College and the Virginia Institute of Marine Science, each of which is a component of the College of William & Mary.

Education & General (E&G) spending includes spending on instruction and support functions. It excludes externally funded research spending, which can vary greatly by institution and spending on self-supporting functions such as auxiliaries.



#### FIGURE 1-2 Total spending varies substantially by institution (FY23)

SOURCE: Operating spending data for William & Mary, Norfolk State University, University of Virginia, and University of Virginia at Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23).

NOTE: The instruction and support category includes functional areas of instruction, academic support, institutional support, operations and maintenance, scholarships/student aid, and student services. Research spending appears in its own category for the six R1 institutions: GMU, ODU, UVA, VCU, Virginia Tech, and William & Mary. Research spending is included in the "other" category for the remaining nine institutions.





Education & general spending per student ranges from about \$18,000 to \$31,000 (FY23)

Higher education institutions employ staff across a variety of academic and non-instructional professions, and staffing is the largest single cost across most functional spending areas. Instruction, research, academic support, institutional support, and student services are all labor-intensive activities, with personnel costs accounting for about 65 to 85 percent of total spending in each area. Staff occupations include various roles, such as academic faculty who deliver instruction and conduct research to administrative support positions, such as accountants.

Virginia's higher education institutions employed 45,663 FTEs in FY23. Academic (36 percent) and institutional support staff (31 percent) comprise the largest proportion of staffing, making up about two-thirds of higher education staff statewide. Other large categories of staffing include computer, engineering, and science (10 percent) and services (7 percent) (Appendix D).

#### Assessing higher education costs and efficiency

The primary topics in this report include student costs, institutional spending, and staffing, and the identification of spending drivers and potential opportunities to reduce student costs.

SOURCE: Education and general expenditures for FY23 from State Council of Higher Education for Virginia. Shown in nominal 2023 dollars.

Cost efficiency is a key tenet for public higher education given the costs to students and families, as well as the substantial amount of state funding provided to public institutions. Higher education spending directly affects the costs to students and families through the amount that institutions charge for tuition, fees, and room and board. Those charges affect students both in the near term and, for those who take out debt to help fund their education, the long term. Additionally, the state's significant investment makes higher education cost efficiency important. The state provided \$2.3 billion in state appropriations in FY23, an increase of more than \$400 million since FY19 (sidebar).

In higher education, achieving cost efficiencies can be made challenging by the need to compete with other institutions—even private institutions—for faculty, staff, and students. Successfully competing with other institutions requires spending on faculty and staff salaries, academic quality, and campus amenities.

This report assesses cost efficiency through several analytical constructs:

- assessing the change in the cost of attendance at each institution, after adjusting for inflation (Chapter 2);
- assessing the change in the overall spending at each institution, adjusting for inflation and the number of students at each institution (Chapters 3 and 5);
- comparing institutional spending to statistical model predictions that are based on actual spending levels at all institutions nationwide, controlling for institution type, number of students, and other factors statistically associated with spending levels (Chapter 4);
- conducting more detailed analysis of spending patterns at each institution in the functional areas that grew the most over time to understand why spending increased (Chapter 5); and
- collecting information from each institution on efficiency strategies attempted or implemented (Chapter 6).

Attentiveness to cost efficiency is especially important for some institutions that have experienced stagnating or declining student enrollment—trends that are expected to continue. In Virginia, higher education enrollment growth began to stagnate shortly after the Great Recession. Statewide, total enrollment at the 15 public four-year institutions increased 19 percent during the decade from FY04–FY13, but by just 3.5 percent during the decade from FY14–FY23 (sidebar). Several trends—especially the high cost of obtaining a four-year degree and the resurgence in high-paying, high-skilled jobs that do not require a four-year degree—have contributed to slowing enrollment growth. These trends are likely to continue and further affect higher education institutions' enrollment. Additional enrollment stagnation or decline is likely because the traditional college-aged population is expected to decline after peaking in 2025.

The state continued to increase higher education appropriations in FY24. General fund appropriations to the state's 15 public four-year institutions increased about 4 percent from FY23 to FY24.

Total student enrollment is the full-time equivalent student enrollment, including in-state and outof-state students pursuing undergraduate, graduate, and professional degrees.

The source for total enrollment is the State Council of Higher Education for Virginia Annualized Student FTE by Student Level Group report. This stagnating enrollment growth has not affected Virginia institutions equally, with several large institutions continuing to grow, while smaller institutions contracted. Enrollment declined at 10 of 15 institutions from FY14 to FY23, whereas all 15 institutions had increased enrollment during the previous decade.

Finally, this report focuses on cost efficiency, rather than academic quality. In some cases, efforts to improve an institution's overall quality—such as increasing instructional staffing levels, adding degree programs, or enhancing student support—can reduce cost efficiency. Conversely, efforts to improve cost efficiency, such as eliminating degree programs or reducing staffing levels, may negatively affect quality.

#### Higher education institutional viability

JLARC's report, *Higher Education Institutional Viability*, October 2024, examined the broader context of each institution's future viability risks. JLARC staff created a framework to evaluate each institution's viability risk, which considered student-related risk factors (enrollment, retention, graduation rates), an institution's appeal to students, and an institution's financing. JLARC used these factors to identify whether any institutions are at risk of needing major financial assistance or a merger with another institution to remain viable.

This report's evaluation of institutions' spending and efficiency should be considered a companion to the evaluation of institutions' viability. Institutions with low or some viability risk will need to be especially attentive to spending and efficiency. Chapter 1: Introduction

# 2 Student Costs

Higher education affordability can be measured through students' costs. Institutions set a published total cost of attendance annually (also referred to as the "sticker price"), which can vary by a student's academic year, number of credit hours, declared major, and housing and dining arrangements (sidebar). The published total cost of attendance changes annually based on changes in tuition, fees, and room and board set by an institution.

This published total cost of attendance is determined by each institution's board of visitors. To determine tuition and fees, institutions consider their spending and the other major revenue sources available to the institution. Room and board fees and other non-E&G fees are designed to be sufficient to cover the expense for the auxiliary functions they fund. Institutions can, over the long term, control the growth of student costs by reducing institutional spending, collecting more from other major revenue sources, or providing students with more scholarships and aid. Therefore, rising institutional spending does not always translate into higher costs for students if the institution is able to offset higher spending levels with additional revenue from other sources or by providing students with more aid.

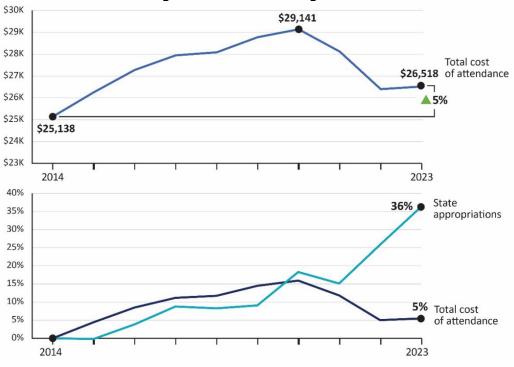
Many students receive financial aid and do not pay the full "sticker price" to attend an institution. This "net cost," the actual price a student pays to attend an institution, is lower for students who receive financial aid. Although some institutional aid is merit-based, most aid is awarded to students who demonstrate financial need.

## Cost of attendance has stabilized as state appropriated more funds to higher education

The last decade has seen a slowing in the growth of student costs to attend a Virginia public four-year higher education institution. Since 2014 the published total cost of attendance has risen, on average, 4 percent *per year* (not inflation adjusted). When adjusted for inflation, the published total cost of attendance increased 5 percent *overall* since 2014 (less than half a percent annually), partially because of high inflation rates in recent years.

Increasing state general fund appropriations have helped minimize the growth in student costs. State appropriations increased by about \$590 million and were over \$2 billion (FY14 to FY23). This represents a 36 percent increase in state appropriations during a time when the cost of attendance rose just 5 percent (Figure 2-1). Recently, this increase in appropriations has contributed to the total cost of attendance declining, on average, across institutions. The published total cost of attendance, or sticker price, is the sum of all tuition, mandatory fees, and room and board that is set annually by the institution.

#### The net cost of attendance, or net cost, is the cost of tuition, all fees, and room and board after all financial aid is applied. For this report, financial aid does not include earnings from work-study or debt acquired by students taking loans.



#### FIGURE 2-1 Total cost of attendance growth has slowed as general funds have increased

SOURCE: Institutions' audited financial statement data and State Council of Higher Education for Virginia annual tuition and fees report for FY23.

NOTE: Represents price for a full-time, in-state undergraduate student living on campus. Shown in constant FY23 dollars. Norfolk State's financial statement data for FY23 is unavailable; FY22 is used instead.

State appropriations grew for all institutions between FY14 and FY23. Several large institutions had the most growth in terms of dollars, including GMU (\$88 million), ODU (\$76 million), and VCU (\$71 million) (inflation-adjusted). Smaller institutions had the highest relative growth, increasing by at least 40 percent for Virginia Military Institute, Radford, Mary Washington, and Virginia State, since FY14 (Appendix E). General fund appropriations to Virginia's public institutions have continued to grow since FY23, with an increase of about \$300 million in general funds in FY25.

The average net price is calculated by subtracting the average amount of federal, state/local government aid, or institutional aid received by fulltime, in-state, first-time degree-seeking undergraduates from the published cost of attendance.

#### Students' net costs are well below published costs, but many students still graduate with debt

Most students do not pay the total published cost of attendance because they receive some financial aid, which results in a lower "net price." According to SCHEV, 80 percent of in-state, undergraduate students received some type of financial aid in the 2022–23 academic year. As a result, more than three-quarters of students received aid at 11 of the 15 institutions. However, that proportion is lower at some institutions; just 44 percent of students at UVA and 48 percent of students at William & Mary receive aid, according to SCHEV data. Students who do not receive aid pay the full published cost of attendance.

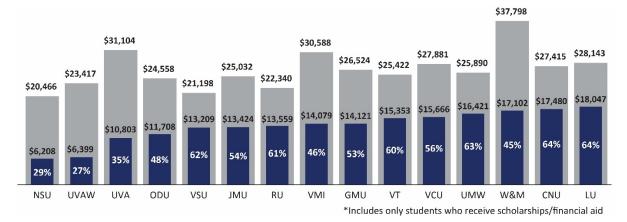
The average net price actually paid by students receiving aid across Virginia's 15 public four-year institutions is 47 percent less than the published total cost of attendance (sidebar). This is a substantial reduction (\$12,500) that comes from several financial aid sources. (Virginia institutions used nearly \$850 million in aid funding in FY23: about equal parts institutional or endowment funds, federal funds, and state funds.) Some of this reduction in actual student costs has been temporary and will not continue. There was an increase in student aid in recent years because of an influx of federal COVID relief funds that institutions were required to provide directly to students to cover the cost of attendance or to cover emergency costs arising from the pandemic (e.g., healthcare, child care, and costs associated with disruptions of campus operations).

Institutions vary widely in how much institutional and endowment funds are available to provide financial aid. Consequently, institutions have widely varying abilities to reduce students' net price. For example, UVA-Wise, Virginia Military Institute, UVA, and William & Mary are able to offer substantial reductions to their published total cost of attendance. In contrast, Mary Washington, Christopher Newport, and Longwood reduce their published total cost by far less (sidebar) (Figure 2-2) (Appendix F). This variation, along with the substantial variation in the published cost of attendance across institutions, contributes to wide variations in students' actual costs to attend state institutions.

Some institutions use lower published prices. Institutions can use different pricing strategies, depending on their specific circumstances. For example, Mary Washington has been trying to stop or slow enrollment losses by using a lower published price for tuition and fees than otherwise might be necessary to provide enough operating revenue. This type of tuition discounting is less visible and occurs prior to any student-specific reductions through aid, which is the net price to students.

#### FIGURE 2-2

Average net price paid by students receiving aid varies as a percentage of total published cost of attendance (2022–23 academic year)



SOURCE: JLARC analysis of National Center for Education Statistics Integrated Postsecondary Education Data System (IPEDS) average net price data.

NOTE: Represents prices for a full-time, in-state undergraduate student living on campus. IPEDS net price includes only students who received federal, state, or institutional financial aid; 80 percent of in-state undergraduate students receive aid, ranging from 44 percent at UVA to 98 percent at VCU. Students who do not receive aid pay the published cost of attendance. Net price is relative to total published price, which includes tuition and mandatory fees, room and board, and non-E&G fees. Cost for books, supplies, and other expenses not included.

The average net price paid by in-state, undergraduate students receiving aid has decreased at most institutions in the past 10 years. The greatest reductions were about \$4,000 at Christopher Newport and \$3,600 at Virginia Military Institute and UVA-Wise when adjusting for inflation (Figure 2-3).

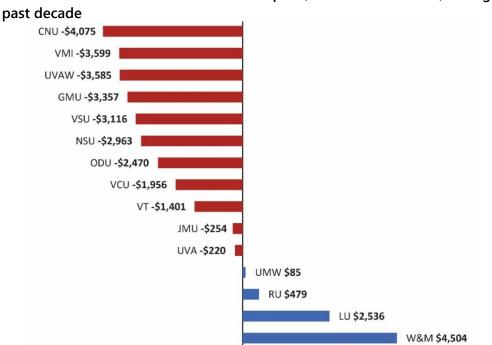


FIGURE 2-3 Most institutions have reduced their net price, relative to inflation, during the

SOURCE: JLARC analysis of National Center for Education Statistics Integrated Postsecondary Education Data System (IPEDS) average net price data, FY14 to FY23. Inflation-adjusted to 2023 dollars. NOTE: Represents prices for a full-time, in-state undergraduate student living on-campus. Net price includes only students who received federal, state, or institutional financial aid.

Recent reductions in the net price have coincided with increases in available student aid. Among all public, four-year institutions, aid from federal, state, and institutional sources *increased* by about \$73 million from FY20 to FY23—about \$800 per in-state full-time undergraduate student. State aid was the largest increase of all aid sources, accounting for about \$30 million (or 41 percent) of the total increase in aid since FY20.

The net price paid by students at each institution is affected by the components of the total published price (Chapter 1). For example, an institution can lower tuition prices or provide more scholarships and aid for tuition, which reduce the cost of tuition. However, room and board and non-E&G fees, on average, make up over 60 percent of the published price across Virginia's 15 institutions. Therefore, increased prices for

room & board or non-E&G fees can drive increases in students' net price, even if tuition remains steady or is reduced. For example, Longwood's tuition remained mostly flat in inflation-adjusted terms compared to a decade ago, but its total net price increased because room and board and non-E&G fees increased by over \$2,000 during the same time period. Similarly, Mary Washington lowered tuition in inflation-adjusted terms, but that has been offset by an increase in non-E&G fees since FY14.

Many students still need to borrow to afford higher education, despite recent decreases in net price. About 54 percent of in-state students graduating with a bachelor's degree from Virginia public institutions borrow at least some funds to pay for their higher education. The average debt of these students who borrow is about \$30,000, which has grown about 15 percent in the last decade. Even with a decreased net price at most institutions, higher education costs have outpaced increases in students' financial resources, and the number of students with little or no ability to pay for higher education has increased (sidebar).

The differences in both (i) institutions' ability to provide aid and (ii) levels of students' financial resources result in wide variation in how many students need to borrow and how much they borrow (sidebar). For example, more than 80 percent of in-state, undergraduate students at the state's two HBCUs borrow to fund their higher education (Figure 2-4). Students at the two HBCUs also have, on average, among the highest debt levels upon graduation. This is because the state's two HBCUs have a greater proportion of students, on average, with no or a low ability to pay for higher education (Appendix F). In contrast, a smaller proportion of students at institutions such as UVA and William & Mary borrow, and those who do graduate with less debt (Appendix F). These institutions have a relatively low proportion of students with no or a low ability to pay.

The number of semesters students take to earn their degree can affect how much debt they have. For example, students attending Virginia's HBCUs tend to take longer to complete their degree, which can increase the overall cost of that degree. Forty-four percent and 70 percent of Norfolk State and Virginia State graduates, respectively, completed their degrees in four years (entry cohorts 2015–2016 through 2017–2018). At UVA and William & Mary, about 95 percent of graduates completed their degree within four years.

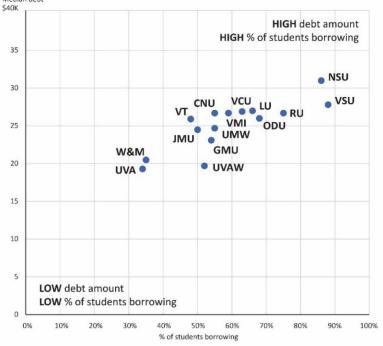
Students who do not complete their degree can also have substantial amounts of debt not captured in state or national measures of indebtedness. According to SCHEV data, about one-quarter of students who enroll in Virginia public institutions did not ultimately complete a degree in six years (sidebar). As an example, 8 percent of students who enrolled in academic year 2019–20 left school after one semester or their first year and did not return. Sixty-two percent of these students had higher education debt, with an average debt of about \$11,400 per student. JLARC's 2022 report, *Higher Education Financial Aid Grant Programs and Awards*, and Appendix F of this report provide additional information about Virginia students' ability to pay for higher education.

Student borrowing amounts shown here are as of FY22, and therefore, only partially capture the reduction in net price at institutions since FY19. Lower net prices could potentially result in lower student debt levels in future years.

JLARC's report, *Higher Education Institutional Viability* (October 2024), contains additional information about **six-year graduation rates** at Virginia's public four-year institutions.

#### FIGURE 2-4

Virginia State and Norfolk State have the greatest proportion of graduates who borrow, and graduates have the highest median debt level (FY22) Median debt



SOURCE: State Council of Higher Education for Virginia data on indebtedness and proportion of bachelor's recipients who borrowed for FY22.

NOTE: Includes only indebtedness among in-state, bachelor's recipients. Does not include debt held by students who did not complete their degree.

Virginia institutions historically have had higher net costs than the nation. In FY12, Virginia had the fifth highest net cost in the nation. The average net cost of attendance for all in-state students attending Virginia's public four-year institutions (\$18,530) far exceeded average costs for students attending public institutions in the southeast region (\$12,150) and nationwide (\$14,974).

JLARC's 2022 report, *Higher Education Financial Aid Grant Programs and Awards,* recommended how the state could adjust financial aid funding in accordance with student need. Given the relatively short period of time since that review, this report makes no additional recommendations related to student financial aid.

#### Virginia institutions still cost more to attend than the national average

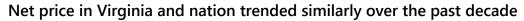
Virginia's public four-year institutions have, on average, historically charged more than public institutions in other states (sidebar). The generally strong reputation of the state's institutions leads to a perception of "high cost, but high quality."

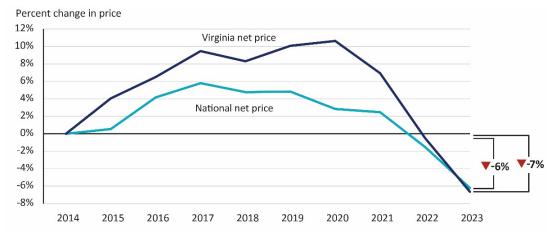
Despite the declines in published price and net price noted previously, Virginia's institutions still charged more, on average, than public four-year institutions in other states in 2022–23. For example, compared to the national average:

- the *published price* across Virginia's institutions was about 9 percent higher than public institutions nationwide (\$26,518 vs. \$24,340), though four institutions (Norfolk State, Radford, UVA-Wise, and Virginia State) had a lower total published price than the national average, and
- the *net price* for an in-state, undergraduate student across Virginia's institutions was about 21 percent higher than public institutions nationwide.

The recent decrease in net price for Virginia institutions is similar to nationwide trends. In both FY22 and FY23, the net price for in-state undergraduates in Virginia and nationally was lower than it was a decade ago (inflation-adjusted) (Figure 2-5).

#### FIGURE 2-5





SOURCE: JLARC analysis of State Council of Higher Education for Virginia public data reports on tuition and fees and aid, and College Board Trends in College Pricing Report, FY14 to FY23. Inflation-adjusted to 2023 dollars. NOTE: Represents prices for a full-time, in-state undergraduate student living on campus. Includes students who did not receive federal, state, or institutional aid.

Partially because of this higher net price, Virginia students also borrow more on average than students in other states. As noted above, the average debt of students graduating from Virginia higher education institutions with a bachelor's degree has been about \$30,000. The average debt level nationally is about \$27,000. Additionally, almost all Virginia institutions had a higher proportion of bachelor's degree recipients who borrowed than the national average of 50 percent in FY22 (Appendix F). Chapter 2: Student Costs

# 3 Trends in Higher Education Spending and Staffing

As noted in Chapter 1, one important indicator of cost efficiency is how institutional spending has changed over time. Spending that grows faster than inflation, absent other factors, can point to potential inefficiencies that may need to be addressed. Understanding spending trends of different functions is also useful. Spending growth in core or mission-critical functions, such as instruction, may be less concerning than growth in functions less directly connected to the mission of higher education, such as institutional support and auxiliary functions like athletics.

Another related indicator of cost efficiency is how institutional spending per student has changed. During periods of enrollment growth, spending often increases overall but declines on a per student basis—implying cost efficiency through larger scale operations. During periods of enrollment decline, if spending is not reduced, which can be difficult given fixed costs related to facilities and tenured faculty, spending per student often increases.

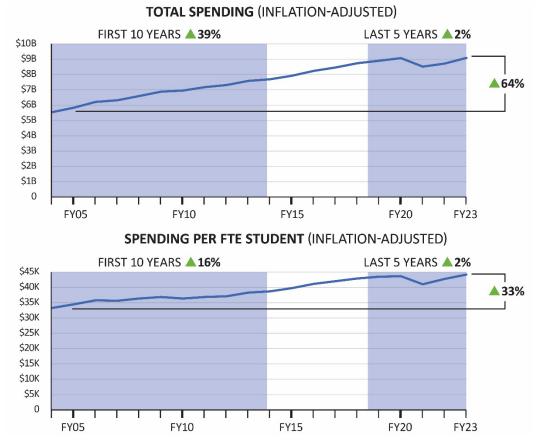
Changes over time in staffing levels and spending on staffing are also efficiency indicators. Growth in staff positions that are less directly related to higher education's core mission may be concerning from an efficiency perspective. Alternatively, reductions in staff in certain functions, such as administrative roles, may represent efficiencies gained through greater reliance on information technology or improved or eliminated processes.

#### Growth in institutions' spending has been above national average but has slowed in recent years

Virginia institutions' spending, on average, has grown consistently over the past 20 years but has moderated in recent years. Total spending by Virginia's 15 public fouryear institutions increased 64 percent (adjusted for inflation) over the past 20 years. This was greater than the national average for public four-year institutions during that time period, which was 50 percent. However, spending in FY23 was just 2 percent higher than FY19 levels (Figure 3-1). This moderation in inflation-adjusted spending is largely because of a one-time decrease in overall spending, related to the pandemic, and high inflation rates in 2022 and 2023. Though spending growth has moderated, growth has been trending up again since the pandemic. The growth rate increase during the last two years is similar to the rate increase during earlier periods of growth.

Spending across all institutions per student has generally followed a similar pattern to overall spending. Virginia institutions' spending per student grew 33 percent over the past 20 years when accounting for enrollment growth during that time period. This is

slightly higher than the national average, a 28 percent increase per student. As with total spending, spending per FTE student has moderated in recent years, increasing by slightly less than 2 percent from FY19 to FY23 (Figure 3-1).



#### FIGURE 3-1 Institutional spending growth has moderated during the last 5 years

SOURCE: Operating spending data for William & Mary, Norfolk State, UVA, and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation-adjusted to 2023 dollars.

NOTE: Excludes UVA and VCU hospital spending. FY08 spending is an estimate based on FY07 and FY09 spending because of a data reporting irregularity for FY08. Research spending included; total research spending grew 30 percent from FY04 to FY23.

# Instruction made up largest portion of spending growth over past decade

Institutions' **capital and debt service spending** is detailed in Appendix I. Collectively, public institutions' total operating spending growth over the last decade was driven mostly by more spending on instruction—the core mission of higher education. Institutional support, scholarships/financial aid, research, and academic support also drove spending growth over the last decade (sidebar). Together, these five spending categories accounted for about 80 percent of institutions' spending

growth—about \$800 million of \$1 billion—from FY14 to FY23 (Figure 3-2). Statewide spending growth during the 10-year period was about 14 percent overall and about 11 percent per student.

Instruction is the primary mission of higher education in Virginia, meaning spending growth in this category is less concerning than in other areas. Instructional spending grew at a relatively modest 10 percent overall from FY14 to FY23, but instruction is institutions' largest spending area (\$2.5 billion). Consequently, even modest growth equates to a large dollar amount (\$236 million) that made up about one-quarter of overall spending growth.

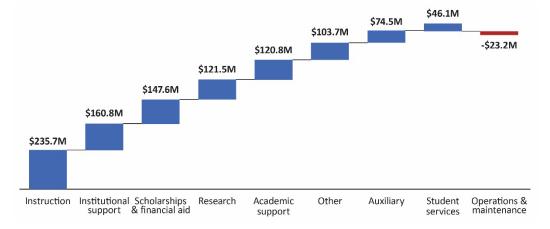
While research may not directly benefit all undergraduate students, it has academic and In FY23, about one-third economic benefits. Growth in spending on research directly funded by the institution ("institutional research") was concentrated at four large research institutions and was the fourth largest area of spending growth (sidebar). Institutional research grew by \$122 million, accounting for about 12 percent of overall growth. Externally funded research (e.g., sponsored research) also grew substantially during this time period (\$199 million), but this amount is not included in Figure 3-2 because it does not affect student costs.

For this section of the report, spending growth includes only research funded by institutions. Externally funded research has been excluded.

of research spending (\$524 million) was funded by institutions using a variety of revenue sources. The other two-thirds of research spending (~\$1 billon) was funded by external sources such as the federal government-referred to as sponsored research.

#### FIGURE 3-2

Instruction has been the largest driver of spending growth (FY14–FY23)



SOURCE: Operating spending data for William & Mary, Norfolk State, UVA, and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). National Science Foundation Higher Education Research and Development Survey. Inflation adjusted to 2023 dollars.

NOTE: Research spending includes research funded by the institution and excludes research funded by external sources; proportion of institutional research spending statewide is estimated using data from the National Science Foundation Higher Education Research and Development Survey for FY22. Scholarships and student aid spending represent what is reported as part of institutional operating spending in annual financial report or Cardinal; may exclude federal and state sources of aid. See Appendix D for definitions of the types of activities included in spending categories.

Two support functions, institutional and academic support, were also among the largest areas of spending growth statewide from FY14 to FY23. Spending growth in support functions is of greater concern when evaluating efficiency since these activities are not directly part of the institutions' core mission of instruction and research. Institutional support includes spending on staff and services that generally support the entire institution, such as executive management, fiscal services, public relations, and information technology. Spending on institutional support grew \$161 million over the past decade, accounting for 16 percent of total spending growth. Academic support includes spending for libraries, museums, and galleries; academic administration; personnel development; and course and curriculum development. Academic support spending grew \$121 million, accounting for 12 percent of total growth.

Institutions also increased spending on scholarships and financial aid, which was the third largest driver of overall spending growth over the past decade (\$148 million and 15 percent of overall growth). This spending, though, *reduces* costs to students who receive aid but can increase costs for students who do not receive aid.

Inflation-adjusted spending on auxiliary functions—such as dining, housing, intercollegiate athletics, and recreation—moderated significantly over the past decade. Spending increased \$75 million from FY14 to FY23 (6 percent). A previous JLARC study found that spending on auxiliaries more than doubled from FY02–FY12. Auxiliaries are usually funded by revenue from housing, dining, or fees specific to campus functions and activities (i.e., parking, recreation, or student organizations) and, therefore, are a direct cost to students.

A majority of total spending growth occurred at Virginia's largest institutions. Four institutions accounted for 77 percent (\$758 million) of inflation-adjusted spending growth statewide from FY14 to FY23—UVA, Virginia Tech, GMU, and VCU. Three institutions *decreased* their inflation-adjusted spending during that time—Longwood, Radford, and Mary Washington. Appendix G provides additional information about institutions' spending levels over the past decade.

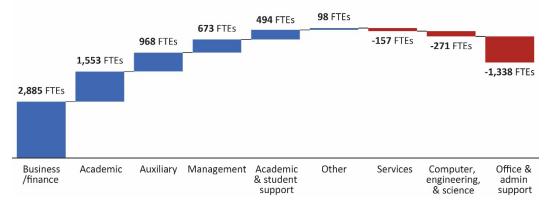
# Staffing grew most in business/finance and academic positions and at large institutions

Staffing is the largest expense for Virginia institutions. Personnel spending—including staff salaries, wages, and benefits—makes up 60 percent of total institutional spending. Personnel costs vary across functions, ranging from 36 percent of auxiliary spending to 85 percent of instructional spending.

Personnel spending has been the majority of total spending growth over the past decade. From FY14 to FY23, personnel spending grew by \$680 million (15 percent), adjusted for inflation. As a proportion, this accounts for 57 percent of total spending growth during that time. In contrast non-personnel spending grew by \$518 million (17 percent). Growth in personnel spending comes mostly from increased staff at institutions and salary increases granted to all state employees. These two drivers accounted for over three-quarters of personnel spending growth from FY14 to FY23. Other contributing factors include any salary increases in addition to statewide raises and higher employee benefits costs.

Statewide, total staffing at higher education institutions increased 12 percent (~4,900 FTE employees) from FY14 to FY23, or about 9 percent per student. The greatest growth was 2,885 staff in business and finance, followed by 1,553 staff in academic occupations (i.e., instruction or research) (Figure 3-3). Proportionally, the growth in business and finance staff was greatest, as the number of employees in this category more than doubled from FY14 to FY23. The additional types of business and finance positions varied across institutions, but most commonly included compliance monitoring, financial management, and human resources positions. Institutions reported increased operational requirements and greater emphasis on staff recruitment and retention as factors contributing to those increases (Chapter 5). The number of academic positions increased about 10 percent.

Institutions collectively decreased office and administrative staff over the last decade. Together, institutions have about 1,300 fewer office and administrative support staff than in FY14. Clerical, secretarial, and administrative assistant positions were the most common types of office and administrative support staff that decreased over the period.



#### FIGURE 3-3 Majority of staffing growth occurred in business and finance from FY14 to FY23

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System (IPEDS) staffing data, FY 14-23.

NOTE: Academic occupations include instructional, research, and public service staff. Auxiliary occupations include community service, legal, arts, and media positions.

As with total spending growth across institutions, staffing growth was concentrated at a subset of institutions. Nearly all staffing growth between FY14 and FY23 occurred at the four largest institutions. UVA (1,759 staff), Virginia Tech (1,109), GMU (845), and VCU (603) added about 4,300 staff combined during the past 10 years. Three of

these four institutions—UVA, Virginia Tech, and GMU—also increased enrollment during that time period. In contrast, four institutions—UVA-Wise, Longwood, Virginia State, and Mary Washington—decreased staff over the past decade.

Salary growth has largely aligned with statewide raises and inflation. The cost of employee salaries has been the other key driver of personnel spending. Median salaries grew across Virginia's institutions between FY14 and FY23 by a median of 29 percent. During this period, cumulative statewide raises were 22 percent, and inflation was 28 percent.

### 4 Comparing Virginia Institutions' Spending to Similar Schools Nationwide

Another useful indicator of spending efficiency is the comparison of institutional spending to other similar institutions. If an institution spends more than similar institutions, there may be opportunities to gain efficiencies. Spending levels vary greatly, though, depending on an institution's size and characteristics.

To compare spending at Virginia's public four-year institutions to all public four-year institutions nationwide, JLARC staff used regression modeling that controls for approximately a dozen characteristics about each institution and its student population. This analysis allows comparisons of Virginia institutions to all similar institutions nationwide (Appendix H) (sidebar).

# Virginia institutions tend to have characteristics that contribute to higher spending

Virginia institutions tend to have characteristics that lead to higher spending, so it is critical to control for these when comparing Virginia institutions' spending to other institutions nationally. Without controlling for these characteristics, Virginia's spending would look misleadingly high compared with institutions in other states. For example, compared with public institutions in other states, Virginia's institutions tend to:

- conduct more research and research-supporting activities;
- have more residential campuses; and
- offer higher level degrees (i.e., more institutions offer degrees beyond the undergraduate level).

Based on their characteristics, Virginia institutions would be expected to spend more per FTE student, according to JLARC's regression modeling. Of course, actual institutional spending may differ from the model because of intentional decisions (e.g., spending more or less on faculty) or as a result of factors that cannot be measured by the model.

# Majority of Virginia institutions spend about the same or less than similar institutions nationwide

After controlling for factors that can affect spending levels, 10 of Virginia's institutions spend about the same as or less than hundreds of similar institutions nationwide (Fig-

JLARC staff used regression modeling to compare institutions nationally based on several factors, including Carnegie classification; proportion of students who receive Pell grants and live on campus; and whether the institution is an HBCU. See Appendix H for more information. JLARC staff used data from the National Center for Education Statistics' Integrated Postsecondary Education Data System (IPEDS) data set for this analysis. Higher education institutions submit this data annually, but it takes up to 18 months to process the data for public use. As of this report, data was available through FY22. ure 4-1) (sidebar). These results suggest Virginia institutions' spending levels are generally not excessive or unreasonable. However, it does not mean these institutions could not reduce spending through greater efficiencies.

Three institutions (UVA, William & Mary, and Longwood) spend more than similar institutions, and UVA-Wise spends much more than similar institutions.

Additional analysis was needed to determine why these schools spend more:

- UVA-Wise, a small school in rural Virginia, received substantial funding from the state in recent years for growth and expanded academic offerings and student support; this has led to higher spending than comparable institutions.
- Longwood's spending on auxiliary functions, such as athletics and housing, accounts for the entirety of the difference in its spending with similar institutions.
- William & Mary's spending on auxiliaries and instruction accounts for the largest portion of the difference in spending compared with similar institutions. In addition, spending on the Virginia Institute of Marine Science slightly inflates William & Mary's spending per FTE compared with similar institutions for this analysis.
- UVA's research and institutional support account for most of the difference in spending relative to similar institutions. UVA also has access to substantial endowment income.

Some of these functional spending areas are addressed in Chapter 5, which provides more detail about each institution's spending levels.

#### FIGURE 4-1

### Majority of Virginia institutions spend less than or about the same per FTE student as similar institutions nationwide

	GMU (-11%)JMU (-14%)VT (-16%)ODU (-21%)UMW (-23%)VCU (-30%)	CNU (0%) NSU (-1%) RU (-3%) VSU (-4%)	LU (+13%) W&M (+9%) UVA (+6%)	<b>UVAW</b> (+42%)
MUCH LOWER	LOWER	ABOUT THE SAME	HIGHER	MUCH HIGHER

SOURCE: JLARC analysis of NCES IPEDS data, FY22. FY22 is the most recently available IPEDS data as of this report. NOTE: Spending measured on a per full-time equivalent student basis. Per FTE student spending was calculated by dividing the total spending in seven categories (academic support services, instruction, institutional support, public service, research, and student services) by the number of FTE students from the National Center for Education Statistics Integrated Postsecondary Education Data System (IPEDS). Virginia Military Institute's is excluded from analysis because it has few comparable institutions nationwide.

Institutions that spend the same as or less than similar institutions account for a majority of student enrollment statewide. Those 10 institutions accounted for 79 percent of overall student enrollment statewide in academic year 2022–23.

In addition, Virginia institutions' spending *growth* over time has generally been in line with comparable higher education institutions nationwide. JLARC analyzed spending growth per student from FY13 to FY22, comparing Virginia institutions to hundreds of similar institutions nationwide. At 10 Virginia institutions, spending per FTE student grew less than or about the same as similar institutions during this period. This indicates that a majority of Virginia institutions have been able to control spending growth over the past decade more effectively than similar institutions nationwide. At four institutions—JMU, Virginia Tech, UVA-Wise, and Longwood—per FTE student spending grew more than similar institutions. However, despite growing faster than similar institutions, JMU and Virginia Tech still spent less than expected in FY22 when compared to similar institutions nationally.

Chapter 4: Comparing Virginia Institutions' Spending to Similar Schools Nationwide

## Spending Drivers at Virginia's Institutions of Higher Education

Instruction, non-academic functions, and student aid account for the greatest amount of spending growth statewide in the past 10 years (Chapter 3), but spending growth drivers vary among institutions. Understanding institutions' spending drivers is the first step in further controlling spending, which has the potential to lower student costs.

Spending growth in some categories is more concerning than others at higher education institutions. Increased spending on instruction can be beneficial if it improves the quality of instruction through initiatives such as smaller class sizes, additional tutoring, higher quality faculty, or additional degree offerings in high demand disciplines. Likewise, growth in scholarship and student aid spending increases affordability for students who receive the aid. Spending on research is often largely funded through external sources, such as the federal government, and does not always directly affect student costs. Conversely, non-instructional functions such as administrative and support staff, auxiliary enterprises such as student housing, or institution-funded research, are areas where efficiencies may be found. Reducing spending in these areas could have the potential to reduce student costs without having an adverse impact on student learning.

### Spending per student grew at all institutions with declining enrollment

Spending levels that remain constant or increase as enrollment declines result in reduced spending efficiency-as measured in higher spending per student-and can result in higher costs to students. Higher spending per student over time means that an year institutions has institution may have to raise tuition, fees, and/or room and board to generate additional revenue from students unless it is able to draw revenue from another source (e.g., state appropriations, gifts, or grants).

Many Virginia institutions are spending more per student than they were 10 years ago because of declining enrollment (sidebar). Declining enrollment, rather than increased spending, has been the primary driver of less efficient spending per student at most Virginia institutions. Institutions have fixed costs, such as facilities, that do not decrease when student enrollment drops. Ten institutions saw enrollment declines from FY14 to FY23.

The three institutions with declining enrollment that had the highest rates of increased spending per student were UVA-Wise, Norfolk State, and Virginia State, increasing 69 percent, 53 percent, and 38 percent respectively (Figure 5-1). This is the result of relatively higher growth in overall spending combined with an enrollment decline. The change in spending per student equates to approximately \$16,000 more in per student

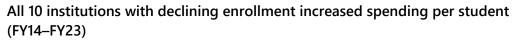
Growth in enrollment at Virginia's 15 public fourslowed during the past decade. Enrollment increased at all 15 institutions from FY04 to FY13, but 10 of 15 institutions had an enrollment decline from FY14 to FY23.

Research spending can be excluded from calculating institutional spending growth because a majority of research spending is funded by external sources rather than institutional funds. For the six high research institutions, this modestly changes 10-year growth rates. For example, UVA's total spending grew by 29 percent and per student spending grew by 15 percent when excluding research, compared to 30 percent and 16 percent respectively when research is included.

spending in FY23 compared to FY14 at UVA-Wise and Norfolk State, and an additional \$12,000 per student at Virginia State.

Four institutions—Christopher Newport, VMI, VCU, and ODU—had relatively modest increases in total spending, ranging from 8 percent to 11 percent over 10 years, but became proportionally less efficient per student because of declining enrollment. Spending per student increased at those four institutions by 17 percent to 26 percent from FY14 to FY23 (sidebar). In terms of dollars, that equates to an increase of an additional \$5,000 per student at ODU to \$11,800 at VMI per student over 10 years.

#### FIGURE 5-1



Spending change per student	e	Total spending change 📃 Enrollment change 📃						
	69%	UVAW	-17%		40%			
5	53%	NSU	-13%		33%			
38%		VSU	-19%	13%				
31%		RU	-5%					
26%		CNU	-14%	8%				
24%		UMW	-24%					
22%		VMI	-11%	9%				
20%		ODU	-8%	11%				
17%		VCU	-6%	9%				
11%		LU	-6% -15%					

SOURCE: Operating spending data for Norfolk State and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation adjusted to 2023 dollars. State Council of Higher Education Annualized Student FTE by Student Level Group report. All spending categories are included; see sidebar on this page for additional information about research spending.

Three institutions—Longwood, Mary Washington, and Radford—*reduced* total spending over the 10-year period but still spent more per student because enrollment declined at a proportionally higher rate.

Institutions with growing enrollment tended to maintain or reduce spending per student. Four of five institutions with enrollment growth had a proportional amount of spending growth, resulting in relatively stable spending per student over the past decade (Figure 5-2). Overall spending at JMU (\$588), William & Mary (\$824), and GMU (-\$205), changed modestly over the decade when measured per student, and Virginia Tech had a meaningful decrease of \$2,400. Only UVA's spending growth outpaced its enrollment.

#### FIGURE 5-2

## Institutions with enrollment growth (other than UVA) had stable or declining per student spending (FY14-FY23)

	Spending change per student		Total spending change Enrollment change
	16%	UVA	12%
	2%	JMU	9% 7%
	2%	W&M	15% 13%
-1%		GMU	19% 20%
-5%		VT	16% 22%

SOURCE: Operating spending data for William & Mary and University of Virginia (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation adjusted to 2023 dollars. State Council of Higher Education Annualized Student FTE by Student Level Group report. All spending categories are included; see sidebar on page 28 for additional information about research spending.

Spending growth at Virginia institutions has not necessarily resulted in higher costs for students. Over the past 10 years, the average net price paid by students decreased at a majority of institutions (Chapter 2). The net price students paid decreased at seven of the 10 institutions with declining enrollment, by an average of 16 percent. Greater state appropriations and increased spending on student scholarships and financial aid are primary factors offsetting increases in student costs relative to rising institutional spending per student. In addition, most Virginia institutions with declining enrollment still spend less than similar institutions nationwide despite increased per student spending (Chapter 4).

Five institutions with declining enrollment between FY14 and FY23 experienced an increase in enrollment in FY24, which could lead to improved spending efficiency per student in future years. Most notably, UVA-Wise and Norfolk State increased enrollment by 9 percent and 5 percent respectively in FY24 when compared to the prior year. Virginia Military Institute and Virginia State University increased enrollment by about 3 percent from FY23 to FY24, and VCU and Longwood increased enrollment by 1 percent.

### Non-instructional spending and scholarships/ student aid were most common spending drivers

Non-instructional functions and scholarships and student aid were the most frequent spending drivers across institutions (Table 5-1). For this chapter, a particular category is considered a spending driver when both total spending *and* per student spending in that category increased by a meaningful extent, after adjusting for inflation (i.e., at least 5 percent over 10 years). Increases in both measures indicate that spending growth is outpacing student enrollment growth, and therefore, spending efficiency is decreasing. Higher spending is not a spending driver when it grows more slowly than enrollment because this results in improved cost efficiency through lower spending per student. Similarly, when overall spending decreases or stays the same, but enrollment declines, the higher spending per student results from declining enrollment rather than increased spending.

#### TABLE 5-1

aid most often drove spending increases (FY14–FY23)										
	Spen	ding		Non-instruc-			Institution-			
	Per student	Total	Instruction	tional functions	Auxiliary enterprises	Scholarships & aid	funded research			
UVA-W	69%	40%	√	√	enterprises	√ dia	research			
NSU	53	33	~	√	✓	√				
VSU	38	13		$\checkmark$	$\checkmark$	$\checkmark$				
RU	31	-5								
CNU	26	8		✓		✓				
UMW	24	-5				✓				
VMI	22	9	✓		✓	√				
ODU	20	11			✓	√				
VCU	17	9		√		√	$\checkmark$			
UVA	16	30	~	✓	✓	✓				
LU	11	-6			✓					
W&M	2	15				√				
JMU	2	9				✓				
GMU	-1	19		√						
VT	-5	16	~			$\checkmark$				

Non-instructional functions, auxiliary enterprises, and scholarships and student aid most often drove spending increases (FY14–FY23)

SOURCE: Operating spending data for William & Mary, Norfolk State, UVA, and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation adjusted to 2023 dollars. State Council of Higher Education Annualized Student FTE by Student Level Group report. All spending categories are included in calculations total spending and per student spending change; see sidebar on page 28 for additional information about research spending. National Science Foundation Higher Education Research and Development (HERD) Survey data to calculate institutions' spending and spending growth on institution-funded research (FY13—FY22). See Figure 5-6 for note detailing George Mason University scholarships & aid.

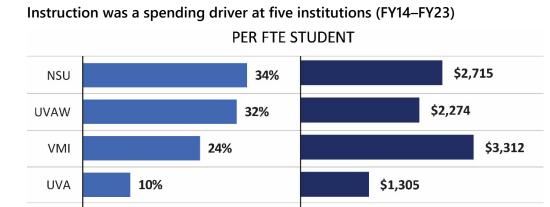
#### Instruction was a spending driver at five institutions

FIGURE 5-3

VT

5%

Instruction was a spending driver at five institutions from FY14 to FY23. Instructional spending grew between 5 and 34 percent per student at UVA, Virginia Military Institute, UVA-Wise, Norfolk State, and Virginia Tech (sidebar) (Figure 5-3). In dollar terms, the growth ranges from about \$600 per student at Virginia Tech to \$3,300 per student at Virginia Military Institute.



Instruction includes spending related to teaching, such as professors, academic tutors, and educational technology. In FY23, instruction accounted for 28 percent of spending statewide (\$2.5 billion).

Spending on instruction grew 10 percent (\$236 million) statewide from FY14 to FY23 (inflation adjusted).

SOURCE: Operating spending data for William & Mary, Norfolk State, UVA, and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation adjusted to 2023 dollars. State Council of Higher Education Annualized Student FTE by Student Level Group report.

\$605

Instruction spending increases were driven by new degree programs and schools, increases in the number of faculty, and new instructional technology. Some of the examples provided by staff at the institutions include:

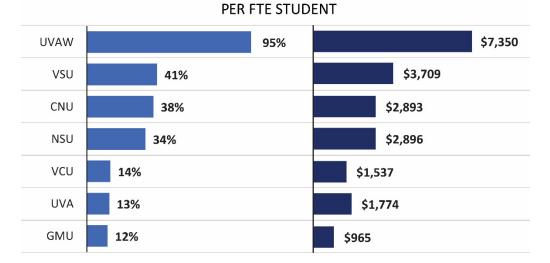
- Norfolk State cited the opening of its School of Public Health and nine new academic programs.
- UVA-Wise cited the addition of two new undergraduate programs and a new partnership with the UVA School of Nursing to offer advanced degrees.
- UVA staff cited additional degree offerings in the STEM and education fields and increased offerings of graduate degrees and certificates to address workforce demands. In addition, UVA increased faculty 6 percent since 2018 to meet these demands, according to staff.
- Virginia Military Institute added 25 additional faculty positions (21 percent increase) in response to a workload study that identified the need to hire additional faculty members.

Non-academic functions include institutional support, academic support, student services, and operations and maintenance of campus facilities. Together, these accounted for 25 percent (\$2.2 billion) in spending statewide in FY23.

Spending on non-academic functions grew 16 percent (\$304 million) statewide from FY14 to FY23 (inflation adjusted). • Most institutions statewide cited undertaking academic technology improvements for remote learning during the pandemic.

## Non-instructional spending is growing at seven institutions, driven by increased staffing levels

Non-instructional functions were a spending driver at seven institutions from FY14 to FY23 (sidebar) (Figure 5-4). UVA-Wise had the greatest spending increase per student (95 percent). The increase in non-instructional spending ranged from about \$1,000 to \$7,400 per student across the seven institutions.



#### FIGURE 5-4 Non-instructional spending increased at seven institutions (FY14–FY23)

SOURCE: Operating spending data for William & Mary, Norfolk State, UVA, and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation adjusted to 2023 dollars. State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Non-instructional spending includes institutional support, academic support, student services, and operations and maintenance.

**Personnel spending** accounts for about 70 percent of total spending in non-academic functions. Personnel spending was the primary driver of spending growth in non-instructional functions at most institutions, accounting for at least two-thirds of the spending growth at five of the seven institutions—Christopher Newport, GMU, Norfolk State, UVA, and VCU (sidebar). The number of non-instructional staff grew between 5 and 19 percent at those five institutions (Table 5-2). Business and finance staff was the fastest growing staffing category at these institutions, increasing by around 1,200 positions in total, or 94 percent, from FY14 to FY23. Academic support and student services staffing had the next highest growth rates.

Hiring more staff, rather than salary increases, was the primary factor contributing to increased personnel spending on non-instructional functions, except at GMU and VCU. Salaries for non-instructional staff at most institutions generally kept pace with

statewide raises and inflation, and therefore were not a driver of spending growth that exceeded inflation. However, GMU's and VCU's non-instructional salaries grew by 21 percent and 22 percent, respectively, from FY19 to FY23, which exceeded statewide raises (15 percent) and inflation (19 percent) during the same period. GMU indicated that salary level growth is part of an intentional effort to align its salaries with other institutions and better account for the cost of living in Northern Virginia. VCU also indicated its efforts over the past decade to hire a more skilled workforce and to maintain competitive pay contributed to personnel spending growth.

#### TABLE 5-2

Staffing levels increased at five institutions with non-instructional spending growth (FY14–FY23)

	Change in total non-	instructional sta	ff
Institution	#	%	Largest categories of staffing growth
			Business and finance: +610 (160%)
UVA	1,071	19	Management: +604 (76%)
			Computer, engineering and science: +221 (16%)
NSU	113	18	Academic support and student services: +95 (186%)
INSU 113 18		10	Management: +69 (57%)
			Academic support and student services: +121 (50%)
GMU	GMU 253 11		Business and finance: +93 (18%)
			Management: +41 (16%)
			Healthcare: +208 (132%)
VCU	269	9	Academic support and student services: +201 (101%)
			Management, business, and finance: +346 (41%)
CNU 29 5		5	Business and finance: +31 (91%)
		C	Service occupations: +20 (10%)

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System (IPEDS) staffing data, FY14–FY23.

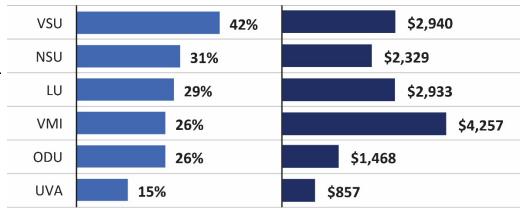
Non-personnel spending was the primary cause of spending growth in non-instructional functions at Virginia State and UVA-Wise. Virginia State cited enhancing IT systems and acquiring technology as examples of increased non-instructional spending. UVA-Wise offered examples such as additional investments in student experiences through clubs, organizations, and living/learning communities as part of a broader effort to improve recruitment and retention. Furthermore, UVA-Wise established its Early Learning Center to provide childcare for employees, students, and the community.

Increased operational requirements for higher education institutions were also commonly cited as drivers for non-instructional staffing and spending growth over the past decade. These requirements relate to increased federal and state compliance obligations related to financial reporting, student admissions and financial assistance reporting, equal opportunities and civil rights operations, and safety and security. For example, UVA quantified the impact of a subset of these new responsibilities and reported that they resulted in at least an additional 17 FTEs.

#### Housing, athletics, dining services, and student health services drove auxiliary spending growth, but growth has stopped in recent years

Auxiliary spending was a spending driver at six institutions from FY14 to FY23 (Figure 5-5) (sidebar). Virginia State had the largest per student spending growth on auxiliaries, rising 42 percent. Spending growth per student ranged from just under \$900 at UVA to nearly \$4,200 at Virginia Military Institute over the past decade.

#### FIGURE 5-5 Auxiliary spending grew at six institutions (FY14-FY23) PER FTE STUDENT



SOURCE: Operating spending data for William & Mary, Norfolk State, UVA, and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation adjusted to 2023 dollars. State Council of Higher Education Annualized Student FTE by Student Level Group report.

Student housing, athletics, dining, and student health services most commonly drove higher spending on auxiliaries from FY14 to FY23. Some examples include:

- Residential facilities meaningfully contributed to auxiliary spending growth at Longwood, ODU, Norfolk State, and Virginia State. Norfolk State and Virginia State reported that more students choosing to live on campus raised overall spending. For example, Virginia State built temporary living structures and leased space from Richard Bland College to house additional students, both of which increased costs. Both Longwood and Norfolk State made improvements to existing residential facilities during this period.
- At UVA and ODU, growth in athletics spending accounted for a large share of the growth in auxiliary spending. UVA indicated that growth in athletics spending was primarily a result of the demolition of a campus arena (University Hall) and spending on deferred maintenance costs.
- Dining operations contributed to auxiliary spending at Virginia Military Institute and Longwood. Virginia Military Institute cited a 31 percent increase in

Auxiliary spending includes housing, athletics, dining, student activities, and other functions funded by fees and university revenue. In FY23, auxiliaries accounted for 16 percent (\$1.4 billion) of institutional spending statewide.

Auxiliary spending grew by 6 percent (\$74 million) statewide from FY14 to FY23 (inflation adjusted). its dining services contract that covers food costs and labor for dining hall operations. Similarly, Longwood cited rising food prices as a contributing factor.

UVA established a new student health center and expanded student health services. Longwood contracted with a management partner to operate its health center because of the need to provide students and staff with on-campus healthcare services because of a shortage in outside healthcare services in the region.

All auxiliary spending growth occurred in the first half of the decade from FY14 to FY23 at all six institutions and stopped in recent years. In general, the change in spending per student ranges from zero to a decrease of 5 percent in the past five to six years.

#### Scholarships and financial aid were a spending driver at most institutions, but also help to improve affordability for many students

Scholarship and financial aid spending is unique among spending drivers because it improves affordability for students who receive it. However, it does represent an expenditure of institutional funds and contributes to increased costs for students who do not receive scholarships or financial aid from the institution (sidebar).

Scholarships and financial aid were a spending driver at 12 institutions from FY14 to ship and financial aid FY23 (Figure 5-6). The increase ranged from about \$300 per student at ODU to \$3,300 per student at Norfolk State compared to 10 years ago. The increase in scholarship and financial aid spending was substantial at several institutions. Four institu- expenditures. This extions-Mary Washington, Virginia State, Virginia Tech, and Norfolk State-more than cludes federal, state, and doubled their spending on scholarships and financial aid per student over the past decade.

In FY23, scholarships and financial aid accounted for about 5 percent (~\$450 million) of institutional spending statewide.

Total spending on scholarships and financial aid grew 48 percent (\$147 million) statewide from FY14 to FY23 (inflation adjusted).

For this analysis, scholarspending includes aid funded by the institution as part of its operating privately funded aid.

#### FIGURE 5-6 Scholarship and financial aid spending per student increased at most institutions (FY14 to FY23)

PER FTE STUDENT

UMW	482%	\$1,121
VSU	351%	\$2,676
NSU	135%	\$3,333
CNU	111%	\$633
VCU	105%	\$1,534
UVAW	91%	\$1,439
VT	90%	\$441
JMU	60%	\$378
W&M	43%	\$1,703
VMI	41%	\$306
UVA	35%	\$1,429
ODU	26%	\$312

A study by VCU in 2017 showed that students who participate in research are more likely to graduate, graduate on time, pursue graduatelevel programs, and are better prepared to be problem solvers in their career fields.

Combined, Virginia's four largest research institutions —UVA, VCU, GMU, and Virginia Tech—accounted for 91 percent of research spending across Virginia's public four-year institutions in FY22.

JLARC staff used National Science Foundation Higher Education Research and Development (HERD) Survey data to calculate spending and spending growth on institutionally and externally funded research.

The time-period for this analysis is the 10-year period from FY13 to FY22 because the FY22 survey is the most recent available data at the time of this report. SOURCE: Operating spending data for William & Mary, Norfolk State, UVA, and UVA-Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation adjusted to 2023 dollars. State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Includes only scholarship and student aid spending as reported in operating expenditures. Includes only dollars categorized in the scholarship and financial aid functional area; excludes scholarship and financial aid spending that is categorized under other functional areas such as auxiliary and research. GMU scholarships & aid is excluded because FY23 is not comparable to prior years as a result of a reporting change beginning in FY23 based on National Association of College and University Business Officers (NACUBO) Advisory Report 2023-01.

#### Institution-funded research grew meaningfully at VCU

Research is an integral part of higher education's mission. In addition, research can generate economic activity for the institution's local community or region, produce a public good by generating new knowledge about important topics, and enhance the educational experience of students participating in research (sidebar). Virginia's four largest research institutions account for nearly all research spending statewide (sidebar).

Institution-funded research can also be a driver of spending growth. Two-thirds of research at Virginia's public four-year institutions is funded by *external sources* and is not a direct cost to the institution (sidebar). External research sponsors, such as the federal government or private entities, pay institutions for research costs and reimburse a portion of overhead research costs. However, research conducted by the institution (e.g., departmental research) without an external sponsor represents an expenditure of institutional funds, which can contribute to student costs.

VCU is in the process of building its research capacity, which has increased the amount of its institution-funded research (sidebar). VCU is investing institutional funds in new areas of research and resources (e.g., laboratories and institutes and centers) and has increased its expectations for faculty research. VCU is funding much of these efforts to better position the institution to attract externally sponsored research funding in the future.

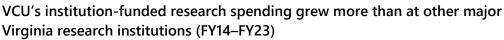
This push has resulted in VCU's institution-funded research spending growing about four times faster than its externally funded research over the past decade. VCU's institution-funded research grew \$125 million from FY13 to FY22, while externally funded research grew \$32 million (adjusted for inflation) (Figure 5-7). VCU's growth in institution-funded research was greater than Virginia's three other largest research institutions during the same period.

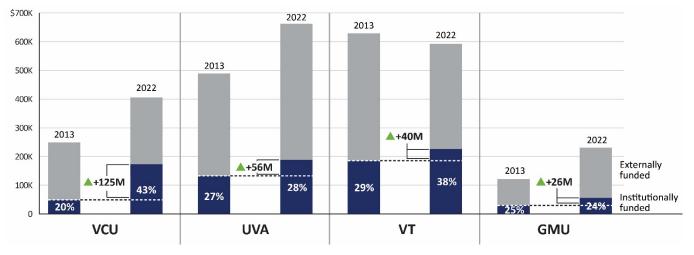
This increase in institution-funded research at VCU resulted in the most growth by far per student compared with other Virginia research institutions, after adjusting for inflation:

- VCU: +\$4,800 per student
- UVA: +\$1,700 per student
- GMU: +\$600 per student
- Virginia Tech: +\$100 per student

By another measure, VCU's institution-funded research comprised 43 percent of overall research spending in FY22, compared with 24 percent at GMU, 28 percent at UVA, and 38 percent at Virginia Tech.

#### FIGURE 5-7





SOURCE: National Science Foundation Higher Education Research and Development (HERD) Survey data FY13 and FY22. Adjusted for inflation to 2022 dollars.

In 2019, with the support of VCU's Board of Visitors, VCU developed a comprehensive strategic research plan to grow its research profile and substantially increase its external research funding.

To date, VCU has moved into the top 50 public research universities as measured by the National Science Foundation (NSF). VCU's institution-funded research has had a meaningful impact on institution and student costs, which may be concerning because VCU is among the institutions that are least able to meet the financials needs of students with a lower ability to pay for higher education. Institution-funded research spending at VCU equaled about \$6,500 per student in FY22, between 38 and 65 percent of which was funded directly by state appropriations, student tuition, or other unrestricted institutional funds, according to VCU staff. Relative to many other Virginia public institutions, VCU students have less ability to pay for higher education, pay higher net prices when they do have greater financial need, and have higher levels of student debt at graduation (Appendix F).

# Institutions' Use of Efficiency Strategies

Research has shown that several efficiency strategies can reduce or control spending increases in higher education. In its 2013 and 2014 higher education series, JLARC's previous recomstaff recommended Virginia institutions implement several of these strategies (sidebar). Since that time, the Appropriation Act has required institutions to continue focusing on efficiency strategies.

Three sources were used to examine whether institutions are implementing efficiency strategies. A data collection instrument was sent to institutions to ask about which spending. efficiency strategies each institution has implemented since 2021 (Appendix K). This served as an update to information SCHEV collected on cost savings measures institutions implemented in years prior to 2021, which was released in its Virginia Cost and Funding Need Study Report (2022). In addition, the Auditor of Public Accounts annually asks institutions to indicate the extent to which they implement efficiency practices recommended in the previous JLARC reports, as required by the Appropriation Act.

### Institutions report implementing multiple efficiency and cost reduction strategies

Higher education institutions reported implementing initiatives to manage or eliminate costs and boost revenue (not from students) in recent years. Institutions most frequently reported implementing efficiency strategies related to institutional support, such as management, finance, IT, and procurement functions, rather than academics. Institutions' most common strategies were process redesigns, organizational changes, and contracts and shared services (Table 6-1). Examples included centralizing administrative functions, outsourcing non-instructional services like mental health services and housing, and implementing new systems to streamline processes and increase staff productivity. Less commonly, institutions reported efficiency efforts related to auxiliaries, academic affairs, and student services operations.

Since 2021, institutions reported efficiencies that resulted in one-time and ongoing savings. Altogether, these efforts produced an estimated \$151 million in one-time and \$46 million in annual ongoing cost savings or newly generated revenue statewide (sidebar). This amount equates to about \$96 million annually in estimated savings during independently validated the period, about 1 percent of annual higher education spending during that time.

mendations in 2013 and 2014 focused on improving efficiency and lowering costs in the areas of academic, non-instructional, and auxiliary

Estimated cost savings and generated revenues were self-reported by Virginia's higher education institutions and not by JLARC.

#### Table 6-1

## Most institutions reported efficiency strategies; greatest financial impact was from procurement and outsourcing efforts

Efficiency strategy	Institutions	Reported efforts	Reported one-time savings/revenue enhancement	Reported ongoing savings/revenue enhancement
Structural or organizational change	13	52	\$15.4 M	\$6.1 M
Process redesign	12	60	3.8	3.2
Procurement and outsourcing	12	46	26.7	3.5
Contracts and shared services	10	40	7.8	3.7
Revenue enhancement	9	29	13.2	8.1
Policy changes	5	9	1.2	0.4
Miscellaneous/other	12	74	82.7	20.5
Total		310	\$151 million	\$46 million

SOURCE: Synthesis of responses to the Cost Efficiency Data Collection submitted to JLARC by institutions (2024).

Procurement and outsourcing, structural or organizational changes, and revenue enhancement efforts accounted for the greatest cost savings. For example:

- VCU reported organizational structure changes that resulted in \$2.6 million in savings from merging academic departments to streamline operations.
- JMU reported \$8.6 million in one-time savings related to procurement from using Virginia Higher Education Procurement Consortium (VHEPC) resources, such as data analytics for strategic contracting, market research, and negotiation assistance.
- GMU acquired income-producing real estate from its component units that are expected to generate an estimated \$5.8 million per year of combined rental income and cost elimination (leased space), while also reducing the outstanding debt and related debt service for the university.

Institutions also reported other non-quantifiable savings and cost avoidance, including those related to saving staff's time and students' reduced time to degree completion.

The majority of the board of visitors members who responded to JLARC's survey reported being satisfied with their institutions' cost savings and efficiency efforts (sidebar). About one-third of respondents believed the greatest areas of opportunity for further cost efficiencies included greater utilization of shared services, procurement initiatives, organizational structure changes, and university professional staffing levels (e.g., management, business, and administrative staff). Efforts related to academic functions, such as faculty workloads, staffing levels, and compensation, were among the least common areas boards of visitors' members indicated had cost efficiency opportunities.

JLARC surveyed members of all 14 of the state's boards of visitors to gather their perspectives on institutions' enrollment, revenue, and spending trends. Responses were received from at least two members of each board of visitors and 54 percent of all members.

### Some institutions have not tried to implement efficiencies in areas driving spending growth

While all institutions reported implementing efficiencies, fewer reported doing so in certain functional areas. The two areas least frequently reported were reviewing organ- the average or median izational structure and setting policies/conducting reviews of organizational spans of control (sidebar).

Some, but not all, institutions reported reviewing their organizational structure during the last decade (Table 6-2). Organizational structure reviews can help institutions identify opportunities for reallocating existing staff, reorganizing departments to operate more efficiently, or reducing staffing levels. Organizational structure reviews can be particularly effective at identifying how to be more efficient with having institutional support roles, including business and finance, which was the fastest-growing staffing area statewide during the past decade (Chapter 3). In the past 10 years, 10 institutions reported conducting institution-wide organizational structure reviews, and seven of those institutions implemented organizational changes. The remaining five institutions, though, reported focusing only on specific departments. Three institutions at which non-instructional spending (e.g., support) was a spending driver indicated they have not implemented this strategy—Christopher Newport, GMU, and UVA.

Spans of control refer to number of direct reports per supervisor at an organization.

#### **TABLE 6-2**

#### Institutions are not consistently examining efficiency opportunities previously recommended by JLARC

	CNU	W&M	GMU	JMU	Е	NSN		UMW		VCU	VMI	
Organizational structure: Reviewed institution-wide org. structure <i>and</i> implemented changes (past 10 years)	0	O	0	0	0	•	• •		0		•	
Supervisors & managers: Set policies for and conduct reviews of spans of control and direct reports	•	O	•	•	0	0	0	•	00		0	
<u>Auxiliaries</u> : Assessed ability to raise additional revenue from rec- reation and fitness enterprises to reduce reliance on student fees	•	•	•	•	•	•	0	•	•			)●
Instruction: Conducted an institution-wide academic faculty workload assessment (past 10 years)	•	•	•	•	•	•	• •	•	•		• (	00

SOURCE: Synthesis of responses to JLARC's Cost Efficiency Data Collection Instrument submitted to JLARC by institutions (2024) and Auditor of Public Accounts higher education institutions' audit data (FY23).

NOTE: Virginia State has conducted academic faculty workload assessments for specific departments rather than institution-wide over the past 10 years.

Some, but not all, institutions reported establishing policies related to supervisors and managers. Establishing targets for spans of control can help an institution ensure it is not creating too many management positions relative to non-managerial roles. Periodically reviewing spans of control can help institutions identify when they may have too many managerial staff, which can inform whether changes should be made. This is important because managers tend to receive higher compensation. In addition, managerial staffing is among the fastest-growing position types at Virginia's institutions (Chapter 3). Nine institutions reported they review spans of control at least once every five years. Eight institutions reported establishing policies on the number of direct reports, the minimum number of direct reports per supervisor, and/or circumstances that necessitate a new supervisory position. Two institutions at which non-instructional spending (e.g., support) was a spending driver indicated they have not implemented this strategy—UVA and UVA-Wise.

While most institutions have examined ways to increase auxiliary revenue and lower costs, two with relatively high auxiliary spending have not. Recreation and fitness costs are primarily paid for using non-E&G fees assessed to students and therefore are a direct cost to students. If an institution can generate additional revenue through external sources, such as gym memberships for the public or hosting events, that revenue can help fund recreation and fitness enterprises and reduce student charges. Auxiliary enterprises were a spending driver at the two institutions that indicated they have not implemented this strategy—ODU and Virginia State.

All but two institutions reported undertaking an institution-wide review of faculty levels and workloads, an important effort since instruction makes up such a large portion of institutions' budgets. Such assessments can help an institution determine whether there are opportunities to better optimize faculty workloads, which can reduce the number of faculty positions needed. Alternatively, these assessments can help identify areas in which workloads should be reduced to improve the effectiveness of instruction and/or research. Institutions with declining enrollment, in particular, can benefit from periodically monitoring faculty workloads because instructing fewer students can contribute to the need for fewer faculty over time. Virginia Tech was the only institution that had instructional spending that was a spending driver *and* had not conducted an institution-wide review of faculty levels and workload.

# 7 Managing Spending and Student Costs

Virginia's 15 public four-year higher education institutions are each governed by a board of visitors, as noted in Chapter 1. Boards' decisions ultimately determine spending levels and student costs at the institutions. Several other state entities also have a role in spending efficiency and student costs. The General Assembly appropriates funding, and the governor, education and finance secretariats, Department of Planning and Budget, and SCHEV, each play a role in planning and monitoring institution expenditures. The Auditor of Public Accounts asks institutions to indicate the extent to which they implement efficiency practices as required by the Appropriation Act.

# Monitoring efficiency and student costs is especially important in changing higher education landscape

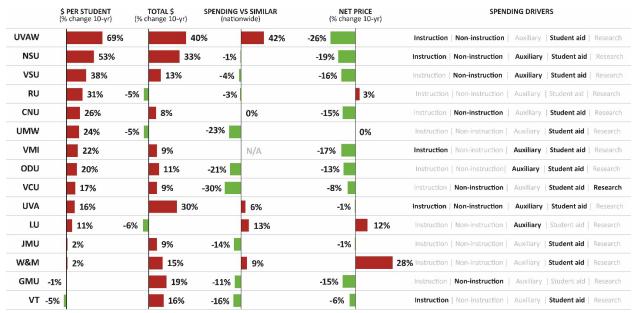
The changing higher education landscape will require efforts by all but the most selective institutions to maximize efficiency, manage spending, and maintain affordability. The companion JLARC report to this review, *Higher Education Institutional Viability*, emphasizes that the higher education landscape is changing. The enrollment shift toward larger and flagship institutions may continue, and demographic projections show institutions will be competing for fewer students in the near future. Moreover, surveys show that families and students are less convinced that a four-year degree is necessary, and affordability continues to be a challenge for many.

# Virginia institutions have implemented efforts to address efficiency and student costs, to varying degrees

Spending efficiency, student costs, and spending relative to peers vary across Virginia institutions (Figure 7-1). Ten institutions are spending more per student than they were a decade ago, with stagnant or declining enrollment being a major factor contributing to that spending growth (Chapter 5). Three of those institutions—Longwood, Mary Washington, and Radford—have reduced overall spending during the 10-year period from FY14 to FY23, and Christopher Newport has demonstrated reduced overall spending in more recent fiscal years. Other institutions, such as Norfolk State, UVA-Wise, and Virginia State, had the largest increase in spending per student, but much of that results from efforts by the General Assembly to fund priorities and expand operations at those institutions. Most Virginia institutions spend less than institutions with similar characteristics in other states, and most have reduced the net price charged to students in recent years.

Institutions' progress toward improving cost efficiency and reducing student costs has been notable, but additional efforts are needed to better align spending levels with student enrollment levels. This is particularly important for institutions where reductions in cost efficiency (e.g., spending per student) persist, partially because of enrollment decline.

#### FIGURE 7-1 Institutions' changes in spending and net price vary, as do each institution's spending drivers (FY14–FY23)



SOURCE: JLARC summary of analysis in Chapters 2, 4, and 5.

NOTE: Change in spending includes all spending categories and represents 10-year period from FY14 to FY23. Inflation adjusted to 2023 dollars.

Improved efficiency in terms of spending per student can also be achieved by **increasing student enrollment**. SCHEV and staff at institutions have identified several strategies for attracting more students. These are detailed in SCHEV's presentation: *Preparing for Future Enrollment Changes: Relevant Findings and Potential Actions (March 2023).*  Efforts to better align institutional operations with current and future enrollment levels will be particularly important because of the enrollment challenges institutions will face (sidebar). Some of the most frequently cited measures to better align operations with enrollment declines are reducing staffing, discontinuing less utilized academic programs, and reducing unused square footage.

Virginia institutions with declining enrollment have made progress implementing strategies to better align institutional operations with stagnant or declining enrollment levels. Examples include:

- Mary Washington (-12 percent), Virginia State (-8 percent), Longwood (-5 percent), and UVA-Wise (-1 percent) have reduced overall staffing levels over the past decade (FY14–FY23).
- Longwood has reduced its academic programs. Mary Washington, Radford, UVA-Wise, and Virginia Military Institute have not reduced how many programs they offer and offer about the same number as a decade ago. VCU has

added more programs but has also implemented a process to analyze degree program productivity to identify underutilized programs (sidebar).

• Longwood, Mary Washington, Radford, UVA-Wise, VCU, and Virginia State reported closing or demolishing various campus buildings, terminating leases for unused or additional space, and/or repurposing existing campus space to better suit current needs. VCU also reported selling various properties. (See Appendix L for a complete list of efforts to reduce campus facilities space by institutions with declining enrollment.)

In addition to efforts to reduce operations, institutions report implementing efficiency strategies that have produced meaningful savings (Chapter 6 and Appendix K).

# Boards could be specifically directed to be attentive to institutional efficiency and student costs

Boards of visitors at Virginia's public higher education institutions have general duties related to institutional efficiency and student costs, such as:

- managing the funds of the institution and approving an annual budget;
- appointing professors and determining their salaries; and
- fixing the rates charged to students for tuition, mandatory fees, and other necessary charges.

In contrast to Virginia, some other states require that higher education boards more directly consider spending efficiency and student costs as part of their duties and responsibilities. For example:

- Minnesota requires higher education boards to prevent waste or unnecessary spending and to use innovative practices to manage state resources.
- Pennsylvania requires higher education boards to make all reasonable policies and procedures to provide higher education at the lowest cost to students.
- When establishing a new fee or increasing an existing fee, Florida requires higher education boards to consider whether operations can be made more efficient and whether resources other than charges to students can be used to cover costs.
- Florida also requires higher education boards to determine whether the financial impact to students from new or increased fees is warranted considering current fees.

Board deliberations in Virginia address student costs when institutional staff ask them to approve an increase to tuition and fees or other student charges, especially during periods of lower general fund appropriations. In addition, since the 2013–14 JLARC higher education report series, the Appropriation Act has included language directing

Some underutilized academic programs can be difficult to eliminate because program faculty perform other roles, such as conducting research or providing general education instruction. In some cases, academic programs cannot be eliminated because they are required as part of an institution's accreditation. boards of visitors to, the extent practicable, require institutions to be attentive to student costs and operational efficiency. As discussed in Chapter 6, institutions have been undertaking many efforts related to this requirement.

Moving forward, it would be beneficial for statute to require boards to specifically consider efficiency and student costs, given the declining interest in higher education and future decline in traditional college-age students. The General Assembly should amend the Code of Virginia to expressly obligate current and future boards of visitors to consider spending efficiency and student costs when managing and approving institutional budgets and setting tuition and fees.

The boards should primarily focus on growing spending areas that are not related to instruction. These areas include, but are not limited to, spending on institution-funded research (Chapter 5), institutional spending and student fees for intercollegiate athletics (Chapter 7 and Appendix J), and staffing levels-particularly non-instructional support staff (Chapters 3, 5, and 6). Boards should continue to have the flexibility to determine how best to do this, but two of the key questions boards should be asking institutional staff are:

- What are institutions doing to prevent unnecessary increases in student costs to fund institution-funded research or intercollegiate athletics?
- How can institutions realize staffing efficiencies, especially in non-instructional functional areas where staffing levels are increasing?

#### **RECOMMENDATION 1**

The General Assembly may wish to consider amending § 23.1-1303 of the Code of Virginia to expressly include in the duties of boards of visitors at public four-year higher education institutions the responsibility to fully consider the impact that policies and decisions in non-instructional areas-such as intercollegiate athletics, institutionfunded research, and staffing levels for non-instructional positions-have on student costs.

#### Six-year planning process can include specific focus on efficiency and student costs

Statute requires each institution's board to develop and submit a sixyear plan. The six-year plan is to be developed amended or affirmed in even-numbered years.

The Code of Virginia sets forth broad purposes for higher education, a subset of which clearly relate to student costs and efficiency. For example, among the "hallmarks" of the state's higher education system are to ensure "affordable access" and a "cost-efficient operation." Strategies cited to "preserve and enhance" cost efficiency include "innovative instructional models," and "optimal use of physical facilities and and updated biennially in instructional resources." This statutory focus on efficiency and student costs was put odd-numbered years and in place during a period of rising enrollment and is arguably more critical moving forward. Statute also establishes a higher education six-year planning process to address overall academics and operations at institutions (sidebar).

The six-year planning process should be augmented for at least those institutions whose spending per student is increasing because of declining enrollment (sidebar). Statute sets forth the specific topics to be addressed in six-year plans broadly relating to academics, financing, and enrollment. Institutions that have become less cost efficient because of declining enrollment should identify in their six-year plans efforts they have already made, or could be made in the future, to improve cost efficiency and/or reduce the scale of institutional operations to better align with long-term enrollment trends. Institutions could also indicate what, if any, impact these actions have had on total spending levels and student costs. There may be circumstances where increased spending per student could be warranted because of intentional investment by the General Assembly or the achievement of certain goals (e.g., a higher tier research institution).

OpSix could determine which institutions are making sufficient progress toward improving cost efficiency or better aligning institution operations with enrollment, and whether any institutions should make additional efforts in these areas (sidebar). Subsequent plans and updated plans may be necessary until sufficient progress has been made toward spending efficiency and operations alignment. This process would be a natural extension of OpSix's recent increased attention to institutional efficiency as part of the six-year planning process and other one-time and ongoing efforts focused on institutional efficiency and viability (sidebar).

#### **RECOMMENDATION 2**

The General Assembly may wish to consider amending § 23.1-306 of the Code of Virginia to require as part of the six-year planning process that institutions experiencing reductions in cost efficiency because of declining enrollment report their efforts to improve efficiency and/or better align operations with enrollment levels by (i) reducing unnecessary staffing, (ii) eliminating low enrollment academic programs, and (iii) reducing facilities' square footage.

#### **RECOMMENDATION 3**

As part of the six-year planning process, OpSix should (i) monitor efficiency efforts and steps taken by institutions to better align operations with enrollment levels and (ii) recommend that updated or subsequent plans identify further efforts to improve spending efficiency or better align operations with enrollment levels when necessary.

# Intercollegiate athletics subsidy continues to be a substantial cost for students at certain institutions

A decade ago, the General Assembly amended the Code of Virginia (§ 23.1-1309) to set limits on the *proportion* of total intercollegiate athletics revenue that could be generated through subsidies from student fees and institutional support. The statute sets maximum percentages of revenue that can be generated by subsidies ranging from 20 percent for NCAA Division I athletics programs affiliated with major conferences to

Statute establishes OpSix membership to include the: staff directors of the House Appropriations Committee and the Senate Finance and Appropriations Committee, the director of the Department of Planning and Budget, the director of SCHEV, the secretary of finance, the secretary of education, or their designees (§23.1-306).

The administration (through the secretary of education, secretary of finance, and SCHEV) contracted with a consultant to create "fact packs," which helped inform the six-year planning process and addressed institutional efficiency and viability by providing visualizations of enrollment and financial data for each of the institutions.

SCHEV is currently working on a process to automate the calculation of key metrics from institutional "fact packs" so those calculations can be produced and reviewed on an ongoing basis. 92 percent for NCAA Division III athletics programs. Since FY14, the proportion of intercollegiate athletics revenue being generated through student fees and institutional support has decreased from 47 percent to 44 percent.

Despite notable progress in controlling institutional support for intercollegiate athletics, revenue levels and spending on intercollegiate athletics continue to increase at some institutions. Overall, intercollegiate athletics revenue has grown from \$477 million to \$577 million (adjusted for inflation) from FY14 to FY23. Growth in overall revenue results from many factors related to the changing landscape of intercollegiate athletics, including higher-value television contracts, additional revenue distributions from athletics conferences, and greater levels of donor funding and sponsorship.

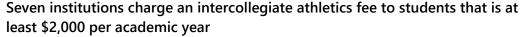
#### Student subsidy to intercollegiate athletics varies widely, but is substantial at certain institutions

to publish an **itemized** breakdown of non-E&G fees charged to students beginning with the 2015-2016 academic year.

Institutions were required All of Virginia's higher education institutions provide revenue to support their intercollegiate athletics programs. Institutional staff point to the benefits of intercollegiate athletics, which include publicity for the institution, alumni engagement and fundraising, and recruitment and retention of students. However, these activities often come at a substantial cost to students and the institution.

> Institutions vary widely in the amount of institutional support provided to intercollegiate athletics and how many students are available at each institution to subsidize the spending. These two factors result in widely varying charges to students. For example, Virginia Tech is charging each student \$437 for its athletics program for the FY24–25 academic year, the lowest amount among institutions. In contrast, VMI is charging each student \$4,064 (Figure 7-2) (sidebar). Some institutions further subsidize athletics through direct institutional support with funding from sources other than intercollegiate athletics fees to students (sidebar) (Appendix J).

#### FIGURE 7-2





SOURCE: State Council of Higher Education for Virginia Full-time Undergraduate Mandatory Non-Educational and General Fees report

# Statute could be amended to focus more directly on student costs related to athletics spending, in addition to subsidy percentage

The 2015 statute that imposed athletic revenue limits has helped to control the proportion of athletics revenue that can be funded through institution subsidies. However, because current statutory maximums are based on a percentage, student fees and institutional funds for collegiate athletics grow as overall athletics revenue grows. For example, total intercollegiate athletics revenue at JMU increased \$11.8 million from FY14 to FY23 (adjusted for inflation). JMU was able to raise the amount of student fees and institutional funds allocated to athletics by \$8.7 million over the period and still meet the statutory limit (sidebar). The same trend has occurred at several other institutions —Longwood, Norfolk State, VCU, and Virginia Military Institute—each of which raised total subsidies for athletics programs from student fees and institutions, as overall athletics revenue increased.

Staff at institutions and other experts expect athletics spending and revenue to continue to increase over time. This will vary by type of sport and athletic conference, but some examples include requirements to improve healthcare for student athletes and the option (and in some cases necessity if an institution is to remain competitive) to compensate certain athletes. This trend will be especially challenging for institutions with decreasing enrollment because they will have less students over which to spread increasing athletic costs.

To further control future increases in student fees and institutional funds that subsidize athletics, the General Assembly should amend the current statute to impose an additional cap on student fees and institutional funds for athletics. The amendment would establish a limit on the allocation of student fees and institutional funds for intercollegiate athletics based on a designated proportion of the total cost of attendance. Such a limit would place an upper bound on the amount of student fees and institutional funds that could be allocated for athletics even as the cost of athletics continues to rise over time.

#### **RECOMMENDATION 4**

The General Assembly may wish to consider amending § 23.1-1309 of the Code of Virginia to constrain the amount of student fees and institutional funds that can be allocated to intercollegiate athletics by establishing a maximum proportion of the total cost of attendance that student fees and institutional funds cannot exceed per student.

JMU has increased the amount of athletics-generated revenue in recent fiscal years (FY23 through FY25) as a result of more revenue from ticket sales, donations, conference and bowl distributions, and sponsorships. This increased athletics-generated revenue may allow JMU to proportionally rely less on revenue from students and the institution. Chapter 7: Managing Spending and Student Costs

### **Appendix A: Study resolution**

#### Higher education cost efficiency

Authorized by the Commission on December 11, 2023

WHEREAS, the Virginia Higher Education Opportunity Act of 2011 set a goal to confer 100,000 more under-graduate degrees by 2025; and

WHEREAS, the State Council of Higher Education for Virginia reported that Virginia public four year institutions charge more than the national average as a percentage of per-capita disposable income; and

WHEREAS, JLARC's 2022 Higher Education and Financial Aid Grant Programs and Awards found that a majority of in-state students had an average debt of nearly \$30,000; and

WHEREAS, the increasing cost of attendance and growing student debt burden may limit access to educational opportunities, and hinder growth in other sectors of the economy; and

WHEREAS, as evidenced by the latest six-year planning process, Virginia's higher education institutions have widely varying recent and projected student enrollment trends which may affect institutional revenue and cost structures; now, therefore, be it

RESOLVED by the Joint Legislative Audit and Review Commission that staff be directed to study the cost efficiency of public higher education institutions. In conducting its study, the Joint Legislative Audit and Review Commission shall (i) identify recent trends in student application, admittance, acceptance, enrollment, retention, and graduation rates; (ii) assess the alignment of degree offerings and attainment with current and projected skills needed to obtain employment and fulfill workforce needs in the Commonwealth's critical industry sectors; (iii) identify factors contributing to changes in institutional revenue levels and composition; (iv) identify factors con-tributing to changes in academic, research, academic support, administrative, facility, and auxiliary costs; (v) estimate institutional costs to educate an undergraduate student; (vi) identify current and projected institutional debt and debt service; (vii) identify major factors contributing to changes in institutional costs and students' cost of at-tendance; (viii) assess financial sustainability based on recent and projected enrollment, revenue, and cost trends; and (ix) identify opportunities to reduce the cost of public higher education.

JLARC shall make recommendations as necessary and review other issues as warranted.

All agencies of the Commonwealth, including the State Council for Higher Education in Virginia and all public higher education institutions, shall provide assistance, information, and data to JLARC for this study, upon re-quest. JLARC staff shall have access to all information in the possession of agencies pursuant to § 30-59 and § 30-69 of the Code of Virginia. No provision of the Code of Virginia shall be interpreted as limiting or restricting the access of JLARC staff to information pursuant to its statutory authority.

### **Appendix B: Research activities and methods**

Key research activities performed by JLARC for this study included:

- interviews with state agency staff, higher education institution staff, stakeholders, and subject matter experts;
- analysis of higher education spending data;
- development and analysis of statistical models for predicting spending levels;
- analysis of staffing levels and compensation data;
- analysis of higher education revenue data;
- analysis of higher education student costs data;
- analysis of higher education student indebtedness data;
- analysis of Virginia's higher education funding process and other state's approaches to funding;
- administration of spending and cost efficiency information collection instruments to higher education institutions; and
- review of other documents, literature, and media sources.

#### **Structured interviews**

JLARC conducted around 40 interviews. Key interviews included:

- state agency staff, including staff from the State Council of Higher Education for Virginia (SCHEV), the Auditor of Public Accounts (APA), Department of Human Resource Management (DHRM), and staff from the Senate Finance and Appropriations Committee and House Appropriations Committee;
- secretary of finance and secretary of education and their staff;
- finance and human resources staff at 11 of Virginia's 15 public institutions; and
- stakeholder groups and subject matter experts including the Virginia Business Higher Education Council and Higher Education Management Consulting (NCHEMS).

#### Data collection and analysis

JLARC used quantitative data from several sources for the analyses in this study:

- National Center for Education Statistics' Integrated Postsecondary Education Data System (IPEDS) data for higher education spending, staffing and revenue analyses at Virginia public four-year institutions and for institutions nationwide;
- Auditor of Public Accounts data on Virginia's higher education institutions' expenditures, revenue, and debt;
- Virginia's 15 higher education institutions annual financial reports for institutions' spending, revenue, and debt (FY14 to FY23);
- Cardinal higher education institution spending data (FY04 to FY23);

- Staffing data from Virginia institutions for staff-level data on positions, salaries, and wages;
- SCHEV data related to student costs of attendance, indebtedness, and financial aid;
- SCHEV's *Annualized Student FTE by Student Level Group* report for institutional enrollment levels; and
- Virginia public institution's intercollegiate athletics financial statements and National College Athletic Association data on intercollegiate athletics program revenue and expenditures.

#### Cost of attendance analysis (Chapters 1 and 2 and Appendix F)

JLARC analyzed institutions' published cost of attendance over the past decade using publicly available data from SCHEV. IPEDS data was used to determine the average net price for each institution over the same period. These metrics were benchmarked using national data reported by the College Board on the published and net price for in-state undergraduates attending public, four-year institutions. JLARC also analyzed SCHEV's publicly available data on debt by quartile and proportion of borrowers for each institution.

Additionally, JLARC requested student-level FAFSA data from SCHEV for all 15 public four-year institutions in Virginia for academic year 2022–23. This data was used to calculate net price, both systemwide and by institution, for students with different Expected Family Contributions (EFC). This data was also used to analyze unmet financial need by institution and by EFC grouping. Unmet need is calculated by subtracting the sum of gift aid (aid not including loans or work-study) and a student's EFC from the estimated cost of attendance. Any amount left is considered 'unmet fixancial need.'

#### Institutional revenue analysis (Chapters 1 and 7 and Appendixes D and E)

JLARC used the audited financial statements for all 15 public higher education institutions to examine how major sources of revenue have changed over time. This data was combined with SCHEV enrollment data to calculate changes in revenue per FTE student over the past decade. JLARC also used E&G appropriations data and SCHEV in-state FTE enrollment data to design a regression model and examine the relationship between changes in enrollment and state E&G appropriations. See Appendix G for revenue data used for each institution.

#### Spending trends analysis (Chapter 1, 3, 4, and 5, and Appendixes E, F, and G)

JLARC used data obtained from all 15 institutions' audited financial reports and/or data obtained from Cardinal for FY14 to FY23 to analyze trends in spending. Norfolk State's audited financial report for FY23 was not available as of the writing of this report, so FY14–FY23 Cardinal data was used for spending analysis. Cardinal data was also used for UVA, UVA-Wise, and William & Mary because their audited financial statements include spending from other components; UVA and UVA-Wise are combined for financial statement reporting purposes; and William & Mary's financial statements include the Virginia Institute of Marine Science and Richard Bland College. For FTE enrollment, JLARC used SCHEV FTE enrollment data. To examine general 20-year statewide spending trends, JLARC used Cardinal spending data. See Appendix G for spending data used for each institution.

Several metrics were calculated for this report. First, each year's total spending statewide and by institution was calculated by totaling all reported spending in a given functional category and in total. Per FTE spending was calculated using FTE enrollment from SCHEV's Annualized Student FTE by Student Level Group report. Each year's spending, both by functional area and in total, was divided by the FTE enrollment for the corresponding year. JLARC also calculated change over time and the proportion of any spending increase attributable to a particular category (i.e., what portion of the total growth in spending went to instruction or auxiliaries).

For research spending, JLARC used National Science Foundation Higher Education Research and Development (HERD) Survey data to calculate institutions' spending and spending growth on institutionally and externally funded research. The time period for this analysis is the 10-year period from FY13 to FY22, because the FY22 survey is the most recent available data at the time of this report.

All data was adjusted for inflation using the June 2023 CPI, except for data in the research section of Chapter 5, which was adjusted to the June 2022 CPI.

#### Staffing analysis (Chapters 1, 3, 5, and 6, and Appendixes D and L)

JLARC used IPEDS data to analyze staffing trends for Virginia's higher education institutions between FY13 and FY23. IPEDS was used to analyze FTE staffing level trends overall and by functional area (e.g., academic, management, and business and finance) and to compare the average instructional salaries at Virginia's institutions to similar institutions nationwide. Enrollment data was also collected from IPEDS to calculate staff-to-student ratios at Virginia's institutions. See Appendix G for IPEDS staffing data used for each institution.

Staff-level data was collected from all 15 of Virginia's higher education institutions to examine the specific types of positions where staffing was increasing or decreasing within each IPEDS' staffing category. Salary information was also used to analyze changes in earnings for non-instructional positions. It should be noted that there were various limitations to this staff-level data analysis, because each institution uses different personnel management systems and categorizes staff differently. This limited JLARC's ability to conduct in-depth assessments of staffing levels and salaries across all institutions and over time.

#### Spending compared to similar institutions nationwide (Chapter 4 and Appendix G)

JLARC conducted regression analyses related to higher education institutions' spending. IPEDS data from FY13 and FY22 (the most recent year available as of this report) was used for these analyses. The outcomes analyzed were total spending and spending growth over time. See Appendix H for more detail on the methodology for these regression analyses.

#### Capital expenditure and debt analysis (Appendix I)

JLARC measured institutional debt levels and debt service for each of the public four-year institutions in Virginia. JLARC calculated debt service as a percentage of operating expenditures as a standardized metric to compare the cost of debt service across institutions. Debt service includes cash payments for principal and interest of debt and leases. Actual metrics used by individual institutions vary and are in accordance with the debt policy approved by each board of visitors. Long-term leases were classified as debt beginning in FY21 in accordance with GASB 87 guidelines.

JLARC used Cardinal expenditure data to obtain capital expenditure by Virginia public four-year institutions from FY04 to FY23. Data for institutions' long-term debt and leases and debt service spending are from institutions annual financial statements.

#### Intercollegiate athletics analysis (Appendix J)

JLARC used NCAA financial data to analyze athletics-generated and institution-allocated revenue for Virginia's D-1 and D-2 institutions. Due to major differences between the amount and types of revenue generated by the different divisions of intercollegiate athletics and limitations to the reporting of this data by the NCAA, five categories of division-specific data were analyzed and compared with Virginia institutions: Division I-FBS autonomy and non-autonomy, Division I-FCS, Division I subdivision (no football), and Division II (football).

JLARC also used IPEDS data to determine the number of institutions competing in D-1 and D-2 athletics in academic year 2021–22. Total revenues by division reported by the NCAA were then divided by the total number of institutions competing in each division to calculate the average expected revenue for each division. IPEDS data was also used to determine the total number of public institutions competing in D-1 and D-2 athletics by state.

#### Information collection instruments

JLARC administered two information collection instruments to all 15 public higher education institutions in Virginia and one instrument to the 10 institutions with decreased enrollment between FY14 and FY23. The purpose of these instruments was to collect additional information on institutions' spending trends, cost efficiency efforts, and facility reduction efforts.

#### Spending instrument

The instrument requested information about drivers of spending trends in specific institutional function areas (e.g., instruction, academic support, auxiliary). Institutions were asked to provide information only on drivers of spending trends in function areas where spending grew between FY14 and FY23.

Institutions with substantial research activity (UVA, VCU, Virginia Tech, and GMU) were also asked to provide information on research spending funded by external entities, as well as the extent to which the institution recovered overhead costs related to funded research. JLARC received responses from all institutions.

#### Cost efficiency instrument

The instrument requested information on each institution's major efforts to reduce costs, avoid future costs, and/or improve efficiency since 2021. It also requested information on the extent to which institutions have implemented the cost efficiency strategies outlined in 4-9.04a of the Appropriation Act, including those related to organizational structure, procurement practices, auxiliary enterprise revenues, and faculty workload assessments. JLARC received responses from all institutions.

#### Facility reduction efforts

JLARC sent requests to the 10 institutions with decreasing enrollment from FY14 to FY23 for information regarding their efforts to close campus-owned facilities, repurpose existing facilities, sell or lease existing campus-owned properties, and discontinue leased or rented private properties. JLARC received responses from six of the 10 institutions.

#### **Review of documents and literature**

JLARC reviewed other documents and literature pertaining to higher education spending, staffing, and costs in Virginia and other states, such as:

- Virginia laws, regulations, policies, and guidance documents;
- prior studies, research and reports on issues related to higher education spending, staffing, student costs, funding, and cost efficiency efforts in Virginia and the U.S.;
- higher education efficiency and organizational management best practices;
- national, state, and local media reports.

### **Appendix C: Agency responses**

As part of an extensive validation process, the state agencies and other entities that are subject to a JLARC assessment are given the opportunity to comment on an exposure draft of the report. JLARC staff sent an exposure draft of the full report to all 15 of Virginia's public four-year higher education institutions, the State Council of Higher Education for Virginia, the secretary of education, and the secretary of finance.

Appropriate corrections resulting from technical and substantive comments are incorporated in this version of the report. Executive Branch stakeholders and several institutions were given the option to provide a letter in response to the report. This appendix includes response letters from the secretary of education and the secretary of finance; Christopher Newport University; Radford University; and the University of Virgina's College at Wise.



October 1, 2024

Hal E. Greer Director Joint Legislative Audit and Review Commission 919 East Main Street, Suite 2101 Richmond, Virginia 23219

Dear Director Greer:

On behalf of the Youngkin Administration, we write in response to the statements and recommendations made in the Joint Legislative Audit and Review Commission (JLARC) draft report, *Spending and Efficiency in Higher Education*.

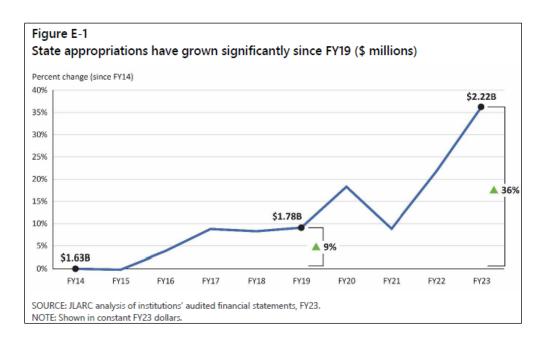
Virginia's higher education institutions stand among the world's best, reflecting a profound commitment to academic excellence and innovation. Governor Youngkin has further enhanced this reputation through historic investments in our public colleges and universities, fostering vibrant learning environments that equip students with the skills, knowledge, and abilities needed to thrive as productive members of our great Commonwealth. However, as higher education undergoes a period of significant disruption, we must remain vigilant and proactive in addressing the ongoing challenges and preparing our institutions to adapt and thrive.

The Youngkin Administration, along with OpSix, has taken significant steps to focus more intently on data-driven, transparent decision-making to improve financial health and institutional and student outcomes related to enrollment, completion rates, and workforce alignment. We are grateful to JLARC for recognizing these improvements in the Six-Year planning process. This enhanced focus on outcomes and data allows us to make more informed decisions and better support institutions adapt to the changing educational landscape.

Given demographic shifts, continuing enrollment challenges, changing perceptions of higher education, the rising cost of four-year degrees, and the increased prevalence of online learning, we agree with the report's assessment that higher education is experiencing significant disruption. We remain concerned about the already challenging enrollment environment for many of our institutions and the continued increase in spending well above inflation.

We concur with the report's recommendations, especially the need to connect efficiency efforts, outcomes, results, and public reporting to the Six Year planning process. We would also like to highlight other important facts raised by JLARC:

- Ten of 15 institutions had a decline in enrollment during the most recent decade and demographic trends point to further enrollment declines beginning 2025;
- Over the last decade, spending per student grew at all institutions with declining enrollment;
- Non-academic spending and scholarship/student aid were the most common spending drivers;
- The net price across Virginia's institutions was about 26% higher than public institutions nationwide;
- Virginia students borrow more on average than students in other states;
- State appropriations are the fastest growing source of higher education revenue and have grown significantly over the last decade and especially the last three fiscal years (see Figure E-1)<sup>1</sup>;
- Institutions with declining enrollment receive larger increases in state appropriations;
- Institutions are not consistently examining efficiency opportunities previously recommended by JLARC;
- Eight institutions had an increase in overall debt levels in the past decade and debt service was a spending driver at seven institutions; and
- Online enrollment can be a potential strategy to reduce facilities and other costs, especially if in-person enrollment continues to decline.



<sup>&</sup>lt;sup>1</sup> Figure E-1 does not include the \$1 billion in increased higher education funding for the current biennium.

We would also emphasize and supplement three other critical themes that need further attention:

 <u>Funding Formula</u>: Higher education funding formulas are a commonly used mathematical tool relying on measurable factors (such as enrollment, performance, etc.), to allocate funding. Virginia does not currently use a consistent state-wide funding formula to determine appropriations for public higher education institutions. Virginia's existing funding model, known as the base adequacy model, established the base funding level for each institution in 2001. However, the base adequacy model has not been used to determine appropriations in over 20 years. As a result, per student funding varies widely and, among other inconsistent outcomes, has resulted in the schools that have suffered the highest enrollment declines receiving the highest levels of funding per student.

Given the efficiency and viability challenges presented in both of JLARC's recent higher education reports, we look forward to the General Assembly's Joint Subcommittee on Higher Education Funding Policies (Subcommittee) to prioritize and review funding related to operations, financial aid, and student outcomes. Although the JLARC report did not recommend this, the Subcommittee's review should consider all public higher education institutions rather than exclusively fouryear institutions.

Given the in-depth work that JLARC has completed on higher education, we encourage the Committee to ask JLARC to offer enhanced technical assistance to this work and would like to request that the Subcommittee present its initial recommendations to the Governor and Chairs of the House Appropriations and Senate Finance and Appropriations Committee sooner than the current deadline of September 2025. Given the rapidly changing higher education landscape across the country and in Virginia, this work is extremely important.

2) Decreased Selectivity and Limited Pricing Power: Nine institutions have acceptance rates of 85% or higher (with some approaching 100%), significantly increasing over the last decade, and accompanied by decreasing yields and rising tuition discounting. Nine institutions use 20% or more of their tuition dollars for financial aid, with four using 30%-40% of tuition dollars for financial aid, and growing significantly over the last decade.

We are concerned whether these trends are sustainable given the growing cost of higher education, significant enrollment challenges and pending demographic changes beginning in 2025, especially for those institutions with less price elasticity. Institutions must make significant efficiency gains or change mission to offset these worrisome trends. Additionally, and very importantly, institutions have a responsibility to ensure they admit students who are likely to succeed.

3) <u>Technological Advancement and Space Needs</u>: JLARC and/or SCHEV should conduct a study and make recommendations regarding technological advancements

and online education in Virginia, and how this should factor into funding, space needs, institutional partnerships, etc.

The enhanced Six Year Plan process indicates that several of our institutions now have over one-third of their students learning entirely online. And at least two institutions project 40% to 60% of their total headcount to be distance learning by 2029. While five schools do not currently offer any online courses at all. Schools may charge different tuition for online enrollment, but our state funding does not change.

At the same time, SCHEV data indicates eight institutions have increased their real estate square footage per student by 50% to 170% over the last decade. This continued focus on physical asset growth for all institutions should be examined as part of the Six Year Plan process, and analyzed along with realistic enrollment projections, increasing capital construction costs and rapidly evolving delivery trends. SCHEV also conducts a space utilization analysis looking at the levels of real estate usage across campuses to gauge whether new facilities are needed. This should be an integral part of the capital and Six Year Plan processes.

Once again, thank you to JLARC for your diligent work and thoughtful recommendations. Your efforts contribute to guiding Virginia's higher education system toward greater effectiveness and alignment with current and future needs. We look forward to working collaboratively with the General Assembly to address the report's findings and continue enhancing the educational opportunities available to Virginians.

Sincerely,

Shinic R Shister

Aimee R. Guidera Secretary of Education

Steph E. Cy

Stephen E. Cummings Secretary of Finance



#### October 1, 2024

Mr. Hal E. Greer Director Joint Legislative Audit and Review Commission hgreer@jlarc.virginia.gov

Dear Mr. Greer:

Thank you for sending us your report on *Spending and Efficiency in Higher Education* in advance and for allowing us to provide feedback.

Regarding steps taken to better align operations with enrollment levels, it is important to note that we began this work in FY2023 and implemented reductions of over \$6 million in expenses for FY2024 across all fund sources and an additional \$330,000 in FY2025. We will continue to balance expectations for access to a quality education at an affordable price at Christopher Newport University.

The FY2024 focused reductions included freezing 10 faculty positions and eliminating 26 vacant positions along with other cost containment strategies. In addition, in developing our FY2025 operating budget, I included a zero-based budgeting initiative, which required departments to critically evaluate their expenditures and identify opportunities to find efficiencies. This initiative will be a foundation for identifying cost savings and opportunities to realize operational efficiencies on an ongoing basis. Given the substantial pressures from inflation and other external factors, these cost saving initiatives have been important in helping limit the financial impact on students and families.

Regarding recent enrollment trends as a major driver of per student spending levels, uncertainty around enrollment projections is a national issue, especially for regional public institutions like Christopher Newport. We appreciate support from the Commonwealth, including the previous work of the State Council on Higher Education for Virginia's ad hoc workgroup on enrollment. To the extent possible, we continue to work to maintain and regain enrollment levels through multiple strategies. For example, this month, we entered into a 3+2 partnership with Riverside College of Health Sciences (RCHS), which entails students attending CNU for three years and then RCHS for two years. Students will complete the program with two bachelor's degrees, one from CNU and a Bachelor of Science in Nursing from RCHS. Riverside intends to immediately offer employment to graduates of the program who meet all other qualifications.

> *Office of the President* 1 Avenue of the Arts, Newport News, Virginia 23606-3072 Voice (757) 594-7001 Fax (757) 594-7864



This is possible at zero cost to the Institution and the State. This is a creative way to grow enrollment and serve the Commonwealth without any increased costs or needed FTE.

Additional tools should be made available to support institutions that have experienced declining enrollment. While many larger public universities in the Commonwealth have been able to manage cost increases with enrollment growth, we are forced to spread our fixed costs onto a decreasing enrollment base. One tool could be to allow institutions, in particular those JLARC has identified as having enrollment risk, the ability to charge out-of-state students less than 100% of the average cost of education but not less than in-state tuition. This would help those institutions become more attractive to out-of-state students and become a tool for the Commonwealth to recruit and retain a talented workforce in Virginia. Data included in CNU's 2023 Fact Pack produced by Boston Consulting Group shows that out-of-state students who come to CNU are twice as likely to live and work in Virginia post-graduation when compared to all other Commonwealth universities.

As mentioned in our 2023 Six-Year Plan, there are only two public Division III schools in Virginia, and the private Division III schools have formed their conference affiliations to the exclusion of Christopher Newport and Mary Washington. As a result, our institutions have been forced to create a new conference with schools across the country, increasing the cost to each team as they travel to compete. Stabilizing our athletic conference will help the University recruit students from other geographic locations in Virginia and additional out-of-state students. Robust athletic programs are vital to the fabric of universities.

Thank you again for this work and JLARC's role in offering information and recommendations to support the continued success of Virginia's institutions of higher education in offering our students excellent opportunities.

Sincerely.

William G. Kelly President



October 1, 2024

Hal E. Greer, Director Joint Legislative Audit and Review Commission 919 East Main Street, Suite 2101 Richmond, VA 23219

Dear Director Greer,

Thank you for the opportunity to review and respond to the JLARC report on Spending and Efficiency at Higher Education Institutions. Radford University values JLARC's analysis of our institution's practices and stewardship of Commonwealth funds.

One proposal in the report (Recommendation 2) directs institutions to report efforts to improve efficiency, and better align operations with enrollment levels by reducing unnecessary staffing, eliminating low enrollment academic programs and by reducing or repurposing square footage. The tactics proposed by JLARC are already underway at the university: as strategic initiatives identified in our 2023 Six-Year Plan submission and as goals in Radford's 2024-25 Two-Year Strategic Plan.

The report notes staffing level changes in recent years at institutions with declining enrollment have varied and have been held relatively constant at Radford University. Through the annual budget development process, the university tasks individual divisions to review current authorization levels and reduce expenses where possible. During the FY25 budget development cycle, 17 vacant positions were eliminated, resulting in \$1.3 million of internal budget reductions, an average of \$76,470 per position across multiple divisions. In some cases, additional positions were re-evaluated and recruited at lower salaries than previous incumbents and specific job duties were reassigned to current employees to realize salary savings, while still developing workforce talent and providing future opportunities for advancement.

Radford University established a Faculty Early Retirement Program (FERP) to provide incentive benefits to eligible tenured faculty who voluntarily retire from employment. The FERP assisted university administrators in responding to various financial and organizational challenges. The program facilitates the release of faculty resources for budget reallocation or reduction in accordance with strategic plan goals, enrollment changes and other university needs, while providing a financial incentive for early retirement to eligible tenured faculty. Radford University's FERP was first approved in January 2021 and was utilized during the same calendar year; the first release of the program garnered over 30 participants. Given the success of the first launch, a second FERP launch was utilized in 2022 and included 17 participants. The university did not offer the early retirement program in the following years; it was determined that a better strategy was to carefully manage vacancies rather than lose additional institutional knowledge. A second point in Recommendation 2 concerned eliminating low enrollment academic programs. The Two-Year Strategic Plan calls for repositioning academic programs and administration to increase efficiency and effectiveness, while developing a catalog of programs distinctive to Radford that meets student demand and state economic needs. Since 2021, Radford University has received SCHEV approval to discontinue four certificates and four degree programs; three of these programs were associate degrees inherited during the university's 2019 merger with Jefferson College of Health Sciences. Board approval has been given to discontinue additional programs, including four bachelor's degrees and one master's degree. Discontinuances in progress will not affect current students on their track towards graduation. Further changes are anticipated as the university continues its two-year curriculum lifecycle revision.

The last point in Recommendation 2 highlighted reducing unused square footage. The report notes that Radford University was one institution mentioned as acting in this area. The Two-Year Strategic Plan calls for the university to promote effective usage of university asserts by decreasing externally leased space by 50% on the main campus. Appendix L in the report documents efforts by Radford University to close campus-owned facilities to reduce the physical footprint or square footage of campus facilities in the past five years by repurposing existing facilities; selling or leasing existing campus-owned properties; and discontinuing leased or rented private properties. We will continue to review and streamline the university's campus footprint to increase space utilization.

Radford University is taking the steps recommended by JLARC as part of a strategic plan to make holistic improvements to the institution, and to maintain our status as one of the Commonwealth of Virginia's most affordable public four-year universities. Furthermore, we are committed to working with the Board of Visitors to identify and implement changes that will ensure efficient budgeting and spending.

Thank you for your analysis and commitment to ensuring the success of Virginia's higher education institutions.

Sincerely,

Bret Danilouz

Bret Danilowicz, Ph.D. President



#### THE UNIVERSITY OF VIRGINIA'S COLLEGE AT WISE OFFICE of the Chancellor

October 1, 2024

Mr. Hal Greer Joint Legislative Audit & Review Commission 919 East Main Street Suite 2101 Richmond, VA 23219

Dear Mr. Greer,

Thank you for sharing an advance copy of the JLARC report, Spending and Efficiency in *Higher Education*. We are thankful that the University of Virginia's College at Wise is recognized in the report for earning one of the lowest net prices for in-state undergraduate students and being one of only four Commonwealth institutions to have a lower published price than the national average.

I wanted to reach out and share some critical context for the report and note that the year selected to be analyzed in the current draft for this study does not include the progress UVA Wise has made in increasing enrollment, which increased 8% from fall 2022 to fall 2023 and 19% from fall 2023 to fall 2024. Please allow me to elaborate.

#### The Building Years: 2013-2022

For more than a decade, UVA Wise has been working strategically to buck the national trends of declining enrollment for small, rural colleges. Prior to the 2022-23 academic year, we:

- created an affordability program called "Within Reach" to package scholarships and aid to cover the tuition and fees of Virginia students whose families earn less than \$40,000 a year (which we doubled this fall to an income threshold of \$80,000);
- secured legislative permission to lower out-of-state tuition across the Appalachian Regional Commission area in order to increase the talent pipeline for our region;
- increased our endowment from \$45 million at the close of FY13 to more than \$168 million at the close of FY23 with approximately 80% of its funds directed toward student scholarships;
- implemented an early retirement incentive plan to achieve efficiency and effectiveness; and
- began to implement more robust student recruitment and enrollment strategies by building transfer programs through memorandums of understanding (MOU) with key community college partners.

#### Mr. Hal Greer Joint Legislative Audit & Review Commission October 1, 2024 Page 2

#### The 2022-2023 Academic Year

In July 2022, the Virginia General Assembly made an unprecedented investment of \$12 million, an intentional increase in UVA Wise's base budget, to drive enrollment growth through the development of new academic programs. This investment helped the College to diversify student career pathways and increase regional job creation, enhance students access to higher education through admissions accessibility initiatives and additional financial aid, and expand retention programs aimed at helping students persist and graduate from the College.

During that year, which is also the year of focus in JLARC's study, UVA Wise took the critical time required to develop new academic programs by recruiting faculty, developing curriculum, proposing said programs through internal mechanisms and the State Council for Higher Education in Virginia (SCHEV) to ensure the integrity of the program for students, and, once approved, began marketing the programs to create awareness and applications.

Additionally, the College implemented innovative recruitment processes that broke down barriers to enrollment by simplifying and digitizing the admissions application and removing our application and deposit fees.

For our college, 2022-23 was a year of development and growth during which my senior leadership team and I pulled every lever possible to assist in keeping student costs low as we also grew UVA Wise. One example is graduate aid. While we were developing our first graduate offering, the Master of Education that debuted in fall 2023, we were unable to utilize the graduate aid awarded in the aforementioned legislative allocation. As such, our financial officer secured permission from the Department of Planning and Budget to reallocate that aid to undergraduates.

#### 2023-Present

After more than a decade of consistent and concerted efforts to enhance enrollment, the 2022-23 General Assembly investment provided the impetus needed to grow UVA Wise. From July 2022 through May 2023, new academic programs were debuted including a Master of Education, a hospitality and tourism management major, and an online business major.

At the same time, another MOU was signed with Virginia Highlands Community College to assist with bachelor's degree attainment in critical technology fields, and UVA Wise also partnered with Mountain Empire Community College on a SCHEV grant to enhance systems to increase bachelor's degree completion, showing just one of the ways we make use of additional funding to create systems for long-term success for our students and institution.

Mr. Hal Greer Joint Legislative Audit & Review Commission October 1, 2024 Page 3

The return on the July 2022 legislative investment is clear. UVA Wise has:

- increased undergraduate enrollment in both fall 2023 and fall 2024 (see figures below);
- graduated our first class of Master of Education students, and nearly doubled our enrollment in that same program from its first fall to this semester;
- secured Board approval to hold tuition flat for the 2024-25 and 2025-26 academic years (FY25 and FY26);
- realized operational efficiencies by making use of University of Virginia systems for our human resources, finance and IT infrastructures, and emergency communications systems; and
- are completing a \$100 million fundraising campaign, for which many endowed gifts have been established to provide scholarships, some of which are matched by the University's bicentennial program, which represents more coordinated investment.

#### In Summary

As you can see, UVA Wise has been on an intentional journey, with robust and ongoing strategies, to enhance student educational opportunities and outcomes through enrollment growth. Though the work has been in process for more than a decade, a legislative investment in July 2022 provided the resources needed to take a decade's worth of work and lift enrollment for what has now proven to be consecutive academic years.

In addition to realizing enrollment goals and generating additional revenue, the College remains committed to keeping student costs low by holding tuition flat, carefully reviewing whether to rehire each position that becomes vacant and leveraging efficiencies through the relationship with UVA.

Our College focuses daily on providing affordable and accessible higher education that is attainable for students now and in the future. As such, the ultimate aim of reports like yours are front and center in our minds as we work to not only grow but enhance our institution for its key constituents—our students.

Thank you for allowing me to review JLARC's *Spending and Efficiency in Higher Education* draft and add critical context to its analyses both in terms of our strategies around spending efficiency as well as in terms of the timeline of UVA Wise's strategic growth, which was catalyzed in July 2022 with General Assembly Investment.

· . .•

Mr. Hal Greer Joint Legislative Audit & Review Commission October 1, 2024 Page 4

Should you have any additional questions or requests, do not hesitate to reach out.

Best Regards,

<sup>1</sup>Donna Price Henry, Ph.D.

Chancellor

UVA Wise Enrollment Totals by Fall

- Fall 2024: 2,253
- Fall 2023: 1,834
- Fall 2022: 1,680
- Fall 2021: 1,810
- Fall 2020: 1,812

# Appendix D: Categories of revenue, spending, and staffing at Virginia's higher education institutions

This appendix provides information on the composition of Virginia's higher education revenue, spending, and staffing in FY23.

#### Institutional revenue

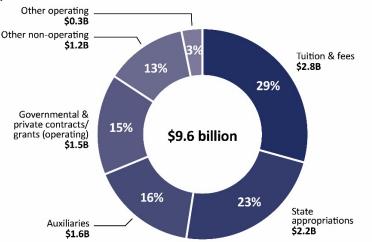
Institutional revenue comes from a mix of federal and state funds, as well as from charges to students. The primary categories include:

- **state appropriations**, which are distributed by the state to institutions through the state budgeting process (does not include capital appropriations);
- tuition and fees generated from tuition and E&G fees charged to students;
- **auxiliary revenue** generated by enterprises that provide services to students, faculty, or staff, such as housing, dining, recreation, and athletics; and
- **governmental and private grants** from governmental and non-governmental agencies and organizations that are for specific research projects or other types of programs.

Virginia institutions generated \$9.6 billion in revenue in FY23 (Figure D-1). About one-third of this revenue (\$2.8 billion) was from students' tuition and fees. State appropriations (\$2.2 billion), auxiliary revenue (\$1.6 billion), and governmental and private grants (\$1.5 billion) make up the next-largest revenue categories.

#### **FIGURE D-1**

### Tuition and fees and state appropriations comprise over half of higher education institutions' total revenue (FY23)



SOURCE: JLARC analysis of institutions' audited financial statements for FY23.

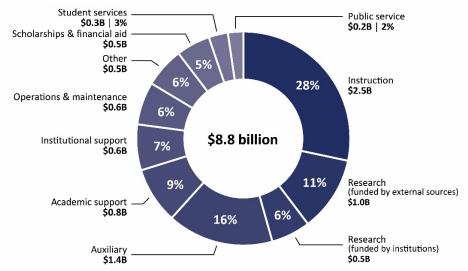
NOTE: Numbers represent billions of dollars. Does not include \$130 million in Covid relief funding. Does not include state appropriations for capital expenditures. Endowment investment income and other investment income are included in "other non-operating" category. Norfolk State is included using FY22 financial statement data. Excludes hospital and health center at VCU and UVA, as well as Richard Bland College and the Virginia Institute of Marine Science, which are components of the College of William & Mary.

#### Institutional spending

Institutional spending is generally grouped into eight categories, such as student instruction and facility maintenance. The categories of institutional spending include:

- instruction spending for teaching and remedial education of students;
- **research** spending for the administration and execution of research;
- **institutional support** spending for staff and services that generally support the entire institution, such as executive management, fiscal services, public relations, and information technology;
- **academic support** spending for libraries, museums and galleries, audio/visual services, computing support, ancillary support, academic administration, personnel development, and course and curriculum development;
- **student services** spending for student social and cultural development, counseling and career guidance, student admissions and records, financial aid administration, and student health services;
- **public service** spending for services provided for the wider community, such as public radio and extension programs;
- **operations and maintenance** spending for operating and maintaining university facilities such as custodial services, building repairs and maintenance, grounds, property and general liability insurance, and property rentals; and
- **auxiliary spending** for activities such as student housing, dining, parking, recreation, and athletics.

Statewide, public higher education institutions spent \$8.8 billion in FY23 (Figure D-2), nearly half of which (46 percent) was for instruction and research. The other six major spending areas accounted for 54 percent of total spending.



#### FIGURE D-2 Virginia higher education institutions spent \$8.8 billion in FY23

SOURCE: Operating spending data for the College of William & Mary, Norfolk State University, University of Virginia, and University of Virginia at Wise from Cardinal (FY14 to FY23). Operating spending data for all other institutions from expense classification tables in institutional annual financial statements (FY14 to FY23). Inflation-adjusted to 2023 dollars.

NOTE: Other includes depreciation, amortization, and other miscellaneous expenditures like unique military activities or museums. Excludes hospital and health center at VCU and UVA, and as well as Richard Bland College and the Virginia Institute of Marine Science, which are components of the College of William & Mary. The sum of spending areas is greater than the total of \$8.8 billion because of rounding.

#### Institutional staffing

Higher education institutions employ staff across a variety of academic and non-instructional professions. Staff occupations range from academic faculty who deliver instruction and conduct research to administrative support positions, such as institutional leadership and accountants.

The primary categories of institutional staff are:

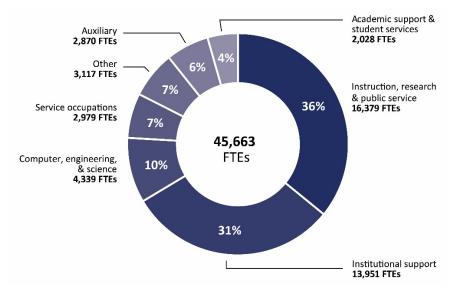
- academic staff, which include instructional, research, and public services staff;
- **institutional support staff**, which include management and institutional leadership, business and finance occupations, and office and administrative support;
- **computer, engineering, and science staff**, which support both academic and institutional operations and include information technology specialists, network engineers, and lab and research administrators;
- **service occupations**, which support institutional and student operations such as those related to housekeeping, food preparation services, law enforcement, and groundskeeping;
- **misc. auxiliary**, which includes community, social service, legal, arts, design, entertainment, sports, and media occupations;
- academic and student support, which includes positions such as librarians, archivists, educational support specialists, and curriculum coordinators; and

• other positions, which include those related to healthcare services, transportation, sales, natural resources, and maintenance.

Virginia's higher education institutions employed 45,663 FTEs in FY23. Academic (36 percent) and institutional support staff (31 percent) comprise the largest proportion of staffing, making up about two-thirds of higher education staff statewide (Figure D-3).

#### FIGURE D-3

### Academic and institutional support comprise a large proportion of higher education staff (FY23)



SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System IPEDS staffing data (FY23).

### **Appendix E: Higher education funding in Virginia**

Some states use a formula to determine higher education funding levels. Higher education funding formulas use a mathematical approach, based on measurable factors (such as enrollment, performance, etc.), to allocate funding. A funding formula is typically used in combination with other non-formulaic approaches to determine the overall state funding or change in state funding for public higher education institutions.

Research shows that state funding has a positive effect on student outcomes and suggests that increases in appropriations positively affect degree attainment and enrollment at four-year institutions, especially among minority students. This effect is also more pronounced among institutions that are highly dependent on appropriations as a proportion of their total revenue.

The State Council of Higher Education for Virginia recently contracted with NCHEMS (National Center for Higher Education Management Systems) to review higher education costs, funding needs, and the state's current funding approach for its public institutions. The resulting report, *Virginia Cost and Funding Need Study*, found various inefficiencies with the state's funding approach and presented recommendations to incorporate a formula to help determine a portion of appropriations. Since the report's publication in July 2022, none of its recommendations have been implemented.

#### State appropriations are the fastest growing source of higher education revenue

State appropriations are the second largest source of revenue systemwide and had the greatest increase of all revenue sources in the past decade, growing by almost \$590 million (36 percent) from \$1.6 billion to \$2.2 billion (adjusted for inflation) from FY14 to FY23 (Figure E-1). Most state appropriation growth has occurred in more recent years, with appropriations increasing by over \$400 million from FY19 to FY23. Since FY14, tuition and fees revenue increased \$80 million (3 percent) statewide. Auxiliary revenue—the third largest revenue category for higher education institutions—remained relatively unchanged compared to a decade ago.



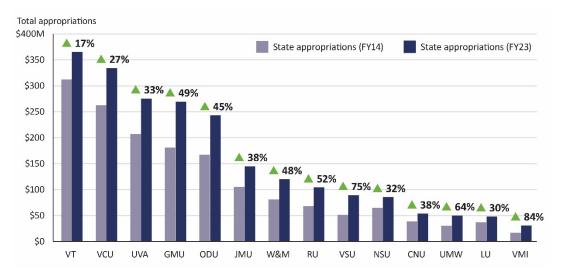
#### Figure E-1 State appropriations have grown significantly since FY19 (\$ millions)

SOURCE: JLARC analysis of institutions' audited financial statements, FY23. NOTE: Shown in constant FY23 dollars.

State appropriations grew for all institutions between FY14 and FY23. Several large institutions had the greatest growth in terms of dollars, including GMU (\$88 million), ODU (\$76 million), and VCU (\$71 million) (adjusted for inflation). Smaller institutions had the highest relative growth, increasing by at least 50 percent for Virginia Military Institute, Mary Washington, Virginia State, and Radford since FY14 (Figure E-2).

#### FIGURE E-2

## All institutions have had increases in their general fund appropriations, and some smaller institutions have had especially large relative growth (FY14 to FY23)



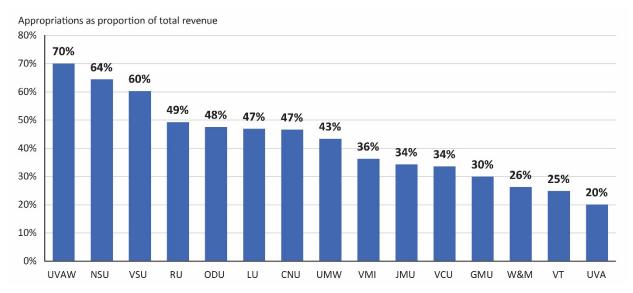
SOURCE: JLARC analysis of institutions' audited financial statements, FY23.

NOTE: Shown in constant FY23 dollars. Norfolk State is shown using FY22 data. UVA-Wise is included in the University of Virginia's financial statement data and is therefore not shown individually.

Education and general programs (E&G) are funded through a split of state general fund appropriations and institutions' funds. State general fund appropriations accounted for over 60 percent of total E&G funding at three institutions in FY23 (UVA-Wise, Norfolk State, and Virginia State) and over 40 percent at five others (Figure E-3). On average, state general funds accounted for 42 percent of total E&G revenue, an increase compared to 35 percent in FY14.

#### **FIGURE E-3**

### State appropriations account for more than 40 percent of Education and General (E&G) revenue at eight institutions (FY23)



SOURCE: State Council of Higher Education for Virginia public education & general appropriations data. NOTE: Includes general funds received by institutions for education and general spending.

Institutions have differing abilities to generate revenue from sources other than state appropriations, and therefore, the proportion of *overall* revenue from state appropriations varies greatly. For example, state appropriations comprised less than 25 percent of total revenue from all sources at UVA (13 percent), Virginia Tech (18 percent), William & Mary (20 percent), JMU (22 percent), and GMU (24 percent) in FY23. In contrast, state appropriations made up 47 percent of revenue from all sources at Virginia State, Norfolk State, and Radford; 42 percent at ODU; and 41 percent at Mary Washington. State appropriations made up a larger proportion of revenue systemwide in FY23 than a decade ago, making up 17 percent of *total* higher education revenue in FY14 and 23 percent in FY23. By institution, state appropriations increased as a proportion of total revenue at all institutions except Virginia Tech.

#### Virginia uses a base plus model to determine state appropriations

Virginia does not currently use a funding formula to determine appropriations for public higher education institutions. Virginia's existing funding model, known as the base adequacy model, established the base funding level for each institution in 2001. However, the base adequacy model generally has not been used to inform appropriations in over 20 years; only the model's salary component is used to inform appropriation decisions, and those salary assumptions have not been updated since the model's creation.

#### Appendixes

Without a funding model, Virginia uses a "base plus" approach to determine state appropriations for higher education. A "base plus" approach uses appropriation levels from the previous year as the 'base' and increases or decreases appropriations for the next year. Adjustments may include the same percentage change for all institutions or differ by institution. Virginia is not alone in its use of this approach; 30 states used this type of funding approach for their public, four-year institutions to some extent in 2022, according to the State Higher Education Executive Officers Association (SHEEO).

The base plus approach has some benefits. It provides stable funding from year to year, limiting drastic changes in tuition and fees. The base plus approach is also responsive to changes in the state's general fund revenue, which changes based on economic conditions. Finally, the approach gives substantial discretion to legislators in deciding how to allocate general fund appropriations across institutions.

However, there are drawbacks to Virginia's use of a base plus approach. The current approach does not account for important factors that contribute to institutional spending levels. Factors not accounted for include:

- enrollment changes (whether an institution is growing or shrinking) or differences in institutional size, which result in differing fixed costs per student (e.g., economies of scale);
- student body profile, including degree level and academic disciplines;
- need level of institutions' students (e.g., percentage of students with Pell grants or who are first-generation college students);
- salary levels for faculty and support staff; and
- institutions' ability to generate revenue from out-of-state students, endowment income, and other sources.

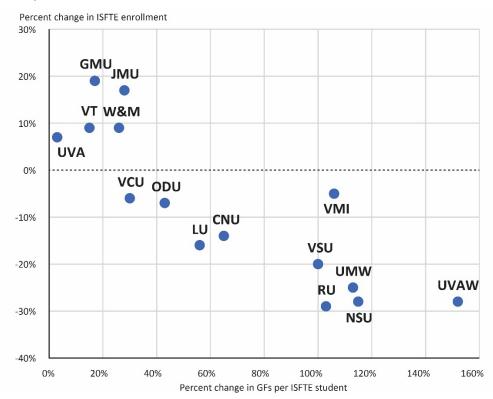
In addition, the base plus approach also lacks objectivity. Annual funding changes for institutions may reflect an institution's ability to advocate for its needs, rather than actual funding needs at an institution.

The base plus approach does not account for an institution's enrollment changes, despite student enrollment being a primary driver of higher education institution spending. Institutions often receive a similar *percentage* increase in overall state appropriations, regardless of whether their student enrollment grew or declined. As a result, a growing institution will receive proportionally smaller increases in state funding on a per in-state student basis than an institution with declining enrollment. The 10 institutions that experienced declining enrollment during the past decade have experienced an average increase in state student of 91 percent (\$7,200) (Figure E-4). Conversely, the five institutions that have increased their in-state student enrollment over the past decade have received the lowest percentage increase in state appropriations as measured per student.

Institutions with declining enrollment can benefit from the base plus approach, because it can help ensure those institutions remain financially viable and offset their need for tuition increases. However, over time, the base plus model will result in relatively larger disparities in state appropriation amounts on a per student basis between institutions with declining enrollment and institutions with growing enrollment.

#### FIGURE E-4

Institutions with declining enrollment receive larger increases in state appropriations (FY13 to FY23)



SOURCE: State Council of Higher Education for Virginia public education & general appropriations data. NOTE: ISFTE: In-state FTE. Shown in constant 2023 dollars. Only includes state general funds for education and general spending.

#### Funding formulas can be used in combination with a base plus approach

A funding formula can be used to supplement or inform a base plus approach. A funding formula can be useful to either determine a small proportion of state funding or serve as a reference point for guiding funding decisions. Virginia stakeholders and higher education experts suggest that a well-de-signed funding formula model can be useful to determine:

- whether funding levels have strayed from the appropriate level suggested by the model;
- the amount of additional funding required for new initiatives that will require additional funding, such as adding an academic program;
- the amount of additional funding that can be provided in response to changes in the student population, such as more first-time college students;
- funding needed to ensure the sustainability of certain institutions; and
- whether funding allocations are not unduly influenced by an institution's ability to advocate on their behalf.

NCHEMS and other states offer examples of best practices and components that can be implemented when establishing a funding formula. Factors accounted for in a robust funding formula include the following.

**Enrollment**: Enrollment should be considered to ensure that total appropriations reflect overall enrollment and enrollment changes. NCHEMS recommends using a semester credit-hour approach for measuring enrollment. In addition, the formula could account for economies of scale by providing a protected funding base for smaller institutions that does not decrease below a certain point *and* a mechanism to diminish additional funding for growing institutions once their enrollment reaches certain levels.

Academic programs and different degree levels: Degree programs and the degree levels offered (bachelor's, master's, or doctoral) can differ in cost based on factors such as specialized faculty or the space, materials, or supplies required for providing instruction for certain degrees. Higher cost degree programs include health professions, engineering/architecture, and business. Likewise, research shows that providing instruction to students in master's and doctoral programs is more costly.

**Higher need student groups**: First-generation college students and students receiving Pell grants are commonly cited in research literature as students that require a greater level of academic and student support, and therefore, are more expensive to educate.

#### Other states offer examples of approaches to higher education funding

According to a survey administered by NCHEMS and the State Higher Education Officers Association in 2022, the majority of states use a base plus or similar funding approach to fund their four-year institutions (Table E-1). A formula alone was used by only three states, and slightly more states used a base-plus model in combination with a formula to allocate state funding.

All models allowed for special-purpose funding for institutions, which included funding for multiinstitutional partnerships and programs considered "state priorities." Among states using a base plus or hybrid approach, enrollment, institutional initiatives, and new programs or assets were also commonly accounted for factors.

In addition to the funding models surveyed by SHEEO and NCHEMS, 22 states incorporate performance-based funding (PBF) to help determine at least a portion of funding for their four-year institutions. PBF is intended to reward and incentivize institutions by distributing funding based on how well an institution performs on certain measures, such as graduation rates. States incorporate PBF to varying degrees, although it typically accounts for only a small portion of total funding in most states that use it. Research suggests that, depending on the measures chosen, PBF may incentivize institutions to admit fewer minority and low-income students, and Minority Serving Institutions (MSIs) may be more likely to lose funding under this approach. Still, stakeholders and higher education experts suggested that PBF can be a useful tool if designed to avoid these unintended consequences, and NCHEMS advocated the incorporation of PBF in their 2022 report for SCHEV.

### TABLE E-1Models and factors used by other states to fund four-year institutions

Model type	# of states	Factors commonly accounted for
Hybrid (base plus + formula)	7	Special purpose (6), Enrollment (5), Institutional ini- tiatives (4)
Base plus	23	Special purpose (15), New assets/programs (9), Institutional initiatives (10), Fixed percent adjust- ment (7), Enrollment (5), Institutional requests (3)
Formula	3	Special purpose (2), Completed credits (1), Student characteristics (1)
Other	15	Institutional requests (9), Special purpose (9)

SOURCE: JLARC analysis of National Center for Higher Education Management Systems (NCHEMS) and State Higher Education Officers Association survey of institutional funding policies.

NOTE: 'Base plus includes states categorized as using historical funding patterns. 'Hybrid' includes only those states using a combination of base plus and a formula to determine a portion of funding. 'Other' includes states using a model (either alone or in combination with another approach) that is neither base plus nor a formula. 'Formula' does not include performance-based funding. According to NCHEMS, most states using an 'other' approach described a politicized budget process to determine funding.

### Appendix F: Student financial aid and debt

JLARC staff requested student-level Free Application for Federal Student Aid (FAFSA) data from SCHEV to examine net price by students' expected family contribution for academic year 2022-23. Expected family contribution (EFC) is a number used metric for measurused by the federal government to estimate a student's eligibility for federal aid, and it ing student ability to pay is based on various factors to determine a student's ability to pay (family size, number of dependents in college, income, etc.) (sidebar). Beginning in academic year 2024–25, a new formula-based metric called the Student Aid Index has replaced EFC.

#### Students with the greatest need pay the lowest price at all Virginia institutions

EFC groups, ranging from students with no ability to pay to students with comparably low need, were used to examine the effect of a student's EFC on net price at Virginia's institutions:

- \$0 expected family contribution (no ability to pay)
- \$1 \$6,000 expected family contribution (high need)
- \$6,001 \$15,000 expected family contribution (moderate need) •
- \$15,001-\$100,000 expected family contribution (low need) •

Students with no ability to pay or who are high need generally pay less than 50 percent of the published cost of attendance at almost all institutions (Table F-1). Conversely, students with the highest ability to pay, pay 75 percent of the published cost of attendance on average. Federal aid and most state aid are need-based, whereas institutional aid is typically a mix of need and merit-based aid. As a result, more federal and state aid is awarded to students with the greatest need, contributing to lower net prices for these students.

There is significant variation in the net price paid by students with similar abilities to pay across different institutions. For instance, students with no ability to pay at William & Mary receive sufficient aid to cover nearly the entire published cost of attendance. Conversely, students with no ability to pay at GMU still pay an average cost of \$15,000 (50 percent of the total published cost) after all aid is applied.

Expected family contribution (EFC) is a widely and need for financial aid. EFC does not account for all financial assets, but it is the best available measure of need. The University of Virginia and William & Mary require additional financial information to determine financial aid awards.

Net price as	a percentage of publish	ned price is lowest	for students with les	s ability to pay
Institution	No ability to pay	High need	Moderate need	Low need
W&M	10%	17%	39%	66%
UVA	11%	18%	42%	73%
VSU	27%	29%	51%	58%
UVA-W	28%	24%	38%	58%
CNU	30%	38%	67%	86%
JMU	30%	44%	69%	91%
NSU	33%	34%	48%	65%
LU	38%	49%	59%	76%
RU	41%	48%	68%	84%
VMI	41%	44%	48%	64%
UMW	42%	50%	67%	82%
VCU	42%	45%	61%	72%
ODU	43%	49%	70%	82%
VT	43%	50%	75%	85%
GMU	50%	5	70%	90%

#### TABLE F-1

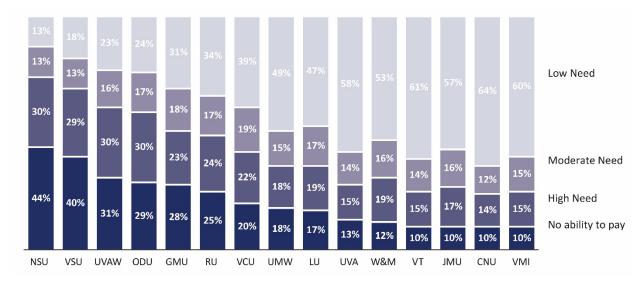
SOURCE: JLARC analysis of State Council of Higher Education for Virginia student-level data on expected family contribution and financial aid for academic year 2022–23.

NOTE: Includes only in-state, degree-seeking undergraduate students who filed a Free Application for Federal Student Aid (FAFSA) for academic year 2022–23. Includes estimated costs for books, supplies, and other expenses.

## Students with the most financial need account for most of the unmet need and student debt

The proportion of students with high need is particularly high at large access institutions and the state's two historically black universities. Among students with demonstrated financial need, 70 percent of students at Norfolk State and Virginia State were high need or had no ability to pay for their education in academic year 2022–23 (Figure F-1). This is three times greater than at Virginia Tech, JMU, Christopher Newport, and Virginia Military Institute.

#### Appendixes

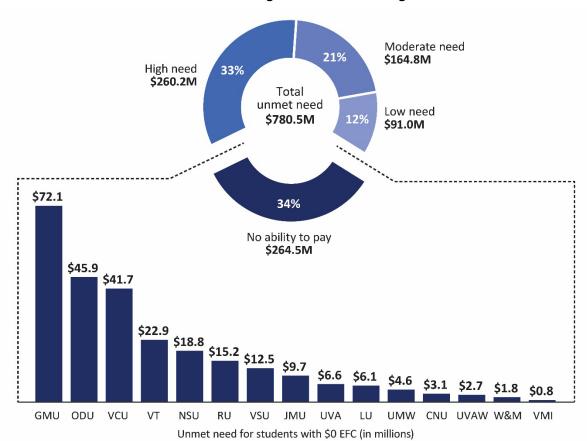


#### Figure F-1 The two HBCUs have the highest proportion of students with no ability to pay or high need

SOURCE: JLARC analysis of State Council of Higher Education for Virginia student-level data on expected family contribution and financial aid for academic year 2022–23.

NOTE: Includes only in-state, undergraduate students at Virginia's four-year, public institutions who filed a Free Application for Federal Student Aid (FAFSA) in academic year 2022–23.

Students with the most financial need have the most substantial amount of unmet need, despite receiving more financial aid and paying the lowest net price. Unmet need is the cost of attendance left after all aid and the student's EFC are applied. Statewide, students had a total of approximately \$103 million in unmet *tuition and fees* need, of which 90 percent was held by students with no ability to pay or who were high need. When factoring in other costs that comprise the total cost of attendance such as housing, food, and supplies—unmet need totaled around \$780 million, with 67 percent held by students with no ability to pay or who were high need (Figure F-2).





SOURCE: JLARC analysis of State Council of Higher Education for Virginia (SCHEV) student-level data on expected family contribution and financial aid for academic year 2022–23 and SCHEV data on published tuition and fees. NOTE: Only includes in-state, degree-seeking undergraduate students who filed a Free Application for Federal Student Aid (FAFSA) for academic year 2022–23.

Several of the state's large access institutions and two historically black universities accounted for 75 percent of total unmet need (or \$585 million) system wide in academic year 2022–23. GMU had the greatest total unmet need of all institutions, totaling \$180 million, followed by VCU (\$131 million) and ODU (\$117 million).

Median student indebtedness is highest among institutions with the greatest total unmet need. Virginia State and Norfolk State graduates are among the highest in total dollar amount of indebtedness and also have the highest proportion of students who borrowed (Table F-2). Norfolk State and Virginia State are the top two institutions when measuring debt at the 25th percentile and median, while Norfolk State is only second to Virginia Military Institute when measuring debt at the 75th percentile. Conversely, UVA and William & Mary have the lowest proportion of students who borrowed and are among the lowest in terms of indebtedness at all quartiles.

				Proportion
Institution	25 <sup>th</sup> percentile	Median	75 <sup>th</sup> percentile	who borrowed
NSU	\$24,133	\$31,000	\$46,052	86%
VSU	\$22,023	\$27,716	\$36,318	88%
LU	\$19,500	\$27,000	\$35,372	66%
VCU	\$16,333	\$26,900	\$37,000	63%
RU	\$19,300	\$26,722	\$39,582	75%
VMI	\$17,368	\$26,722	\$46,724	59%
CNU	\$19,296	\$26,718	\$44,639	55%
ODU	\$16,893	\$26,000	\$37,280	68%
VT	\$15,442	\$25,922	\$32,422	48%
UMW	\$14,844	\$24,742	\$31,419	55%
JMU	\$13,854	\$24,496	\$31,793	50%
GMU	\$13,360	\$23,133	\$31,619	54%
W&M	\$12,000	\$20,500	\$27,000	35%
UVA-W	\$10,224	\$19,738	\$26,502	52%
UVA	\$9,402	\$19,298	\$26,822	34%

#### TABLE F-2 Median indebtedness ranges from about \$20,000 to \$30,000 across institutions

SOURCE: State Council of Higher Education for Virginia public data report EOM6 'Median Graduate Debt, 10 Year Trends.' Note: Indebtedness refers to total student loan debt (of any kind, including private loans) held by a student upon graduation. Includes indebtedness for in-state bachelor's recipients. Does not include debt held by students who did not complete a degree. National average indebtedness for in-state bachelor's recipients who attended a four-year, public institution was \$27,000 in academic year 2021–22. The national average proportion of in-state bachelor's recipients who attended a four-year public institution and borrowed was 50 percent in academic year 2021–22.

The decrease in average net price at Virginia institutions may have some positive effects on student indebtedness. Although median debt levels are generally unchanged at Virginia institutions compared to a decade ago, the proportion of students who borrow has decreased at 12 institutions (or 4 percent overall) since FY13.

# Appendix G: Institutional spending, revenue, and staffing profiles

The following tables present additional information on enrollment, spending, staffing, revenue, and student costs at each of Virginia's public institutions. The data in these tables is derived from various sources, including the NCES' Integrated Postsecondary Education Data System (IPEDS), the State Council of Higher Education for Virginia (SCHEV), Virginia public institutions' annual financial statements, and Cardinal expenditure data. All spending, revenue, and cost of attendance data is adjusted for inflation to 2023 dollars using the Bureau of Economic Analysis Consumer Price Index (Table G-1).

#### TABLE G-1 Consumer Price Index, 2004–2023 (July 1)

	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13
CPI	189.4	195.4	203.5	208.299	219.964	215.351	218.011	225.922	229.104	233.596
	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY21	FY22	FY23
CPI	238.250	238.654	240.628	244.786	252.006	256.571	259.101	273.003	296.276	305.691

SOURCE: Bureau of Economic Analysis.

#### **Christopher Newport University**

#### TABLE CNU-1 Total spending (FY14–FY23) (\$1,000s)

		Fiscal year									FY19–F chan	-	FY14–FY23 change	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	10,577	11,039	11,915	11,406	11,180	12,733	13,087	12,848	12,189	13,669	936	7	3,092	29
Auxiliary	67,259	69,664	73,928	70,481	70,718	70,407	64,836	61,851	53,945	60,794	(9,613)	-14	(6,464)	-10
Institutional support	10,236	11,069	12,261	12,325	12,643	13,058	13,421	17,391	14,245	13,660	602	5	3,424	33
Instruction	39,419	42,508	45,103	44,333	44,922	44,296	45,567	43,429	40,441	40,064	(4,232)	-10	645	2
Operations & maintenance	10,193	11,057	11,315	11,368	11,696	12,759	13,182	11,968	9,558	10,695	(2,064)	-16	502	5
Public service	0	0	0	0	0	0	0	0	0	0	n/a	n/a	n/a	n/a
Research	2,425	2,684	2,413	2,158	1,902	2,295	2,330	2,172	3,082	2,855	560	24	429	18
Scholarship & aid	2,929	2,489	2,411	2,096	1,367	2,993	3,556	3,962	2,236	5,327	2,334	78	2,398	82
Student services	7,618	8,583	8,974	9,159	9,128	9,215	9,791	8,501	8,472	8,071	(1,144)	-12	453	6
Other	19,058	20,477	20,902	21,192	21,034	21,472	21,295	20,328	28,557	28,908	7,436	35	9,849	52
Total	169,714	179,571	189,223	184,518	184,591	189,228	187,065	182,450	172,725	184,043	(5,185)	0	14,329	8

#### Spending per FTE student (FY14–FY23)

				Fiscal		-FY19 chai		FY14–FY23 change						
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,059	2,153	2,340	2,288	2,261	2,634	2,698	2,708	2,745	3,088	454	17	1,029	50
Auxiliary	13,098	13,588	14,522	14,135	14,300	14,568	13,365	13,035	12,147	13,736	(832)	-6	638	5
Institutional support	1,994	2,160	2,409	2,471	2,557	2,702	2,767	3,665	3,208	3,086	384	14	1,092	55
Instruction	7,677	8,291	8,860	8,892	9,084	9,166	9,394	9,153	9,106	9,052	(114)	-1	1,375	18
Operations & maintenance	1,985	2,157	2,223	2,280	2,365	2,640	2,717	2,522	2,152	2,416	(224)	-8	431	22
Public service	0	0	0	0	0	0	0	0	0	0	n/a	n/a	n/a	n/a
Research	472	524	474	433	385	475	480	458	694	645	170	36	173	37
Scholarship & aid	571	485	474	421	277	620	733	835	504	1,204	584	94	633	111
Student services	1,483	1,674	1,763	1,837	1,846	1,906	2,019	1,792	1,908	1,824	(82)	-4	341	23
Other	3,712	3,994	4,106	4,250	4,254	4,443	4,390	4,284	6,430	6,531	2,088	47	2,819	76
Total	33,051	35,026	37,170	37,007	37,330	39,155	38,562	38,451	38,894	41,582	2,427	6	8,531	26

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes depreciation.

TABLE CNU-2	
Staffing levels and	growth (FY14–FY23)

	Fiscal year (FTEs)											9–FY23 lange	FY14–FY23 change	
	14	22 21 20 20 20 11 12 14									FTEs	%	FTEs	%
Instruction, research, & public service	317	329	332	332	335	342	351	349	341	337	-5	-1	20	6
Management	70	91	88	89	94	98	108	79	56	66	-32	-33	-4	-6
Office & admin Support	120	127	131	136	132	130	106	101	89	123	-7	-5	3	3
Business and Finance	34	45	49	49	51	56	105	76	56	65	9	16	31	91
Computer, Engineering, & Science	35	41	42	41	44	41	50	40	30	38	-3	-7	3	9
Academic support & student services	52	38	45	43	32	54	47	39	46	48	-6	-11	-4	-8
Auxiliary	84	73	77	69	70	71	61	52	43	46	-25	-35	-38	-45
Other	264	263	270	264	268	281	301	269	237	264	-17	-6	0	0
Total	976	1,007	1,034	1,023	1,026	1,073	1,129	1,005	898	987	-86	-8	11	1

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

#### TABLE CNU-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%)	
	Average salary	Inflation	State raises
Instructional positions	14.4	19.1	14.7

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data.

NOTE: Non-instructional and total staff salary growth information is not presented because CNU only provided salary information for all staff in FY22 and FY23.

#### TABLE CNU-4 Student enrollment (FY14–FY23)

	T			S	Students	(FTEs)					FY19–F chan		FY14–FY23 change	
	4	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	5,135	5,127	5,091	4,986	4,945	4,833	4,851	4,745	4,441	4,426	-407	-8	-709	-14

SOURCE: State Council of Higher Education Annualized Student FTE by Student Level Group report.

#### TABLE CNU-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1			Fi		FY19–FY23 change		FY14–FY chang						
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	46,434	47,277	49,104	48,095	49,115	52,651	50,200	47,920	39,697	40,922	(11,729)	-22	(5,513)	-12
Gov. & private operating grants/contracts	2,370	2,530	2,422	2,154	2,431	2,408	2,388	2,328	2,179	2,70	260	11	299	13
Net auxiliary	78,790	84,701	88,185	87,732	84,820	84,852	81,361	69,085	62,985	68,582	(16,270)	-19	(10,207)	-13
State appropriations	39,007	38,977	40,280	41,449	41,169	41,171	46,461	44,714	50,557	53,836	12,664	31	14,829	38
Gifts and investment income	2,491	2,593	2,627	2,844	3,056	3,641	867	3,614	2,619	3,646	(4)	-0	1,155	46
Other operating	2,440	4,158	4,726	5,139	4,361	5,478	4,004	4,097	5,534	5,452	(25)	0	3,012	123
Other non-operating	5,042	4,695	4,777	5,421	4,357	4,246	6,246	7,176	7,990	8,743	4,497	106	3,701	73
Total	176,575	184,932	192,121	192,836	189,311	194,449	191,572	178,934	171,562	183,852	(10,598)	-5	7,277	4

#### Institutional revenue per FTE student (FY14-FY23)

					FY19– chan		FY14–FY23 change							
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	9,043	9,221	9,645	9,646	9,932	10,894	10,348	10,099	8,939	9,246	(1,648)	-15	203	2
Gov. & private operating grants/contracts	461	494	476	432	492	498	492	491	491	603	105	21	142	31
Net auxiliary	15,344	16,521	17,322	17,596	17,153	17,557	16,772	14,560	14,183	15,495	(2,061)	-12	152	1
State appropriations	7,596	7,602	7,912	8,313	8,325	8,519	9,578	9,423	11,384	12,164	3,645	43	4,567	60
Gifts and investment income	485	506	516	570	618	753	179	762	590	824	70	9	339	70
Other operating	475	811	928	1,031	882	1,134	825	863	1,246	1,232	98	9	757	159
Other non-operating	982	916	938	1,087	881	879	1,288	1,512	1,799	1,975	1,097	125	993	101
Total	34,387	36,070	37,737	38,675	38,283	40,234	39,482	37,710	38,631	41,539	1,305	3	7,152	21

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

#### **TABLE CNU-6**

#### Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal ye	ear					FY19–F chan		FY14– chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	8,409	8,918	9,708	9,828	10,032	10,842	10,736	10,190	9,389	9,375	(1,467)	-14	966	11
Mandatory non-E&G fees	5,823	6,000	6,205	6,474	6,531	6,736	6,871	6,521	6,009	6,050	(686)	-10	227	4
Average room & board	12,777	13,211	13,484	13,630	13,615	13,654	13,875	13,168	12,134	11,990	(1,664)	-12	(787)	-6
Total cost of attendance	27,009	28,128	29,397	29,931	30,178	31,233	31,482	29,879	27,532	27,415	(3,818)	-12	406	2

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

NOTE: Shown in constant FY23 dollars. Costs for average room and board for a full-time in-state, undergraduate student.

#### **George Mason University**

#### TABLE GMU-1 Total spending (FY14–FY23) (\$1,000s)

					Fiscal	year					FY19–FY2 change	-	FY14–FY2 change	-
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	73,888	73,811	75,915	78,153	80,469	87,847	97,652	97,238	94,450	111,255	23,409	27	37,368	51
Auxiliary	160,440	163,654	165,465	167,076	175,832	171,645	160,720	104,222	104,510	141,069	(30,576)	-18	(19,372)	-12
Institutional support	55,852	58,764	56,873	59,705	58,159	60,173	67,296	74,320	86,086	75,161	14,988	25	19,309	35
Instruction	341,563	340,332	347,203	354,955	361,744	368,809	404,661	394,307	390,789	405,379	36,571	10	63,817	19
Operations & maintenance	57,656	66,455	58,816	54,567	62,044	64,596	72,824	72,406	58,680	67,948	3,352	5	10,292	18
Public service	23,889	23,108	24,241	24,093	26,068	27,714	26,579	30,655	28,182	33,434	5,720	21	9,545	40
Research	91,254	91,951	87,537	84,560	95,992	135,871	132,911	153,150	132,471	147,910	12,039	9	56,656	62
Scholarship & aid	34,925	36,382	37,365	34,734	36,530	34,351	47,054	53,947	72,435	15,683ª	N/A	N/A	N/A	N/A
Student services	32,900	33,839	34,677	36,705	37,294	38,292	38,719	37,772	37,334	41,846	3,554	9	8,946	27
Other	74,264	75,417	77,609	77,891	77,272	77,676	77,420	73,583	77,263	90,396	12,721	16	16,132	22
Total	946,632	963,714	965,700	972,438	1,011,405	1,066,973	1,125,836	1,091,601	1,082,201	1,130,082	63,109	6	183,449	19

#### Spending per FTE student (FY14–FY23)

					Fiscal	year					FY19–I chan		-FY14 cha	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,703	2,660	2,686	2,660	2,638	2,776	3,037	2,951	2,920	3,389	613	22	686	25
Auxiliary	5,869	5,897	5,855	5,687	5,766	5,423	4,998	3,163	3,232	4,297	(1,126)	-21	(1,572)	-27
Institutional support	2,043	2,117	2,012	2,032	1,907	1,902	2,093	2,255	2,662	2,290	388	20	247	12
Instruction	12,495	12,265	12,286	12,082	11,861	11,654	12,584	11,967	12,082	12,349	695	6	(146)	-1
Operations & maintenance	2,109	2,395	2,081	1,857	2,034	2,041	2,265	2,197	1,814	2,070	29	1	(39)	-2
Public service	874	833	858	820	855	876	827	930	871	1,018	142	16	144	17
Research	3,339	3,314	3,097	2,879	3,148	4,293	4,133	4,648	4,096	4,506	213	5	1,167	35
Scholarship & aid	1,278	1,312	1,322	1,183	1,197	1,085	1,463	1,637	2,240	478ª	N/A	N/A	N/A	N/A
Student services	1,204	1,219	1,227	1,250	1,223	1,209	1,205	1,147	1,155	1,275	66	5	71	6
Other	2,716	2,718	2,747	2,651	2,534	2,454	2,408	2,233	2,389	2,754	300	12	38	1
Total	34,629	34,730	34,171	33,101	33,163	33,713	35,012	33,127	33,460	34,426	713	2	(203)	-1

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: <sup>a</sup> Scholarships & aid amount for FY23 is not comparable to prior years because of a reporting change beginning in FY23 based on National Association of College and University Business Officers (NACUBO) Advisory Report 2023-01. Shown in constant FY23 dollars. 'Other' includes depreciation.

#### TABLE GMU-2 Staffing levels and growth (FY14–FY23)

	1			F	iscal ye	ar (FTEs	5)					9–FY23 lange		-FY23 nge
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	1,806	1,808	1,833	1,860	1,893	1,940	2,011	2,049	2,131	2,194	254	13	388	21
Management	264	286	270	270	270	275	302	295	303	305	30	11	41	16
Office & admin Support	430	421	412	380	377	392	409	414	412	432	40	10	2	0
Business and Finance	510	492	486	482	502	523	527	539	572	603	80	15	93	18
Computer, Engineering, & Science	368	363	367	351	352	380	383	366	358	390	10	3	22	6
Academic support & student services	244	254	269	285	304	309	341	357	351	365	56	18	121	50
Auxiliary	197	207	227	233	257	292	315	337	357	401	109	37	204	104
Other	442	462	451	429	436	406	416	427	414	416	10	2	-26	-6
Total	4,261	4,293	4,315	4,290	4,391	4,517	4,704	4,784	4,898	5,106	589	13	845	20

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data.

NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

#### TABLE GMU-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	18.3		
Non-instructional positions	20.9	19.1	14.7
Total	21.7		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

#### TABLE GMU-4 Student enrollment (FY14–FY23)

	1			9	Students	(FTEs)					FY19–F chang		FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	27,337	27,749	28,261	29,377	30,500	31,649	32,156	32,951	32,344	32,828	1,179	4	5,491	20

SOURCE: State Council of Higher Education Annualized Student FTE by Student Level Group report.

#### TABLE GMU-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1				Fiscal yea	ır (\$1,000	s)				FY19–FY2 change	-	FY14–FY23 change	•
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	387,876	397,721	412,787	425,917	452,166	467,558	463,365	454,686	409,300	360,309 ª	N/A	N/A	N/A	N/A
Gov. & private operating grants/contracts		141,328	137,753	135,476	147,814	187,761	183,974	197,907	186,399	198,196	10,435	7	57,847	41
Net auxiliary	215,675	221,198	232,782	243,060	247,961	243,868	222,823	161,505	178,276	204,577	(39,291)	-18	(11,098)	-5
State appropriations	181,343	178,850	189,182	201,502	198,563	201,668	217,679	224,357	222,276	269,557	67,889	37	88,214	49
Gifts and investment income	5,282	4,261	3,311	5,079	6,649	9,535	14,830	13,925	7,610	6,231	(3,304)	-63	949	18
Other operating	10,803	22,743	26,826	24,658	24,230	20,616	16,788	12,795	13,674	13,478	(7,138)	-66	2,675	25
Other non-operating	56,734	34,190	36,264	39,364	43,998	45,249	46,581	45,177	85,492	49,953	(4,704)	8	(6,781)	-12
Total	998,064	1,000,291	1,038,905	1,075,057	1,121,381	1,176,256	1,166,039	1,110,352	1,103,027	1,103,552	(72,704)	-7	105,488	11

#### Institutional revenue per FTE student (FY14–FY23)

	1				Fisca	l year						–FY23 inge	FY14–I chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	14,189	14,333	14,606	14,498	14,825	14,773	14,410	13,799	12,655	10,976 <sup>a</sup>	N/A	N/A	N/A	N/A
Gov. & private operating grants/contracts	5,134	5,093	4,874	4,612	4,846	5,933	5,721	6,006	5,763	6,037	105	2	903	18
Net auxiliary	7,890	7,971	8,237	8,274	8,130	7,705	6,929	4,901	5,512	6,270	6,232	(1,474)	-19	(1,658)
State appropriations	6,634	6,445	6,694	6,859	6,510	6,372	6,769	6,809	6,872	8,211	1,839	29	1,578	24
Gifts and investment income	193	154	117	173	218	301	461	423	235	190	-111	-37	(3)	-2
Other operating	395	820	949	839	794	651	522	388	423	411	-241	-37	15	4
Other non-operating	2,075	1,232	1,283	1,340	1,443	1,430	1,449	1,371	2,643	1,522	92	6	(554)	-27
Total	36,510	36,048	36,761	36,595	36,767	37,166	36,262	33,697	34,103	33,616	(3,549)	-10	(2,893)	-8

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: <sup>a</sup> Net tuition and fees amount for FY23 is not comparable to prior years because of an accounting change beginning in FY23 based on National Association of College and University Business Officers (NACUBO) Advisory Report 2023-01. Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

#### TABLE GMU-6 Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal ye	ear				I	FY19–F chan		FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	9,264	9,686	10,133	10,245	10,519	10,795	10,689	10,649	9,812	9,795	(1,000)	-9	531	6
Mandatory non-E&G fees	3,449	3,612	3,781	3,866	3,945	4,053	4,134	3,924	3,724	3,609	(444)	-11	160	5
Average room & board	11,535	12,081	12,463	13,400	13,453	13,654	13,810	13,538	13,031	13,120	(534)	-4	1,585	14
Total cost of attendance	24,247	25,380	26,376	27,511	27,917	28,502	28,633	28,110	26,567	26,524	(1,978)	-7	2,277	9

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

NOTE: Shown in constant FY23 dollars. Costs for average room and board for a full-time in-state, undergraduate student.

#### **James Madison University**

#### TABLE JMU-1 Total spending (FY14–FY23) (\$1,000s)

	i				Fisca	l year					FY19–F chan	-	FY14–F chan	-
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	50,882	52,743	54,193	58,625	58,441	59,359	59,841	53,871	49,181	53,165	(6,194)	-10	2,283	4
Auxiliary	159,077	160,753	168,202	169,920	173,453	173,380	145,393	121,782	134,646	164,987	(8,393)	-5	5,910	4
Institutional support	32,952	37,348	40,743	42,471	42,940	39,781	60,180	56,968	48,383	37,703	(2,078)	-5	4,751	14
Instruction	180,090	190,684	194,733	202,377	210,136	209,160	210,458	189,076	191,578	190,232	(18,927)	-9	10,142	6
Operations & maintenance	50,413	50,400	52,313	55,379	54,845	54,300	55,833	51,892	42,866	46,138	(8,162)	-15	(4,275)	-8
Public service	16,775	16,997	16,913	19,522	18,934	17,645	19,539	19,426	22,807	23,295	5,650	32	6,520	39
Research	6,214	5,031	4,225	4,526	2,551	3,456	3,358	3,122	2,933	3,267	(190)	-5	(2,947)	-47
Scholarship & aid	12,522	13,286	11,694	11,839	12,713	12,554	26,708	27,290	37,613	21,387	8,833	70	8,865	71
Student services	20,367	22,277	21,820	23,239	23,686	23,744	25,960	24,570	25,989	27,058	3,314	14	6,691	33
Other	44,954	47,439	50,174	52,352	52,255	53,753	57,698	59,087	57,234	57,009	3,256	6	12,055	27
Total	574,247	596,957	615,010	40,249	649,955	647,133	664,969	607,084	613,231	624,242	(22,891)	-4	49,995	9

#### Spending per FTE student (FY14–FY23)

					Fiscal	year					FY19–l chan		-FY14 cha	-FY23 nge
	14	5	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,546	2,589	2,603	2,814	2,748	2,796	2,827	2,514	2,328	2,496	(300)	-11	(50)	-2
Auxiliary	7,956	7,890	8,078	8,155	8,156	8,166	6,870	5,684	6,372	7,747	(419)	-5	(209)	-3
Institutional support	1,649	1,833	1,956	2,038	2,020	1,874	2,843	2,658	2,290	1,770	(104)	-6	121	7
Instruction	9,007	9,360	9,353	9,712	9,881	9,851	9,943	8,825	9,066	8,932	(919)	-9	(75)	-1
Operations & maintenance	2,521	2,473	2,513	2,657	2,579	2,558	2,638	2,422	2,028	2,166	(392)	-15	(355)	-14
Public service	839	834	812	937	890	832	923	907	1,079	1,094	262	32	255	30
Research	311	247	203	217	120	163	158	146	139	153	(10)	-6	(158)	-51
Scholarship & aid	626	652	562	568	598	591	1,262	1,273	1,780	1,004	413	70	378	60
Student services	1,019	1,094	1,048	1,115	1,114	1,119	1,227	1,147	1,230	1,271	152	14	252	25
Other	2,248	2,329	2,410	2,513	2,458	2,532	2,727	2,758	2,708	2,677	145	6	429	19
Total	28,721	29,301	29,538	30,726	30,564	30,482	31,418	28,333	29,021	29,310	(1,172)	-4	589	2

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes depreciation.

#### TABLE JMU-2 Staffing levels and growth (FY14–FY23)

	1			F	iscal ye	ar (FTEs	5)					9–FY23 lange		-FY23 nge
	14	5	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	1,085	1,124	1,143	1,163	1,184	1,185	1,215	1,146	1,178	1,181	-4	0	96	9
Management	289	312	316	337	340	345	353	364	357	383	38	11	94	33
Office & admin Support	405	419	429	456	472	460	453	431	412	409	-51	-11	4	1
Business and Finance	129	131	131	106	112	115	125	129	133	143	28	24	14	11
Computer, Engineering, & Science	215	218	225	253	253	255	266	254	261	255	0	0	40	19
Academic support & student services	82	114	98	91	94	110	102	108	116	121	11	10	39	48
Auxiliary	207	239	235	244	250	261	283	249	250	254	-7	-3	47	23
Other	567	578	602	619	621	636	656	639	610	590	-46	-7	23	4
Total	2,979	3,135	3,179	3,269	3,326	3,367	3,453	3,320	3,317	3,336	-31	-1	357	12

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

#### TABLE JMU-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	14.4		
Non-instructional positions	15.6	19.1	14.7
Total	14		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

#### TABLE JMU-4 Student enrollment (FY14–FY23)

	1				Students	(FTEs)					FY19–F chan		23 FY14–FY23 e change		
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%	
Enrollment	19,993	20,372	20,820	20,837	21,266	21,232	21,165	21,427	21,130	21,297	65	0	1,304	7	

SOURCE: State Council of Higher Education Annualized Student FTE by Student Level Group report.

#### TABLE JMU-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1					FY19–FY23 change		FY14–F chang						
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	228,373	244,232	256,792	258,521	265,417	281,455	274,748	253,460	239,730	235,832	(45,623)	-20	7,459	3
Gov. & private operating grants/contracts	34,885	31,305	31,123	32,772	31,373	32,971	35,102	41,948	42,108	43,534	10,563	30	8,650	25
Net auxiliary	208,092	220,691	226,628	227,922	234,665	233,811	212,192	179,718	208,776	212,408	(21,403)	-10	4,316	2
State appropriations	105,454	105,435	110,056	114,492	113,146	113,322	125,133	103,024	144,165	145,185	31,863	30	39,731	38
Gifts and investment income	2,096	890	1,016	2,000	2,330	5,049	4,951	2,213	1,755	5,357	308	15	3,261	156
Other operating	4,195	5,307	5,019	4,870	6,045	6,907	7,678	5,407	5,135	5,855	(1,052)	-25	1,660	40
Other non-operating	14,265	15,633	15,290	18,784	16,968	16,622	16,047	16,119	14,898	26,592	9,969	70	12,327	86
Total	597,360	623,493	645,923	659,361	669,943	690,137	675,852	601,890	654,812	674,764	(15,374)	-3	77,404	13

#### Institutional revenue per FTE student (FY14–FY23)

					Fiscal	year					FY19–FY23 change		FY14–F\ chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	11,423	11,989	12,334	12,407	12,481	13,256	12,981	11,829	11,345	11,073	(2,183)	-16	(349)	-3
Gov. & private operating														
grants/contracts	1,745	1,537	1,495	1,573	1,475	1,553	1,658	1,958	1,993	2,044	491	32	299	17
Net auxiliary	10,408	10,833	10,885	10,938	11,035	11,012	10,026	8,387	9,881	9,974	(1,039)	-9	(435)	-4
State appropriations	5,275	5,175	5,286	5,495	5,320	5,337	5,912	4,808	6,823	6,817	1,480	28	1,543	29
Gifts and investment														
income	105	44	49	96	110	238	234	103	83	252	14	6	147	140
Other operating	210	260	241	234	284	325	363	252	243	275	(50)	-15	65	31
Other non-operating	713	767	734	901	798	783	758	752	705	1,249	466	59	535	75
Total	29,878	30,605	31,024	31,644	31,503	32,505	31,933	28,090	30,990	31,684	(821)	-3	1,805	6

SOURCE: Audited financial statement (FY14-FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

#### **TABLE JMU-6**

#### Charges to students and total cost of attendance (FY14–FY23)

	I			FY19–FY23 change		FY14–l chan								
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	6,549	6,925	7,272	7,363	7,581	8,638	8,554	8,118	7,697	7,684	(954)	-11	1,135	17
Mandatory non-E&G fees	5,225	5,451	5,516	5,612	5,614	5,678	5,847	5,688	5,343	5,408	(270)	-5	183	4
Average room & board	11,385	11,779	11,937	12,148	12,266	12,525	12,905	12,707	11,917	11,940	(585)	-5	555	5
Total cost of attendance	23,158	24,155	24,724	25,124	25,462	26,841	27,306	26,513	24,957	25,032	(1,809)	-7	1,874	8

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

NOTE: Shown in constant FY23 dollars. Costs for average room and board for a full-time in-state, undergraduate student.

#### Longwood University

#### TABLE Longwood-1 Total spending (FY14–FY23) (\$1,000s)

						FY19–FY23 change		FY14–l chan	-					
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	10,914	10,969	10,031	8,688	9,475	8,718	8,836	8,446	7,601	7,322	(1,396)	-16	(3,593)	-33
Auxiliary	48,505	50,231	58,672	70,863	60,571	61,832	56,501	55,131	51,998	52,887	(8,945)	-14	4,382	9
Institutional support	11,916	12,335	12,695	14,032	11,991	13,874	10,676	13,598	11,123	13,240	(634)	-5	1,324	11
Instruction	39,757	40,223	41,989	43,412	43,179	41,548	41,077	42,713	38,049	35,332	(6,217)	-15	(4,425)	-11
Operations & maintenance	10,174	10,793	11,827	11,335	10,824	11,021	10,109	11,296	8,581	10,738	(282)	-3	564	6
Public service	1,637	1,687	2,014	2,128	2,286	1,720	2,151	2,048	1,509	1,529	(190)	-11	(108)	-7
Research	85	60	75	78	361	274	699	695	166	435	161	59	350	412
Scholarship & aid	11,680	12,058	12,466	4,203	4,386	4,667	16,205	7,895	5,749	5,460	793	17	(6,221)	-53
Student services	5,178	5,510	5,594	5,541	5,564	5,410	5,006	4,565	4,637	3,820	(1,591)	-29	(1,358)	-26
Other	11,974	11,918	12,263	12,363	12,117	12,442	16,329	15,727	11,264	11,664	(778)	-6	(310)	-3
Total	151,821	155,785	167,627	172,644	160,753	161,506	167,589	162,112	140,676	142,427	(19,079)	-12	(9,394)	-6

#### Spending per FTE student (FY14–FY23)

					Fiscal	year					FY19–FY23 change		FY14–FY23 change	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,292	2,244	2,067	1,847	2,029	1,950	2,102	1,946	1,837	1,815	(135)	-7	(477)	-21
Auxiliary	10,181	10,277	12,093	15,061	12,976	13,836	13,446	12,703	12,566	13,114	(722)	-5	2,933	29
Institutional support	2,501	2,523	2,617	2,982	2,569	3,105	2,541	3,133	2,688	3,283	178	6	782	31
Instruction	8,345	8,228	8,654	9,226	9,251	9,297	9,776	9,841	9,195	8,761	(536)	-6	416	5
Operations & maintenance	2,135	2,208	2,438	2,409	2,318	2,466	2,406	2,602	2,074	2,663	197	8	528	25
Public service	344	345	415	452	490	385	512	471	364	379	(6)	-2	35	10
Research	18	13	15	16	78	61	166	160	40	108	47	78	90	501
Scholarship & aid	2,452	2,467	2,569	893	940	1,044	3,857	1,820	1,389	1,354	310	30	(1,098)	-45
Student services	1,087	1,127	1,152	1,178	1,192	1,211	1,192	1,051	1,121	947	(264)	-22	(140)	-13
Other	2,514	2,438	2,527	2,627	2,596	2,784	3,886	3,623	2,722	2,892	108	4	378	15
Total	31,868	31,870	34,547	36,691	34,439	36,139	39,885	37,352	33,995	35,316	(823)	-2	3,448	11

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes other and deprecation.

	I			F	iscal ye	ar (FTEs	5)					–FY23 ange		-FY23 nge
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	253	265	274	271	280	298	287	282	278	271	-27	-9	18	7
Management	90	95	102	73	108	109	110	110	104	99	-10	-9	9	10
Office & admin Support	111	113	118	107	100	101	87	83	65	60	-41	-41	-51	-46
Business and Finance	55	51	51	89	53	46	45	43	45	46	0	0	-9	-16
Computer, Engineering, & Science	42	41	46	50	53	47	48	45	41	38	-9	-19	-4	-10
Academic support & student services	39	32	25	26	53	54	56	53	53	54	0	0	15	38
Auxiliary	70	73	73	65	67	73	77	64	70	71	-2	-3	1	1
Other	104	103	107	116	112	110	107	95	89	83	-27	-25	-21	-20
Total	764	773	796	797	826	838	817	775	745	722	-116	-14	-42	-5

# TABLE Longwood-2 Staffing levels and growth (FY14–FY23)

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

## TABLE Longwood-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%	
	Average/ median salary	Inflation	State raises
Instructional positions	13.7		
Non-instructional positions	21.1*	19.1	14.7
Total	<b>18.2</b> *		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions. \*Non-instructional and total median salary growth for Longwood reflects FY20 to FY24. FY23 salary information was not provided from Longwood. State raises resulted in a 22.7 percent increase and inflation resulted in 21.8 percent between FY19 and FY22. Instructional salaries reflect FY19 to FY23.

# TABLE Longwood-4 Student enrollment (FY14–FY23)

	1			s	tudents	(FTEs)					FY19–I chan		FY14– chan	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	4,764	4,888	4,852	4,705	4,668	4,469	4,202	4,340	4,138	4,033	-436	-10	-731	-15

# TABLE Longwood-5 Institutional revenue (FY14–FY23) (\$1,000s)

	I				Fiscal ye	ar (\$1,00	0's)					-FY23 inge	FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	40,296	43,551	44,447	38,703	38,529	37,252	33,361	32,966	28,155	25,774	(11,477)	-28	(14,522)	-36
Gov. & private operating														
grants/contracts	8,271	7,895	8,090	8,445	7,964	11,185	9,403	8,660	7,808	8,373	(2,811)	-34	102	1
Net auxiliary	60,732	61,813	61,337	56,845	56,657	58,928	57,591	41,693	40,693	41,552	(17,376)	-29	(19,181)	-32
State appropriations	37,398	37,510	38,806	40,361	39,871	40,328	43,804	43,398	43,655	48,455	8,128	22	11,058	30
Gifts and investment														
income	414	379	410	479	343	215	192	5,694	12,407	9,165	8,950	2,164	8,752	2,116
Other operating	480	550	563	480	696	527	510	378	714	839	312	65	359	75
Other non-operating	5,876	5,770	6,146	6,280	6,203	6,250	7,161	5,888	4,616	5,727	(523)	-9	(149)	-3
Total	153,467	157,469	159,800	151,593	150,263	154,684	152,022	138,677	138,049	139,886	(14,798)	-10	(13,581)	-9

#### Institutional revenue per FTE student (FY14–FY23)

	1				Fisca	l year					FY19– chai		FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	8,458	8,910	9,161	8,226	8,254	8,336	7,939	7,596	6,804	6,391	(1,945)	-23	(2,068)	-24
Gov. & private operating grants/contracts	1.736	1,615	1.667	1,795	1,706	2,503	2,238	1,995	1,887	2,076	(427)	-17	340	20
Net auxiliary	12,748	12,646	12,642	12,082	12,137	13,186	13,706	9,607	9,834	10,303	(2,883)	-22	(2,445)	-19
State appropriations	7,850	7,674	7,998	8,578	8,541	9,024	10,425	9,999	10,550	12,015	2,991	33	4,165	53
Gifts and investment income	87	78	85	102	74	48	46	1,312	2,998	2,273	2,224	4,628	2,186	2,518
Other operating	101	112	116	102	149	118	121	87	173	208	90	76	107	107
Other non-operating	1,233	1,180	1,267	1,335	1,329	1,398	1,704	1,357	1,116	1,420	21	2	187	15
Total	32,214	32,215	32,935	32,220	32,190	34,613	36,179	31,953	33,361	34,685	73	0	2,471	8

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

#### TABLE Longwood-6

## Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal y	ear					FY19–F chan		FY14– char	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	8,276	8,877	9,109	9,179	9,243	9,460	9,368	9,159	8,440	8,420	(1,040)	-11	144	2
Mandatory non-E&G fees	6,274	5,956	6,022	6,107	6,186	6,434	6,583	6,416	6,098	6,691	257	4	417	7
Average room & board	11,389	11,856	12,142	12,418	12,637	13,137	13,766	13,459	12,527	13,032	(105)	-1	1,643	14
Total cost of attendance	25,939	26,689	27,273	27,704	28,067	29,031	29,717	29,035	27,065	28,143	(888)	-3	2,837	11

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# **Norfolk State University**

# TABLE NSU-1 Total spending (FY14–FY23) (\$1,000s)

					Fisca	l year					FY19–F chan	-	FY14–l chan	-
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	12,879	12,618	12,471	10,307	9,788	7,802	9,844	8,891	12,862	11,431	3,629	47	(1,448)	-11
Auxiliary	45,517	46,274	40,400	47,026	46,954	53,252	48,448	28,919	41,198	51,469	(1,783)	-3	5,952	13
Institutional support	18,532	20,066	21,955	16,599	18,495	19,081	22,071	21,114	24,530	25,669	6,588	35	7,137	39
Instruction	48,356	45,958	44,921	48,187	46,705	49,663	49,979	49,144	48,862	55,927	6,264	13	7,571	16
Operations & maintenance	14,120	13,406	14,958	18,237	14,702	16,036	14,919	12,842	10,969	14,509	(1,526)	-10	389	3
Public service	1,041	981	826	689	600	455	449	286	381	442	(13)	-3	(598)	-57
Research	153	115	132	184	182	92	150	280	595	685	593	643	532	348
Scholarship & aid	14,827	14,077	14,774	19,865	21,352	20,383	21,363	20,483	23,398	30,102	9,719	48	15,276	103
Student services	5,615	5,446	5,673	6,445	6,643	7,365	6,854	6,473	7,397	7,668	302	4	2,053	37
Other	22,254	20,874	22,843	22,209	18,622	22,885	24,289	45,002	50,218	45,020	22,136	97	22,766	102
Total	183,294	179,812	178,955	189,748	184,044	197,014	198,366	193,433	220,410	242,918	45,904	23	59,624	33

## Spending per FTE student (FY14–FY23)

					Fiscal	year					FY19– char			-FY23 nge
	14	5	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,152	2,341	2,706	2,147	2,080	1,641	1,928	1,869	2,619	2,206	565	34	54	3
Auxiliary	7,603	8,588	8,766	9,797	9,977	11,197	9,487	6,078	8,389	9,932	(1,265)	-11	2,329	31
Institutional support	3,096	3,725	4,764	3,458	3,930	4,012	4,322	4,438	4,995	4,954	942	23	1,858	60
Instruction	8,078	8,529	9,746	10,039	9,925	10,442	9,787	10,328	9,949	10,793	351	3	2,715	34
Operations & maintenance	2,358	2,488	3,246	3,799	3,124	3,372	2,921	2,700	2,234	2,800	(572)	-17	442	19
Public service	173	182	179	144	127	95	88	60	77	85	(10)	-11	(88)	-51
Research	26	22	29	39	39	19	29	59	121	132	113	592	106	414
Scholarship & aid	2,476	2,613	3,205	4,139	4,537	4,286	4,184	4,305	4,765	5,809	1,523	36	3,333	135
Student services	938	1,011	1,231	1,342	1,412	1,549	1,343	1,360	1,506	1,480	(69)	-4	542	58
Other	3,718	3,875	4,956	4,627	3,957	4,812	4,756	9,458	10,226	8,688	3,876	81	4,970	134
Total	30,619	33,372	38,828	39,530	39,108	41,424	38,844	40,656	44,881	46,878	5,454	13	16,259	53

SOURCE: Operating spending from Cardinal (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars.

## TABLE NSU-2 Staffing levels and growth (FY14–FY23)

	1			F	iscal ye	ear (FTE	5)					9–FY23 lange		–FY23 inge
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	321	297	289	282	283	296	291	282	274	273	-23	-8	-48	-15
Management	122	123	86	145	147	149	204	219	168	191	42	28	69	57
Office & admin support	158	178	149	164	165	161	161	163	167	165	4	2	7	4
Business and finance	84	63	59	57	56	63	54	56	57	54	-9	-14	-30	-36
Computer, engineering, & science	54	42	35	34	37	36	32	28	36	41	5	14	-13	-24
Academic support & student services	51	112	74	71	54	160	122	132	158	146	-14	-9	95	186
Auxiliary	55	24	17	18	22	38	59	40	89	97	59	155	42	76
Other	172	180	153	175	173	198	183	187	161	157	-41	-21	-15	-9
Total	1,017	1,019	862	946	937	1,101	1,106	1,107	1,110	1,124	23	2	107	11

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

# TABLE NSU-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23	
	i.	change (%	)
	Average Salary	Inflation	State raises
Instructional positions	16.1	19.1	14.7

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: Non-instructional staff salary growth information is not presented because Norfolk State only provided salary information for all staff in FY24.

# TABLE NSU-4 Student enrollment (FY14–FY23)

	1			s	tudents (	(FTEs)					FY19–F chan		FY14–FY2 change	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs 9	%
Enrollment	5,986	5,388	4,609	4,800	4,706	4,756	5,107	4,758	4,911	5,182	426	9	-804 -1	13

# TABLE NSU-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1				Fiscal ye	ar (\$1,00	0's)			I	FY19–I char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	34,659	33,757	29,300	32,579	31,670	32,190	32,540	29,965	30,324	N/A	(1,867)	-5	(4,335)	-13
Gov. & private operating										N/A				
grants/contracts	23,443	20,156	21,370	24,229	18,049	23,076	22,359	17,332	14,902		(8,174)	-35	(8,542)	-36
Net auxiliary	33,740	26,470	25,125	29,314	30,368	32,887	39,628	26,697	35,673	N/A	2,786	8	1,933	6
State appropriations	64,766	65,371	67,596	71,390	71,144	70,623	74,906	82,238	88,324	N/A	17,701	27	23,559	36
Gifts and investment										N/A				
income	1,268	889	1,011	1,098	1,473	2,809	1,637	1,240	1,874		(935)	-74	606	48
Other operating	1,151	715	641	861	679	831	666	340	816	N/A	(15)	-1	(334)	-29
Other non-operating	21,501	19,475	16,566	17,501	17,648	18,379	19,716	17,719	17,388	N/A	(991)	-5	(4,113)	-19
Total	180,528	166,833	161,608	176,972	171,032	180,796	191,451	175,531	189,301	N/A	8,505	5	8,773	5

#### Institutional revenue per FTE student (FY14–FY23)

	1				Fiscal	year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	5,790	6,265	6,357	6,787	6,730	6,768	6,372	6,298	6,175	N/A	(594)	-9	385	-2
Gov. & private operating grants/contracts	3,916	3,741	4,637	5,048	3,835	4,852	4,378	3,643	3,034	N/A	(1,818)	-37	(882)	-29
- Net auxiliary	5,636	4,913	5,451	6,107	6,453	6,915	7,759	5,611	7,264	N/A	349	5	1,627	18
State appropriations	10,820	12,133	14,666	14,873	15,118	14,849	14,667	17,284	17,985	N/A	3,136	21	7,165	53
Gifts and investment income	212	165	219	229	313	591	321	261	382	N/A	(209)	-35	170	65
Other operating	192	133	139	179	144	175	130	71	166	N/A	(9)	-5	(26)	-21
Other non-operating	3,592	3,615	3,594	3,646	3,750	3,864	3,861	3,724	3,541	N/A	(324)	-8	(51)	-9
Total	30,158	30,964	35,064	36,869	36,343	38,014	37,488	36,892	38,546	N/A	532	1	8,388	17

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding. Norfolk State's revenue is only shown until FY22 because financial statement data for FY23 was not yet available.

#### **TABLE NSU-6**

#### Charges to students and total cost of attendance (FY14-FY23)

	1				Fiscal ye	ear					FY19–I chan		FY14– char	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	4,888	5,810	6,558	6,641	6,645	6,853	6,786	6,441	5,935	5,752	(1,101)	-16	864	18
Mandatory non-E&G fees	4,383	3,735	4,070	4,271	4,316	4,454	4,566	4,333	3,993	3,870	(584)	-13	(513)	-12
Average room & board	10,744	11,046	11,395	11,851	11,968	12,343	12,794	12,142	11,189	10,844	(1,499)	-12	100	1
Total cost of attendance	20,016	20,592	22,023	22,763	22,929	23,650	24,146	22,916	21,116	20,466	(3,184)	-13	450	2

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

#### Appendixes

# **Old Dominion University**

# TABLE ODU-1 Total spending (FY14–FY23) (\$1,000s)

					Fisca	l year					FY19–F chan	-	FY14–I chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	56,128	55,566	56,896	52,958	56,941	57,586	56,254	40,862	47,508	47,340	(10,246)	-18	(8,788)	-16
Auxiliary	113,980	113,785	124,461	138,002	136,121	141,701	126,476	96,255	101,884	132,834	(8,868)	-6	18,854	17
Institutional support	36,152	34,823	39,378	41,829	42,002	40,948	43,467	71,299	56,951	52,535	11,586	28	16,382	45
Instruction	185,910	198,110	202,707	208,359	207,193	206,541	210,821	189,249	183,019	189,978	(16,563)	-8	4,069	2
Operations & maintenance	34,623	35,265	36,922	40,885	42,542	43,727	41,860	43,101	28,421	28,900	(14,828)	-34	(5,724)	-17
Public service	850	952	905	707	1,056	1,039	152	169	144	101	(938)	-90	(749)	-88
Research	12,267	13,683	14,995	15,343	15,024	17,007	19,821	1,752	13,424	22,768	5,762	34	10,502	86
Scholarship & aid	24,478	22,774	22,834	25,180	24,903	23,705	33,951	36,083	51,836	28,467	4,762	20	3,989	16
Student services	20,034	21,066	22,342	22,865	22,565	22,153	22,103	19,714	18,235	19,576	(2,577)	-12	(458)	-2
Other	29,521	30,199	29,677	29,920	29,499	29,024	29,900	28,292	33,624	45,713	16,689	57	16,192	55
Total	513,944	526,224	551,116	576,048	577,846	583,433	584,804	526,777	535,046	568,211	(15,222)	-3	54,268	11

#### Spending per FTE student (FY14–FY23)

	1				Fiscal	year					FY19– char		-FY14 cha	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,756	2,717	2,800	2,644	2,866	2,935	2,851	2,071	2,515	2,518	(417)	-14	(238)	-9
Auxiliary	5,597	5,565	6,124	6,889	6,852	7,222	6,411	4,879	5,393	7,066	(156)	-2	1,468	26
Institutional support	1,775	1,703	1,938	2,088	2,114	2,087	2,203	3,614	3,015	2,794	708	34	1,019	57
Instruction	9,129	9,689	9,974	10,402	10,430	10,526	10,686	9,592	9,688	10,105	(421)	-4	976	11
Operations & maintenance	1,700	1,725	1,817	2,041	2,142	2,228	2,122	2,185	1,504	1,537	(691)	-31	(163)	-10
Public service	42	47	45	35	53	53	8	9	8	5	(48)	-90	(36)	-87
Research	602	669	738	766	756	867	1,005	89	711	1,211	344	40	609	101
Scholarship & aid	1,202	1,114	1,124	1,257	1,254	1,208	1,721	1,829	2,744	1,514	306	25	312	26
Student services	984	1,030	1,099	1,141	1,136	1,129	1,120	999	965	1,041	(88)	-8	57	6
Other	1,450	1,477	1,460	1,494	1,485	1,479	1,516	1,434	1,780	2,432	952	64	982	68
Total	25,238	25,735	27,118	28,758	29,089	29,734	29,643	26,699	28,323	30,224	490	2	4,986	20

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes depreciation.

# TABLE ODU-2 Staffing levels and growth (FY14–FY23)

	1			F	iscal ye	ar (FTEs	5)					9–FY23 lange		-FY23 nge
	14	5	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	1,005	1,049	1,031	1,092	1,077	1,079	1,085	1,057	1,129	1,137	58	5	132	13
Management	149	130	135	151	158	165	159	156	147	151	-14	-8	2	1
Office & admin Support	383	382	372	363	357	348	340	322	298	291	-57	-16	-92	-24
Business and Finance	218	228	242	251	228	236	229	203	209	218	-18	-8	0	0
Computer, Engineering, & Science	209	206	204	218	216	223	225	227	226	229	6	3	20	10
Academic support & student services	139	129	128	148	152	152	160	158	171	149	-3	-2	10	7
Auxiliary	218	209	217	207	227	224	248	245	240	247	23	10	29	13
Other	340	335	375	377	364	356	360	318	318	308	-48	-13	-32	-9
Total	2,661	2,668	2,704	2,807	2,779	2,783	2,806	2,686	2,738	2,730	-53	-2	69	3

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

# TABLE ODU-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	15.3		
Non-instructional positions	21.1	19.1	14.7
Total	19.5		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE ODU-4 Student enrollment (FY14–FY23)

	I			9	Students	(FTEs)					FY19–F chang		FY14–F chang	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	20,364	20,448	20,323	20,031	19,865	19,622	19,728	19,730	18,891	18,800	-822	-4	-1,564	-8

# TABLE ODU-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1				Fiscal ye	ar (\$1,00	0's)				FY19–F chan		FY14–F\ chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	167,258	179,257	182,336	180,176	177,845	178,502	178,622	172,786	145,386	127,341	(51,161)	-31	(39,918)	-24
Gov. & private operating														
grants/contracts	8,661	12,415	14,136	13,522	13,790	14,449	14,373	17,883	17,705	14,515	66	1	5,855	68
Net auxiliary	133,041	135,098	149,234	152,799	148,659	145,100	130,119	95,687	120,752	123,188	(21,912)	-16	(9,853)	-7
State appropriations	167,250	168,470	175,789	187,491	185,239	186,187	193,380	174,017	226,481	243,302	57,115	34	76,052	45
Gifts and investment														
income	17,401	15,181	16,321	18,489	10,815	22,375	21,429	26,644	18,919	30,891	8,516	49	13,490	78
Other operating	5,533	5,561	4,222	4,398	4,260	5,220	4,548	3,631	3,556	1,400	(3,820)	-69	(4,133)	-75
Other non-operating	37,757	38,431	39,034	44,206	62,572	40,768	44,248	39,847	37,018	41,753	985	3	3,996	11
Total	536,900	554,415	581,071	601,081	603,178	592,600	586,719	530,495	569,817	582,389	(10,212)	-2	45,489	8

#### Institutional revenue per FTE student (FY14–FY23)

	1				Fisca	l year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	8,213	8,766	8,972	8,995	8,953	9,097	9,054	8,758	7,696	6,773	(2,324)	-26	(1,440)	-18
Gov. & private operating grants/contracts	425	607	696	675	694	736	729	906	937	772	36	5	347	82
Net auxiliary	6,533	6,607	7,343	7,628	7,483	7,395	6,596	4,850	6,392	6,553	(842)	-11	19	0
State appropriations	8,213	8,239	8,650	9,360	9,325	9,489	9,802	8,820	11,989	12,942	3,453	36	4,729	58
Gifts and investment income	854	742	803	923	544	1,140	1,086	1,350	1,001	1,643	503	44	789	92
Other operating	272	272	208	220	214	266	231	184	188	74	(192)	-72	(197)	-73
Other non-operating	1,854	1,879	1,921	2,207	3,150	2,078	2,243	2,020	1,960	2,221	143	7%	367	20
Total	26,365	27,113	28,592	30,008	30,364	30,201	29,740	26,888	30,163	30,978	777	3	4,613	17

SOURCE: Audited financial statement (FY14-FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

#### TABLE ODU-6

## Charges to students and total cost of attendance (FY14–FY23)

	1				Fiscal ye	ear					FY19–F chan		FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	7,047	7,446	7,868	7,927	8,064	8,396	8,314	7,891	7,271	7,257	(1,139)	-14	210	3
Mandatory non-E&G fees	4,270	4,402	4,542	4,618	4,491	4,557	4,687	4,605	4,244	4,373	(184)	-4	103	2
Average room & board	11,435	11,871	12,000	12,268	12,278	12,465	12,822	12,389	11,889	12,928	463	4	1,493	13
Total cost of attendance	22,751	23,720	24,409	24,814	24,833	25,418	25,824	24,885	23,404	24,558	(860)	-3	1,807	8

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# **Radford University**

# TABLE Radford-1 Total spending (FY14–FY23) (\$1,000s)

					Fiscal	year					FY19–F chan	-	FY14–F chan	-
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	12,347	13,107	13,572	13,617	13,751	11,784	13,355	12,999	11,264	12,400	616	5	52	0
Auxiliary	59,993	62,099	62,162	61,191	63,859	65,159	53,788	59,231	42,131	38,686	26,473)	-41	21,307)	-36
Institutional support	21,422	24,084	26,990	28,010	27,833	25,190	28,833	36,709	30,813	23,428	(1,762)	-7	2,006	9
Instruction	81,019	83,344	87,891	87,677	89,104	86,639	106,815	95,732	79,614	83,720	(2,919)	-3	2,701	3
Operations & maintenance	16,517	16,013	17,712	16,019	16,961	16,134	19,723	16,245	12,523	13,797	(2,338)	-14	(2,720)	-16
Public service	4,124	4,831	3,921	4,148	3,440	3,807	3,506	2,651	3,193	3,551	(256)	-7	(573)	-14
Research	374	589	882	614	754	720	996	944	640	665	(54)	-8	291	78
Scholarship & aid	7,579	7,807	8,171	8,601	8,105	7,268	8,469	11,435	27,514	5,062	(2,206)	-30	(2,517)	-33
Student services	7,898	8,168	8,223	8,339	8,492	7,731	14,047	8,493	8,724	10,144	2,413	31	2,246	28
Other	17,961	19,703	21,670	24,242	24,117	23,838	24,951	24,300	25,096	25,305	1,467	6	7,344	41
Total	229,235	239,745	251,194	252,458	256,415	248,271	274,485	268,739	241,514	216,758	(31,513)	-13	(12,477)	-5

#### Spending per FTE student (FY14–FY23)

	1				Fiscal	year					FY19– char		-FY14 cha	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	1,273	1,367	1,431	1,486	1,520	1,347	1,413	1,531	1,485	1,767	419	31	494	39
Auxiliary	6,184	6,478	6,552	6,677	7,059	7,450	5,692	6,977	5,555	5,512	(1,938)	-26	(671)	-11
Institutional support	2,208	2,512	2,845	3,056	3,077	2,880	3,051	4,324	4,062	3,338	458	16	1,130	51
Instruction	8,351	8,694	9,264	9,566	9,850	9,906	11,304	11,277	10,496	11,929	2,023	20	3,579	43
Operations & maintenance	1,702	1,670	1,867	1,748	1,875	1,845	2,087	1,914	1,651	1,966	121	7	263	15
Public service	425	504	413	453	380	435	371	312	421	506	71	16	81	19
Research	39	61	93	67	83	82	105	111	84	95	12	15	56	146
Scholarship & aid	781	814	861	938	896	831	896	1,347	3,627	721	(110)	-13	(60)	-8
Student services	814	852	867	910	939	884	1,487	1,001	1,150	1,445	562	64	631	78
Other	1,851	2,055	2,284	2,645	2,666	2,726	2,641	2,863	3,309	3,606	880	32	1,754	95
Total	23,628	25,010	26,478	27,546	28,346	28,387	29,049	31,657	31,841	30,886	2,499	9	7,258	31

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes depreciation.

TABLE Radford-2	
Staffing levels and g	rowth (FY14–FY23)

	I			F	iscal ye	ar (FTEs				9–FY23 lange	FY14–FY23 change			
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	505	519	528	543	535	536	571	590	561	533	-3	-1	28	6
Management	64	72	77	163	161	168	160	176	168	162	-6	-4	98	153
Office & admin Support	187	179	189	179	169	167	163	173	169	164	-3	-2	-23	-12
Business and Finance	107	116	113	65	59	60	65	73	70	69	9	15	-38	-36
Computer, Engineering, & Science	72	76	78	70	65	65	65	65	56	56	-9	-14	-16	-22
Academic support & student services	103	109	100	77	70	65	69	66	63	60	-5	-8	-43	-42
Auxiliary	87	88	97	118	115	118	107	104	110	118	0	0	31	36
Other	210	217	211	230	223	216	213	202	201	191	-25	-12	-19	-9
Total	1,335	1,376	1,393	1,445	1,397	1,395	1,413	1,449	1,398	1,353	-42	-3	18	1

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

## TABLE Radford-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	9		
Non-instructional positions	14.8	19.1	14.7
Total	17.3		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE Radford-4 Student enrollment (FY14–FY23)

	1			St	udents (F	TEs)					FY19–F chang		FY14–F chang	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	9,702	9,586	9,487	9,165	9,046	8,746	9,449	8,489	7,585	7,018	-1,728	-20	-2,684	-28

# TABLE Radford-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1				Fiscal ye	ar (\$1,00	0's)				FY19–F chan		FY14–F\ chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	73,978	76,545	81,072	76,433	74,899	74,386	89,966	77,903	58,876	40,410	(33,976)	-46	(33,568)	-45
Gov. & private operating grants/contracts	7,049	7,915	7,222	6,901	9,359	11,390	13,156	12,491	7,551	6,713	(4,677)	-66	(337)	-5
Net auxiliary	72,156	71,381	71,676	68,656	71,021	68,255	60,592	53,475	53,766	51,328	(16,927)	-23	(20,828)	-29
State appropriations	68,541	70,325	71,768	75,878	74,678	74,969	80,345	84,934	88,945	104,170	29,201	43	35,629	52
Gifts and investment income	3,012	691	679	1,069	1,519	2,814	2,789	868	287	3,011	197	7	(1)	0
Other operating	1,683	2,466	2,460	2,343	1,668	1,930	1,762	1,975	2,254	1,922	(8)	0	239	14
Other non-operating	13,992	14,254	15,308	16,483	7,224	16,290	17,641	18,994	12,669	17,478	1,188	8	3,485	25
Total	240,411	243,578	250,184	247,763	240,368	250,033	266,251	250,639	224,348	225,031	(25,002)	-10	(15,381)	-6

## Institutional revenue per FTE student (FY14–FY23)

	1				Fisca	l year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	7,625	7,985	8,546	8,340	8,280	8,505	9,521	9,177	7,762	5,758	(2,747)	-32	(1,867)	-24
Gov. & private operating grants/contracts	727	826	761	753	1,035	1,302	1,392	1,471	996	956	(346)	-27	230	32
Net auxiliary	7,437	7,446	7,555	7,491	7,851	7,804	6,413	6,299	7,088	7,314	(490)	-6	(124)	-2
State appropriations	7,065	7,336	7,565	8,279	8,255	8,572	8,503	10,005	11,726	14,843	6,271	73	7,779	110
Gifts and investment income	310	72	72	117	168	322	295	102	38	429	107	33	119	38
Other operating	173	257	259	256	184	221	186	233	297	274	53	24	100	58
Other non-operating	1,442	1,487	1,614	1,798	799	1,863	1,867	2,237	1,670	2,490	628	34	1,048	73
Total	24,780	25,410	26,371	27,034	26,572	28,588	28,178	29,525	29,578	32,065	3,477	12	7,285	29

SOURCE: Audited financial statement (FY14-FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

# **TABLE Radford-6**

## Charges to students and total cost of attendance (FY14–FY23)

	I				FY19–F chan		FY14– char							
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	7,809	8,249	8,692	8,798	9,050	9,508	9,415	8,935	8,273	8,252	(1,256)	-13	443	6
Mandatory non-E&G fees	3,708	3,740	3,769	3,791	3,840	3,848	3,976	3,847	3,636	3,664	(184)	-5	(44)	-1
Average room & board	10,465	10,767	11,023	11,172	11,076	11,207	11,370	10,910	10,355	10,424	(783)	-7	(41)	0
Total cost of attendance	21,982	22,756	23,484	23,761	23,967	24,563	24,761	23,692	22,264	22,340	(2,223)	-9	358	2

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# **University of Mary Washington**

# TABLE UMW-1 Total spending (FY14–FY23) (\$1,000s)

					Fisca			FY19–F chan	-	FY14–FY23 change				
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	11,765	10,957	11,210	11,277	10,809	9,742	10,167	8,509	8,005	7,376	(2,366)	-24	(4,389)	-37
Auxiliary	36,274	34,452	36,663	36,354	35,962	35,541	31,199	22,646	22,840	28,369	(7,172)	-20	(7,905)	-22
Institutional support	10,554	11,177	12,859	12,314	11,964	11,897	12,483	14,765	13,546	12,689	793	7	2,136	20
Instruction	35,484	35,290	35,555	36,720	37,419	36,584	35,558	33,148	29,743	31,784	(4,800)	-13	(3,700)	-10
Operations & maintenance	10,212	9,648	10,298	9,503	10,251	9,198	6,847	7,895	7,844	7,348	(1,850)	-20	(2,864)	-28
Public service	826	973	880	732	660	662	1,102	516	514	683	20	3	(144)	-17
Research	435	389	428	377	403	366	466	198	242	403	37	10	(32)	-7
Scholarship & aid	1,016	607	609	907	790	1,040	1,183	3,360	3,268	4,503	3,463	333	3,487	343
Student services	8,473	9,182	9,795	10,076	10,152	9,343	9,266	7,967	7,804	7,771	(1,573)	-17	(702)	-8
Other	12,382	13,366	14,594	15,248	14,716	13,931	13,765	13,892	17,006	19,912	5,981	43	7,529	61
Total	127,423	126,040	132,891	133,507	133,126	128,304	122,037	112,894	110,812	120,839	(7,466)	-6	(6,584)	-5

#### Spending per FTE student (FY14–FY23)

	l				Fiscal			FY19– char			-FY23 nge			
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,696	2,632	2,648	2,625	2,489	2,296	2,474	2,174	2,326	2,218	(78)	-3	(478)	-18
Auxiliary	8,312	8,276	8,659	8,462	8,280	8,376	7,591	5,786	6,636	8,530	153	2	217	3
Institutional support	2,418	2,685	3,037	2,866	2,755	2,804	3,037	3,772	3,936	3,815	1,011	36	1,397	58
Instruction	8,131	8,477	8,398	8,547	8,616	8,622	8,652	8,469	8,641	9,556	934	11	1,425	18
Operations & maintenance	2,340	2,318	2,432	2,212	2,360	2,168	1,666	2,017	2,279	2,209	42	2	(131)	-6
Public service	189	234	208	170	152	156	268	132	149	205	49	32	16	8
Research	100	93	101	88	93	86	113	50	70	121	35	41	22	22
Scholarship & aid	233	146	144	211	182	245	288	858	949	1,354	1,109	452	1,121	482
Student services	1,942	2,206	2,313	2,346	2,338	2,202	2,255	2,035	2,267	2,336	134	6	395	20
Other	2,837	3,211	3,447	3,549	3,388	3,283	3,349	3,549	4,941	5,987	2,703	82	3,149	111
Total	29,199	30,276	31,387	31,077	30,653	30,239	29,693	28,844	32,194	36,332	6,093	20	7,133	24

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes depreciation, historic attraction management, museum & cultural services, and operation of higher ed centers.

## TABLE UMW-2 Staffing levels and growth (FY14–FY23)

	1			F	iscal ye	ar (FTEs				9–FY23 lange	FY14–FY23 change			
	14	5	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	292	296	291	296	303	298	302	280	281	268	-30	-10	-24	-8
Management	72	70	69	65	71	78	83	81	75	74	-4	-5	2	3
Office & admin Support	100	98	95	98	92	79	72	65	52	60	-19	-24	-40	-40
Business and Finance	61	64	62	60	54	51	51	48	42	42	-9	-18	-19	-31
Computer, Engineering, & Science	63	60	55	59	59	54	47	43	45	40	-14	-26	-23	-37
Academic support & student services	50	52	56	58	60	60	57	49	52	49	-11	-18	-1	-2
Auxiliary	41	44	48	55	59	61	56	67	60	71	10	16	30	73
Other	124	121	119	125	130	126	126	117	105	99	-27	-21	-25	-20
Total	803	805	795	816	828	807	794	750	712	703	-104	-13	-100	-12

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

## TABLE UMW-3 Staff median salaries and growth (FY19-FY23)

		FY19–FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	10.5		
Non-instructional positions	19.4	19.1	14.7
Total	16.5		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE UMW-4 Student enrollment (FY14–FY23)

	1			S	tudents	(FTEs)					FY19–F chan		FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	4,364	4,163	4,234	4,296	4,343	4,243	4,110	3,914	3,442	3,326	-917	-22	-1,038	-24

# TABLE UMW-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1			Fi	scal year	· (\$1,000'	s)				FY19–I chan		FY14–F\ chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	41,503	40,465	38,379	36,361	35,096	33,711	32,002	27,413	20,947	18,748	(14,963)	-36	(22,755)	-55
Gov. & private operating grants/contracts	1,454	1,677	1,778	2,186	1,649	2,111	2,365	1,667	2,284	2,538	427	29	1,084	75
Net auxiliary	42,902	40,964	47,591	49,537	50,795	48,103	43,212	32,051	43,191	43,799	(4,304)	-10	897	2
State appropriations	30,686	32,256	35,951	38,521	38,742	38,699	39,894	40,581	45,762	50,315	11,616	38	19,630	64
Gifts and investment income	143	148	107	131	489	946	611	91	72	344	(602)	-420	201	140
Other operating	2,589	3,014	1,841	2,000	1,594	1,678	1,908	328	1,228	1,574	(105)	-4	(1,015)	-39
Other non-operating	4,239	4,500	4,822	5,965	6,375	5,808	5,149	5,010	4,241	5,445	(363)	-9	1,206	28
Total	123,515	123,025	130,469	134,699	134,740	131,057	125,140	107,141	117,724	122,763	(8,294)	-7	(752)	-1

#### Institutional revenue per FTE student (FY14–FY23)

	1				Fiscal	year					FY19–I chan		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	9,510	9,720	9,064	8,464	8,081	7,945	7,786	7,004	6,086	5,637	(2,308)	-29	(3,873)	-41
Gov. & private operating grants/contracts	333	403	420	509	380	498	575	426	664	763	266	53	430	129
- Net auxiliary	9,831	9,840	11,240	11,531	11,696	11,337	10,514	8,189	12,548	13,169	1,832	16	3,338	34
State appropriations	7,032	7,748	8,491	8,967	8,920	9,121	9,707	10,368	13,295	15,128	6,007	66	8,096	115
Gifts and investment income	33	36	25	30	113	223	149	23	21	103	(120)	-54	71	215
Other operating	593	724	435	466	367	396	464	84	357	473	78	20	(120)	-20
Other non-operating	971	1,081	1,139	1,388	1,468	1,369	1,253	1,280	1,232	1,637	268	20	666	69
Total	28,303	29,552	30,815	31,355	31,025	30,888	30,448	27,374	34,202	36,910	6,022	19	8,607	30

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

# **TABLE UMW-6**

# Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal ye	ear					FY19–F chan		FY14– char	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	8,671	9,153	9,802	9,926	10,075	10,339	10,238	9,717	8,954	8,998	(1,341)	-13	327	4
Mandatory non-E&G fees	3,723	3,978	4,261	4,523	4,636	4,737	5,347	5,482	5,254	5,296	559	12	1,573	42
Average room & board	11,704	12,079	12,315	12,411	12,392	12,784	12,659	11,314	11,434	11,596	(1,188)	-9	(108)	-1
Total cost of attendance	24,099	25,211	26,378	26,859	27,104	27,861	28,245	26,513	25,642	25,890	(1,971)	-7	1,791	7

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# **University of Virginia**

# TABLE UVA-1 Total spending (FY14–FY23) (\$1,000s)

											FY19–F	-	FY14–F	
	1				Fisca	l year				1	chan	ge	chan	ge
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	121,393	130,640	139,660	133,464	150,142	148,437	157,879	149,392	151,699	163,897	15,460	10	42,504	35
Auxiliary	134,005	142,188	141,537	159,055	154,037	159,929	162,706	134,130	159,941	173,098	13,169	8	39,093	29
Institutional support	38,836	51,923	59,367	64,797	54,485	78,630	88,645	80,848	73,739	87,787	9,157	12	48,951	126
Instruction	318,487	360,229	363,434	367,050	452,246	396,720	396,680	387,096	356,428	391,863	(4,857)	-1	73,376	23
Operations & maintenance	124,520	124,779	107,453	128,112	137,050	117,530	120,102	97,327	165,516	107,620	(9,911)	-8	(16,900)	-14
Public service	7,555	9,502	9,195	10,164	10,563	10,489	11,185	8,156	8,633	10,311	(178)	-2	2,755	36
Research	413,897	399,819	447,272	508,360	580,107	597,117	602,207	556,032	537,960	553,293	(43,824)	-7	139,396	34
Scholarship & aid	96,696	118,442	131,480	131,593	142,231	157,500	169,205	189,271	178,059	146,494	(11,006)	-7	49,798	51
Student services	40,080	42,437	45,795	41,628	45,783	47,138	47,646	41,857	45,131	52,156	5,018	11	12,076	30
Total	1,295,469	1,379,957	1,445,194	1,544,224	1,726,644	1,713,490	1,756,255	1,644,111	1,677,106	1,686,518	(26,972)	-2	391,049	30

# Spending per FTE student (FY14–FY23)

	I				Fiscal	l year					FY19– char			-FY23 nge
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	5,110	5,437	5,757	5,486	6,042	5,857	6,127	5,764	5,819	6,153	278	5	1,043	20
Auxiliary	5,642	5,919	5,834	6,538	6,200	6,311	6,313	5,175	6,135	6,499	(1,362)	3	857	15
Institutional support	1,635	2,161	2,447	2,664	2,193	3,103	3,439	3,120	2,828	3,296	456	6	1,661	102
Instruction	13,407	14,994	14,980	15,087	18,202	15,656	15,393	14,936	13,672	14,712	(151)	-6	1,305	10
Operations & maintenance	5,241	5,194	4,430	5,266	5,516	4,638	4,660	3,756	6,349	4,041	(1,511)	-13	(1,200)	-23
Public service	318	396	379	418	425	413	434	315	331	387	(104)	-6	69	22
Research	17,424	16,641	18,437	20,895	23,347	23,563	23,367	21,454	20,636	20,773	559	-12	3,349	19
Scholarship & aid	4,071	4,930	5,419	5,409	5,724	6,216	6,566	7,303	6,830	5,500	1,894	-12	1,429	35
Student services	1,687	1,766	1,888	1,711	1,843	1,860	1,849	1,615	1,731	1,958	(96)	5	271	16
Total	54,536	57,439	59,571	63,473	69,491	67,617	68,148	63,437	64,331	63,319	(36)	-6	8,783	16

SOURCE: Operating spending from Cardinal (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars.

# TABLE UVA-2 Staffing levels and growth (FY14–FY23)

	I				Fiscal ye	ear (FTE	s)					)–FY23 ange	-FY14 chai	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	2,326	2,430	2,515	2,614	2,699	2,734	2,787	2,865	2,886	2,932	198	7	606	26
Management	800	830	877	937	1,008	1,077	1,274	1,284	1,459	1,404	327	30	604	76
Office & admin Support	1,348	1,191	1,130	1,117	1,069	1,076	1,046	986	912	841	-235	-22	-507	-38
Business and Finance	381	492	526	598	645	756	836	867	905	991	235	31	610	160
Computer, Engineering, & Science	1,387	1,324	1,339	1,420	1,482	1,588	1,637	1,541	1,509	1,608	20	1	221	16
Academic support & student services	190	251	244	270	289	303	284	276	278	274	-29	-10	84	44
Auxiliary	362	367	367	398	421	450	431	432	429	444	-6	-1	82	23
Other	1468	1512	1493	1567	1601	1637	1629	1621	1414	1527	-110	-7	59	4
Total	8,262	8,397	8,491	8,921	9,214	9,621	9,924	9,872	9,792	10,021	400	4	1,759	21

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

## TABLE UVA-3 Staff median salaries and growth

		Change (%	)
	Average/ median salary	Inflation	State raises
Instructional positions (FY19-FY23)	13.2	19.1	14.7
Non-instructional positions (FY20-FY24)	10.5*	21.8	22.7
Total (FY20-FY24)	10.4*	21.8	22.7

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data (FY19 to FY23) and staff-level data from Virginia's higher education institutions (FY20 to FY24).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions. Non-instructional and total median salary growth for UVA reflects FY20 to FY24 because of data limitations in FY19.

# TABLE UVA-4 Student enrollment (FY14–FY23)

	I			9	Students	(FTEs)					FY19–F chang		FY14–l chan	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	23,755	24,024	24,260	24,329	24,847	25,341	25,771	25,917	26,070	26,635	1294	5	2880	12

# TABLE UVA-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1				Fiscal ye	ar (\$1,00	0's)				FY19–F chang		FY14–FY2 change	-
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	589,141	628,955	649,248	680,811	697,002	720,868	740,460	715,418	689,802	690,969	(29,899)	-5	101,828	17
Gov. & private operating														
grants/contracts	340,620	356,644	383,396	401,999	443,906	451,267	490,842	460,238	457,774	452,569	1,302	0	111,949	33
Net auxiliary	160,283	166,331	168,432	171,158	176,653	173,697	167,814	119,472	167,643	157,383	(16,314)	-10	(2,900)	-2
State appropriations	207,396	195,773	202,953	210,629	226,982	234,577	253,865	245,419	222,566	275,561	40,984	20	68,165	33
Gifts and investment														
income	1,296,077	768,680	70,999	1,113,955	1,146,288	718,412	654,201	4,492,890	218,101	460,063	(258,349)	-20	(836,014)	-65
Other operating	92,924	109,241	103,506	129,323	93,397	98,292	104,246	68,845	112,848	126,141	27,849	30	33,217	36
Other non-operating	13,121	26,992	41,289	25,770	6,261	27,754	39,546	64,419	46,309	19,759	(7,995)	-61	6,638	51
Total	2,699,564	2,252,616	1,619,824	2,733,646	2,790,489	2,424,867	2,450,974	6,166,700	1,915,044	2,182,445	(242,422)	-9	(517,119)	-19

#### Institutional revenue per FTE student (FY14-FY23)

	1				Fiscal	year					FY19–I chan		FY14–FY change	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	23,054	24,375	25,053	26,211	26,393	26,807	27,123	26,035	25,017	24,562	(2,245)	-8	1,508	7
Gov. & private operating grants/contracts	13,329	13,822	14,794	15,477	16,809	16,781	17,980	16,749	16,602	16,087	(694)	-4	2,758	21
Net auxiliary	6,272	6,446	6,499	6,590	6,689	6,459	6,147	4,348	6,080	5,594	(865)	-13	(678)	-11
State appropriations	8,116	7,587	7,832	8,109	8,595	8,723	9,299	8,931	8,072	9,795	1,072	12	1,680	21
Gifts and investment income	50,717	29,790	2,740	42,887	43,405	26,716	23,963	163,503	7,910	16,354	(10,362)	-39	(34,363)	-68
Other operating	3,636	4,234	3,994	4,979	3,537	3,655	3,819	2,505	4,093	4,484	829	23	848	23
Other non-operating	513	1,046	1,593	992	237	1,032	1,449	2,344	1,680	702	(330)	-32	189	37
Total	105,637	87,301	62,505	105,245	105,664	90,174	89,779	224,415	69,454	77,579	(12,595)	-14	(28,059)	-27

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. UVA includes UVA-W in its financial statement data. Per FTE shown using a sum of UVA and UVA-W FTEs. Does not include COVID-19 relief funding or revenue from hospital system.

# TABLE UVA-6 Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal ye	ear					FY19–FY chang		FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	13,421	14,003	15,685	16,878	16,752	16,857	16,692	16,413	15,124	15,339	(1,518)	-9	1,918	14
Mandatory non-E&G fees	2,564	2,646	2,694	2,746	2,739	2,817	2,931	2,954	2,839	2,889	72	3	325	13
Average room &board	12,468	12,876	13,213	13,395	13,334	13,525	13,807	13,530	12,769	12,876	(649)	-5	408	3
Total cost of attendance	28,452	29,525	31,593	33,019	32,825	33,199	33,430	32,897	30,733	31,104	(2,095)	-6	2,652	9

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

#### Appendixes

# **University of Virginia College at Wise**

# TABLE UVAW-1 Total spending (FY14–FY23) (\$1,000s)

					Fisca	l year					FY19– char	-	FY14– char	-
	14	<b>1</b> 5	16	17	18	. 19	20	21	22	23	\$	%	\$	%
Academic support	4,601	4,629	4,951	5,069	4,716	8,102	5,500	6,267	4,337	3,971	(4,130)	-51	(629)	-14
Auxiliary	10,910	11,367	10,427	9,993	9,667	8,599	7,972	7,396	7,066	7,733	(866)	-10	(3,177)	-29
Institutional support	4,728	3,918	4,104	4,605	4,375	5,268	5,985	9,687	7,295	10,276	5,008	95	5,548	117
Instruction	12,993	13,799	15,270	14,167	15,027	14,280	15,275	14,946	13,226	14,211	(69)	0	1,218	9
Operations & maintenance	2,469	2,907	3,517	3,782	3,588	4,753	4,611	2,526	3,351	5,666	912	19	3,196	129
Public service	450	418	533	636	560	591	658	575	682	1,738	1,147	194	1,288	286
Research	0	0	0	0	0	0	0	53	52	0	0	0	0	0
Scholarship & aid	2,845	2,861	2,997	3,419	3,326	3,434	3,985	4,950	5,934	4,521	1,087	32	1,675	59
Student services	2,111	1,690	1,848	2,110	2,034	2,219	2,452	2,161	2,023	2,658	439	20	546	26
Other	1,146	1,933	2,188	2,397	1,731	2,034	3,077	3,813	4,425	8,478	6,444	317	7,332	640
Total	42,254	43,522	45,835	46,177	45,024	49,280	49,515	52,374	48,392	59,252	9,972	20	16,998	40

#### Spending per FTE student (FY14–FY23)

	1				Fiscal	year					FY19– char		FY14– char	
	14	5	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	2,556	2,602	2,992	3,082	3,019	5,227	3,597	4,012	2,886	2,653	(2,574)	-49	97	4
Auxiliary	6,061	6,389	6,300	6,074	6,189	5,549	5,214	4,734	4,701	5,166	(383)	-7	(895)	-15
Institutional support	2,626	2,202	2,480	2,800	2,801	3,399	3,915	6,202	4,853	6,864	3,465	102	4,238	161
Instruction	7,219	7,757	9,227	8,612	9,621	9,212	9,991	9,568	8,800	9,493	281	3	2,274	32
Operations & maintenance	1,372	1,634	2,125	2,299	2,297	3,067	3,016	1,617	2,230	3,785	718	23	2,413	176
Public service	250	236	323	387	359	381	431	368	454	1,161	780	205	911	364
Research	0	0	0	0	0	0	0	34	35	0	0	0	0	0
Scholarship & aid	1,581	1,608	1,810	2,078	2,130	2,215	2,606	3,169	3,948	3,020	805	36	1,439	91
Student services	1,173	950	1,117	1,283	1,303	1,431	1,603	1,383	1,345	1,775	344	24	602	51
Other	636	1,086	1,322	1,457	1,107	1,313	2,013	2,441	2,945	5,664	4,351	331	5,028	790
Total	23,474	24,464	27,696	28,072	28,826	31,794	32,385	33,528	32,197	39,581	7,787	24	16,107	69

SOURCE: Operating spending from Cardinal (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars.

TABLE UVAW-2	
Staffing levels and	growth (FY14–FY23)

	I			F	iscal ye	ar (FTEs				9–FY23 lange		–FY23 inge		
	14	22 22 22 22 22 22 22 22 22 22 22 22 22									FTEs	%	FTEs	%
Instruction, research, & public service	115	137	134	124	124	140	131	117	114	102	-38	-27	-13	-11
Management	58	49	48	54	49	48	46	50	42	53	5	10	-5	-9
Office & admin Support	47	44	49	46	43	40	39	36	37	36	-4	-10	-11	-23
Business and Finance	13	15	16	16	13	15	15	17	15	18	3	20	5	38
Computer, Engineering, & Science	9	10	10	10	10	10	11	11	10	11	1	10	2	22
Academic support & student services	6	6	6	5	6	5	5	5	14	13	8	160	7	117
Auxiliary	35	34	41	41	40	36	48	46	36	45	9	25	10	29
Other	50	51	55	55	53	60	59	54	52	52	-8	-13	2	4
Total	333	346	359	351	338	354	354	336	320	330	-24	-7	-3	-1

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

## TABLE UVAW-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	7.0		
Non-instructional positions	5.3	19.1	14.7
Total	16.1		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE UVAW-4 Student enrollment (FY14–FY23)

	1			s	tudents	(FTEs)					FY19– char		FY14– char	
	14												FTEs	%
Enrollment	1,800	1,779	1,655	1,645	1,562	1,550	1,529	1,562	1,503	1,497	-53	-3	-303	-17

# TABLE UVAW-6 Charges to students and total cost of attendance (FY14–FY23)

	1			I	FY19–F chang		FY14–I chan							
	14 15 16 12 22 22 22 22 22 22 22 22 22 22 22 22										\$	%	\$	%
Tuition & E&G fees	6,160	6,420	6,619	6,705	6,707	6,784	6,718	6,568	6,234	6,224	(560)	-8	64	1
Mandatory non-E&G fees	4,758	4,939	5,094	5,208	5,211	5,272	5,378	5,566	5,282	5,274	2	0	516	11
Average room &board	12,818	13,244	13,029	12,920	12,511	12,436	12,684	12,627	11,961	11,919	(517)	-4	(899)	-7
Total cost of attendance	23,735	24,603	24,742	24,833	24,429	24,493	24,780	24,762	23,477	23,417	(1,076)	-4	(318)	-1

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# Virginia Commonwealth University

# TABLE VCU-1 Total spending (FY14–FY23) (\$1,000s)

					Fisca			FY19–F chan	-	FY14–F chan	-			
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	113,983	108,975	118,088	124,244	141,324	147,243	147,832	132,763	119,626	131,416	(15,826)	-11	17,433	15
Auxiliary	113,980	109,315	113,879	120,676	123,825	122,244	106,986	92,512	107,287	113,351	(8,893)	-7	(629)	-1
Institutional support	83,050	94,145	100,283	102,300	107,494	113,830	104,820	92,636	93,087	91,332	(22,498)	-20	8,282	10
Instruction	405,198	427,996	447,171	449,790	449,325	444,950	436,465	411,307	356,910	362,296	(82,654)	-19	(42,902)	-11
Operations & maintenance		86,922	111,353	101,386	121,295	112,063	101,340	99,477	91,571	96,657	(15,406)	-14	(3,543)	-4
Public service	8,657	12,049	10,170	10,709	11,631	13,628	10,926	8,448	12,306	13,917	288	2	5,260	61
Research	210,865	223,394	220,419	233,085	221,603	218,886	257,619	243,895	253,751	296,075	77,188	35	85,209	40
Scholarship & aid	40,919	38,122	41,324	44,075	46,789	47,122	55,910	76,566	75,567	78,813	31,691	67	37,894	93
Student services	19,077	20,254	20,859	20,398	20,776	20,643	19,821	20,320	18,174	18,079	(2,564)	-12	(998)	-5
Other	75,422	78,444	78,073	79,622	82,840	79,014	76,483	78,363	77,452	80,261	1,247	2	4,839	6
Total	1,171,350	1,199,616	1,261,619	1,286,284	1,326,902	1,319,623	1,318,202	1,256,285	1,205,730	1,282,195	(37,427)	-3	110,845	9

#### Spending per FTE student (FY14–FY23)

					Fiscal			FY19–I chan		-FY14 cha				
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	4,066	3,802	4,150	4,360	5,030	5,265	5,325	4,872	4,476	4,992	(273)	-5	926	23
Auxiliary	4,066	3,813	4,002	4,235	4,407	4,371	3,853	3,395	4,014	4,306	(65)	-1	240	6
Institutional support	2,963	3,284	3,524	3,590	3,826	4,070	3,775	3,400	3,482	3,469	(601)	-15	506	17
Instruction	14,456	14,931	15,715	15,784	15,993	15,909	15,720	15,094	13,352	13,762	(2,147)	-13	(694)	-5
Operations & maintenance	3,575	3,032	3,913	3,558	4,317	4,007	3,650	3,650	3,426	3,672	(335)	-8	97	3
Public `service	309	420	357	376	414	487	394	310	460	529	42	9	220	71
Research	7,523	7,793	7,746	8,180	7,887	7,827	9,278	8,950	9,493	11,246	3,419	44	3,723	49
Scholarship & aid	1,460	1,330	1,452	1,547	1,665	1,685	2,014	2,809	2,827	2,994	1,309	78	1,534	105
Student services	680	707	733	716	740	738	714	746	680	687	(51)	-7	7	1
Other	2,691	2,736	2,744	2,795	2,949	2,825	2,755	2,875	2,897	3,049	224	8	358	13
Total	41,788	41,848	44,335	45,139	47,228	47,184	47,478	46,102	45,107	48,706	1,522	3	6,918	17

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes depreciation and other spending.

# TABLE VCU-2 Staffing levels and growth (FY14–FY23)

	I			F	iscal ye	ar (FTEs				9–FY23 lange		-FY23 nge		
	14	5	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	2,690	2,723	2,678	2,777	2,838	2,810	2,815	2,746	2,718	2,767	-43	-2	77	3
Business, Finance, & Management	934	1018	868	825	814	1246	1359	1199	1218	1320	74	6	386	41
Office & admin Support	727	725	733	581	605	705	682	418	353	344	-361	-51	-383	-53
Computer, Engineering, & Science	632	641	694	705	744	682	706	503	520	559	-123	-18	-73	-12
Academic support & student services	199	208	553	529	587	220	237	410	420	400	180	82	201	101
Auxiliary	343	364	261	343	388	438	449	549	567	600	162	37	257	75
Other	603	545	485	518	484	527	554	720	685	741	214	41	138	23
Total	6,128	6,224	6,272	6,278	6,460	6,628	6,802	6,545	6,481	6,731	103	2	603	10

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data.

NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

# TABLE VCU-3 Staff median salaries and growth (FY19-FY23)

		FY19-FY23 change (%	
	Average/ median salary	Inflation	State raises
Instructional positions	20.6		
Non-instructional positions	22.3	19.1	14.7
Total	20.3		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE VCU-4 Student enrollment (FY14–FY23)

	I			9	Students	(FTEs)					FY19–F chang		FY14–F chang	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	28,030	28,665	28,456	28,496	28,095	27,968	27,766	27,249	26,730	26,326	-1,642	-6	-1,704	-6

# TABLE VCU-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1			Fi	scal yeaı			FY19–F chan		FY14–F\ chang				
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	371,231	400,677	411,080	420,133	416,292	424,460	402,581	374,917	345,458	328,102	(96,358)	-26	(43,129)	-12
Gov. & private operating grants/contracts		236,317	235,161	243,629	224,481	228,202	245,047	236,413	226,001	252,897	24,695	11	32,126	15
Net auxiliary	158,401	164,105	170,729	164,449	155,914	163,909	138,737	118,898	134,246	140,073	(23,835)	-15	(18,327)	-12
State appropriations	262,638	260,917	271,203	288,267	280,938	281,751	298,845	300,429	304,874	334,402	52,651	20	71,764	27
Gifts and investment income	91,618	68,948	51,550	81,146	69,214	84,875	81,179	147,474	153,958	98,485	13,609	15	6,867	7
Other operating	75,418	85,121	87,078	90,569	92,451	88,264	88,647	83,527	84,235	83,756	(4,508)	-6	8,338	11
Other non-operating	41,023	36,911	37,170	42,306	39,584	39,082	38,402	36,746	35,617	50,961	11,879	29	9,938	24
Total	1,221,098	1,252,996	1,263,969	1,330,498	1,278,875	1,310,543	1,293,439	1,298,404	1,284,390	1,288,676	(21,867)	-2	67,577	6

## Institutional revenue per FTE student (FY14-FY23)

	1				Fiscal	year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	13,244	13,978	14,446	14,744	14,817	15,177	14,499	13,759	12,924	12,463	(2,714)	-18	(781)	-6
Gov. & private operating grants/contracts	7,876	8,244	8,264	8,550	7,990	8,159	8,825	8,676	8,455	9,606	1,447	18	1,730	22
- Net auxiliary	5,651	5,725	6,000	5,771	5,550	5,861	4,997	4,363	5,022	5,321	(540)	-9	(330)	-6
State appropriations	9,370	9,102	9,531	10,116	10,000	10,074	10,763	11,025	11,406	12,702	2,628	26	3,332	36
Gifts and investment income	3,269	2,405	1,812	2,848	2,464	3,035	2,924	5,412	5,760	3,741	706	23	472	14
Other operating	2,691	2,969	3,060	3,178	3,291	3,156	3,193	3,065	3,151	3,182	26	1	491	18
Other non-operating	1,464	1,288	1,306	1,485	1,409	1,397	1,383	1,349	1,332	1,936	538	39	472	32
Total	43,564	43,712	44,418	46,691	45,520	46,859	46,584	47,650	48,051	48,951	2,092	4	5,387	12

SOURCE: Audited financial statement (FY14-FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding or hospital system revenue.

# TABLE VCU-6

## Charges to students and total cost of attendance (FY14–FY23)

	1				Fiscal ye	ear				I	FY19–F chang		FY14–I chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	12,779	13,265	13,617	13,723	13,929	14,592	14,449	13,727	12,855	12,956	(1,636)	-11	177	1
Mandatory non-E&G fees	2,620	2,616	2,608	2,674	2,597	2,672	2,771	2,744	2,651	2,686	14	1	66	3
Average room &board	11,653	11,935	12,178	12,387	12,357	12,424	12,769	12,650	11,984	12,239	(185)	-1	586	5
Total cost of attendance	27,052	27,816	28,403	28,784	28,883	29,689	29,990	29,121	27,490	27,881	(1,808)	-6	829	3

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# Virginia Military Institute

# TABLE VMI-1 Total spending (FY14–FY23) (\$1,000s)

		9,8618,8149,7309,8089,1117,9018,9278,5518,430,67032,69333,52932,60734,34934,34529,34728,82431,47,0137,7897,8408,0597,2207,6448,93210,5936,936,15327,87628,02628,44728,88829,32830,70429,31627,99,6499,8908,92410,5449,10610,17913,29813,41611,41,9651,7221,8761,7681,7721,7901,8871,5281,62406312272235222226195148171,4141,1761,3171,1137561,4292,2452,4933,235,5894,7964,9995,1374,7284,8154,6604,5234,64						FY19–F chan		FY14– char	-			
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	9,861	8,814	9,730	9,808	9,111	7,901	8,927	8,551	8,439	9,514	1,613	20	(347)	-4
Auxiliary	30,670	32,693	33,529	32,607	34,349	34,345	29,347	28,824	31,424	34,595	250	1	3,926	13
Institutional support	7,013	7,789	7,840	8,059	7,220	7,644	8,932	10,593	6,950	6,021	(1,623)	-21	(993)	-14
Instruction	26,153	27,876	28,026	28,447	28,888	29,328	30,704	29,316	27,910	28,962	(366)	-1	2,810	11
Operations & maintenance	9,649	9,890	8,924	10,544	9,106	10,179	13,298	13,416	11,490	11,836	1,657	16	2,187	23
Public service	1,965	1,722	1,876	1,768	1,772	1,790	1,887	1,528	1,623	1,582	(208)	-12	(383)	-19
Research	406	312	272	235	222	226	195	148	172	257	32	14	(149)	-37
Scholarship & aid	1,414	1,176	1,317	1,113	756	1,429	2,245	2,493	3,233	1,781	352	25	367	26
Student services	5,589	4,796	4,999	5,137	4,728	4,815	4,660	4,523	4,648	4,766	(49)	-1	(823)	-15
Other	10,797	10,545	11,288	13,626	13,009	13,681	13,735	13,273	12,001	13,184	(497)	-4	2,387	22
Total	103,516	105,611	107,801	111,345	109,161	111,336	113,931	112,665	107,889	112,498	1,162	1	8,983	9

#### Spending per FTE student (FY14–FY23)

	Ĩ				Fiscal	year					FY19– char		-FY14 chai	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	5,209	4,595	5,026	5,022	4,723	4,196	4,652	4,587	4,612	5,626	1,430	34	417	8
Auxiliary	16,202	17,046	17,318	16,696	17,807	18,240	15,293	15,464	17,171	20,459	2,219	12	4,257	26
Institutional support	3,705	4,061	4,050	4,127	3,743	4,059	4,655	5,683	3,798	3,560	(499)	-12	(144)	-4
Instruction	13,815	14,534	14,476	14,566	14,976	15,575	16,000	15,727	15,252	17,127	1,552	10	3,312	24
Operations & maintenance	5,097	5,156	4,609	5,399	4,721	5,406	6,930	7,198	6,279	7,000	1,594	29	1,902	37
Public service	1,038	898	969	905	919	950	984	820	887	936	(15)	-2	(102)	-10
Research	214	163	141	121	115	120	102	79	94	152	32	27	(62)	-29
Scholarship & aid	747	613	680	570	392	759	1,170	1,338	1,767	1,053	294	39	306	41
Student services	2,952	2,500	2,582	2,631	2,451	2,557	2,429	2,426	2,540	2,818	262	10	(134)	-5
Other	5,704	5,498	5,831	6,977	6,744	7,266	7,158	7,121	6,558	7,797	531	7	2,093	37
Total	54,683	55,063	55,682	57,012	56,589	59,127	59,370	60,442	58,956	66,528	7,401	13	11,844	22

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes other spending and unique military activities.

TABLE VMI-2	
Staffing levels and g	growth (FY14–FY23)

	I			F	iscal ye	ar (FTEs	5)					9–FY23 lange		-FY23 nge
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	133	142	147	148	154	161	161	157	166	166	5	3	33	25
Management	52	50	55	63	64	65	65	67	63	64	-1	-2	12	23
Office & admin Support	81	82	85	84	85	78	80	75	76	78	0	0	-3	-4
Business and Finance	24	26	23	23	21	29	31	30	29	30	1	3	6	25
Computer, Engineering, & Science	32	35	33	34	35	33	33	36	37	41	8	24	9	28
Academic support & student services	33	31	27	23	22	19	18	18	15	15	-4	-21	-18	-55
Auxiliary	55	52	57	59	54	54	56	54	50	53	-1	-2	-2	-4
Other	159	163	156	162	171	168	162	165	162	154	-14	-8	-5	-3
Total	569	581	583	596	606	607	606	602	598	601	-6	-1	32	6

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data. NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

# TABLE VMI-3 Staff median salaries and growth (FY19–FY23)

		FY19-FY23 change (%	
	Average/ median salary	Inflation	State raises
Instructional positions	-1.4		
Non-instructional positions	16.6	19.1	14.7
Total	17		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE VMI-4 Student enrollment (FY14–FY23)

	1			S	tudents (	(FTEs)					FY19– char		FY14– char	
	14										FTEs	%	FTEs	%
Enrollment	1,893	1,918	1,936	1,953	1,929	1,883	1,919	1,864	1,830	1,691	-192	-10	-202	-11

# TABLE VMI-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1				Fiscal ye	ar (\$1,00	0's)				FY19– char		FY14–F chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	26,905	28,810	30,334	30,757	30,801	31,143	30,813	30,212	26,135	22,321	(8,822)	-33	(4,584)	-17
Gov. & private operating														
grants/contracts	341	126	117	115	111	109	302	348	112	299	190	56	(43)	-12
Net auxiliary	24,683	25,408	26,691	28,841	28,177	28,132	25,243	24,672	25,244	23,518	(4,614)	-19	(1,165)	-5
State appropriations	16,779	16,589	17,408	18,408	17,862	17,982	22,303	20,422	23,696	30,871	12,888	77	14,091	84
Gifts and investment														
income	23,654	21,651	19,839	21,327	21,289	22,064	21,116	25,643	20,496	24,675	2,611	11	1,021	4
Other operating	2,425	2,006	2,102	2,123	1,976	1,787	1,634	1,634	2,445	2,002	215	9	(422)	-17
Other non-operating	1,254	1,220	1,216	1,685	1,442	1,450	1,344	1,222	1,219	2,776	1,325	106	1,522	121
Total	96,042	95,809	97,706	103,258	101,657	102,667	102,756	104,154	99,347	106,461	3,794	4	10,419	11

#### Institutional revenue per FTE student (FY14-FY23)

	1				Fisca	l year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	14,213	15,021	15,669	15,749	15,967	16,539	16,057	16,208	14,282	13,200	(3,339)	-20	(1,013)	-7
Gov. & private operating grants/contracts	180	66	61	59	57	58	157	187	61	177	119	206	(4)	-2
Net auxiliary	13,039	13,247	13,787	14,768	14,607	14,940	13,154	13,236	13,795	13,908	(1,032)	-7	869	7
State appropriations	8,864	8,649	8,991	9,426	9,260	9,550	11,622	10,956	12,948	18,256	8,706	91	9,392	106
Gifts and investment income	12,496	11,288	10,247	10,920	11,036	11,717	11,004	13,757	11,200	14,592	2,875	25	2,096	17
Other operating	1,281	1,046	1,086	1,087	1,024	949	851	877	1,336	1,184	235	25	(97)	-8
Other non-operating	662	636	628	863	747	770	700	656	666	1,641	871	113	979	148
Total	50,735	49,953	50,468	52,871	52,700	54,523	53,546	55,877	54,288	62,957	8,434	15	12,222	24

SOURCE: Audited financial statement (FY14-FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars.

#### **TABLE VMI-6**

# Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal ye	ear					FY19–F chan		FY14–F chan	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	9,084	9,604	10,336	10,566	10,777	11,061	10,953	10,707	10,093	9,782	(1,279)	-12	698	8
Mandatory non-E&G fees	9,397	10,273	10,671	11,278	11,318	11,412	11,602	10,803	10,202	10,132	(1,280)	-11	735	8
Average room &board	10,377	10,724	11,009	11,199	11,204	11,297	11,522	11,265	10,691	10,674	(623)	-6	297	3
Total cost of attendance	28,859	30,601	32,016	33,043	33,298	33,770	34,078	32,775	30,986	30,588	(3,182)	-9	1,729	6

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# Virginia State University

# TABLE VSU-1 Total spending (FY14–FY23) (\$1,000s)

					Fiscal	year					FY19– char	-	FY14–I chan	-
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	8,610	6,571	6,364	5,898	7,092	7,539	8,119	6,504	6,372	7,361	(178)	-2	(1,248)	-14
Auxiliary	38,234	34,805	35,639	51,249	38,355	42,439	36,730	22,406	37,260	44,196	1,757	4	5,962	16
Institutional support	20,111	22,354	19,641	13,682	18,077	16,921	22,171	30,083	30,310	31,415	14,494	86	11,304	56
Instruction	48,795	48,684	48,134	45,573	48,292	43,108	44,764	41,714	39,465	47,964	4,856	11	(831)	-2
Operations & maintenance	14,551	10,351	14,852	6,925	11,880	16,281	15,799	13,871	12,228	11,818	(4,463)	-27	(2,733)	-19
Public service	9,145	9,506	10,047	52	10,153	10,377	9,889	9,198	9,686	9,153	(1,224)	-12	8	0
Research	8,542	8,343	8,319	932	9,326	10,819	11,125	10,743	10,053	8,601	(2,218)	-20	59	1
Scholarship & aid	4,196	4,680	3,298	19,116	2,924	394	8,248	12,852	15,121	15,362	14,967	3795	11,165	266
Student services	6,871	5,328	4,992	5,593	5,644	6,925	6,433	4,992	5,029	6,712	(212)	-3	(158)	-2
Other	12,878	12,654	13,412	34,858	12,756	12,740	11,210	11,014	9,691	10,864	(1,876)	-15	(2,014)	-16
Total	171,933	163,278	164,697	183,878	164,499	167,544	174,487	163,376	175,215	193,446	25,902	15	21,513	13

#### Spending per FTE student (FY14–FY23)

	1				Fiscal	year					-FY19 chai		-FY14 cha	
	14	5	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	1,566	1,357	1,388	1,309	1,585	1,780	1,919	1,668	1,621	1,648	(132)	-7	82	5
Auxiliary	6,954	7,185	7,775	11,377	8,573	10,019	8,681	5,747	9,476	9,894	(125)	-1	2,940	42
Institutional support	3,658	4,615	4,285	3,037	4,040	3,995	5,240	7,716	7,708	7,033	3,038	76	3,375	92
Instruction	8,875	10,050	10,500	10,117	10,794	10,177	10,580	10,699	10,037	10,737	561	6	1,862	21
Operations & maintenance	2,647	2,137	3,240	1,537	2,655	3,844	3,734	3,558	3,110	2,646	(1,198)	-31	(1)	0
Public service	1,663	1,962	2,192	11	2,269	2,450	2,337	2,359	2,463	2,049	(401)	-16	386	23
Research	1,554	1,722	1,815	207	2,084	2,554	2,629	2,755	2,557	1,925	(629)	-25	372	24
Scholarship & aid	763	966	719	4,243	654	93	1,949	3,296	3,846	3,439	3,346	3594	2,676	351
Student services	1,250	1,100	1,089	1,241	1,262	1,635	1,521	1,280	1,279	1,503	(132)	-8	253	20
Other	2,342	2,612	2,926	7,738	2,851	3,008	2,649	2,825	2,465	2,432	(576)	-19	90	4
Total	31,272	33,707	35,929	40,817	36,768	39,552	41,240	41,902	44,561	43,306	3,753	9	12,034	38

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14-FY16 and FY18-FY23) and Cardinal for FY17 because FY16 annual report was not available. State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars.

# VSU-2 Staffing levels and growth (FY14–FY23)

	I			F	-iscal ye	ar (FTEs	5)					9–FY23 ange	FY14- cha	
	14	5	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	370	376	365	376	331	365	388	365	359	412	47	13	42	11
Management	140	135	115	63	123	97	102	85	97	98	1	1	-42	-30
Office & admin Support	168	171	144	122	129	125	158	134	112	111	-14	-11	-57	-34
Business and Finance	62	60	55	49	54	50	66	60	76	90	40	80	28	45
Computer, Engineering, & Science	35	41	38	38	26	31	34	33	34	27	-4	-13	-8	-23
Academic support & student services	49	45	41	89	65	133	83	63	57	65	-68	-51	16	33
Auxiliary	41	41	33	27	9	5	34	29	28	33	28	560	-8	-20
Other	70	69	66	80	68	26	19	18	20	23	-3	-12	-47	-67
Total	935	938	857	844	805	832	884	787	783	859	27	3	-76	-8

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data.

NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

# TABLE VSU-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	16.5	19.1	14.7
Total	13.5	19.1	14.7

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for total positions. Non-instructional salary growth information not included for VSU because of data limitations.

# TABLE VSU-4 Student enrollment (FY14–FY23)

	1			S	tudents (	(FTEs)					FY19–F chan		FY14–I chan	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	5,498	4,844	4,584	4,505	4,474	4,236	4,231	3,899	3,932	4,467	231	5	-1031	-19

# TABLE VSU-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1			Fi	scal year	· (\$1,000'	s)			1	FY19- cha		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	38,663	33,446	30,373	31,483	31,112	29,313	31,878	24,578	23,991	20,838	(8,475)	-22	(17,825)	-46
Gov. & private operating														
grants/contracts	23,302	23,999	18,542	24,547	20,432	24,053	26,620	17,436	21,080	19,866	(4,187)	-18	(3,436)	-15
Net auxiliary	24,782	32,159	30,202	34,667	35,598	34,094	33,787	12,079	26,124	25,684	(8,410)	-34	901	4
State appropriations	51,255	53,198	58,155	58,696	58,939	59,647	62,237	65,173	73,351	89,498	29,851	58	38,243	75
Gifts and investment														
income	6,567	3,689	-114	5,586	4,552	3,571	1,078	51,524	1,998	7,145	3,574	54	578	9
Other operating	579	1,574	1,016	1,721	1,143	993	1,221	806	1,580	4,171	3,178	549	3,592	621
Other non-operating	20,823	18,794	18,144	18,525	17,476	16,940	23,818	12,513	16,510	25,094	8,154	39	4,271	21
Total	165,971	166,860	156,318	175,225	169,252	168,611	180,640	184,111	164,634	192,296	23,685	14	26,325	16

#### Institutional revenue per FTE student (FY14–FY23)

	1				Fisca	l year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	7,032	6,905	6,626	6,989	6,954	6,920	7,534	6,304	6,102	4,665	(2,255)	-33	(2,367)	-34
Gov. & private operating grants/contracts	4,238	4,954	4,045	5,449	4,567	5,678	6,292	4,472	5,361	4,447	(1,231)	-22	209	5
Net auxiliary	4,508	6,639	6,589	7,695	7,957	8,049	7,986	3,098	6,644	5,750	(2,299)	-29	1,242	28
State appropriations	9,323	10,982	12,687	13,029	13,174	14,081	14,710	16,715	18,655	20,035	5,954	42	10,713	115
Gifts and investment														
income	1,194	762	-25	1,240	1,018	843	255	13,215	508	1,599	756	90	405	34
Other operating	105	325	222	382	255	234	289	207	402	934	699	298	828	787
Other non-operating	3,787	3,880	3,958	4,112	3,906	3,999	5,629	3,209	4,199	5,618	1,619	40	1,830	48
Total	30,188	34,447	34,101	38,896	37,830	39,804	42,694	47,220	41,870	43,048	3,244	8	12,861	43

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

## TABLE VSU-6 Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal y	ear					FY19–F chan		FY14–F chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	6,295	6,504	6,644	6,726	6,729	6,873	6,806	6,460	5,952	6,269	(26)	0	(26)	0
Mandatory non-E&G fees	3,693	3,745	3,806	3,854	3,856	3,916	3,994	3,790	3,493	3,385	(308)	-8	(127)	-3
Average room &board	12,841	12,973	13,024	13,190	13,198	13,354	13,620	12,926	11,911	11,544	(1,297)	-10	(1,124)	-9
Total cost of attendance	22,828	23,223	23,474	23,770	23,783	24,144	24,420	23,176	21,356	21,198	(1,630)	-7	(1,180)	-5

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# Virginia Tech

# TABLE VT-1 Total spending (FY14–FY23) (\$1,000s)

					Fisca	al year				FY19–F chan		FY14–F chan		
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	101,851	103,563	103,830	109,166	110,651	117,865	125,559	118,598	116,155	131,609	13,744	12	29,758	29
Auxiliary	232,918	251,327	257,907	273,130	276,319	271,552	278,614	231,014	266,309	278,778	7,226	3	45,860	20
Institutional support	74,601	72,905	80,142	87,761	92,118	87,496	96,409	104,049	83,931	92,405	4,909	6	17,804	24
Instruction	383,319	408,254	426,588	446,913	457,907	475,277	502,604	476,925	460,349	490,385	15,108	3	107,066	28
Operations/ maintenance	104,556	99,246	106,625	106,045	102,890	109,332	108,478	102,960	87,328	110,876	1,544	1	6,320	6
Public service	131,826	129,887	127,422	122,085	118,821	110,597	116,207	99,730	96,181	102,693	(7,904)	-7	(29,133)	-22
Research	395,566	390,234	402,492	388,751	391,763	394,306	404,919	370,404	362,616	397,317	3,011	1	1,751	0
Scholarship & aid	15,707	17,259	18,150	20,590	22,207	23,072	36,153	35,929	46,718	36,274	13,202	57	20,567	131
Student services	19,056	18,737	20,584	23,262	25,278	29,138	30,668	28,624	31,074	33,512	4,374	15	14,456	76
Other	117,566	121,894	127,157	126,517	128,653	128,903	128,806	126,414	140,089	151,013	22,110	17	33,447	28
Total	1,576,968	1,613,305	1,670,897	1,704,219	1,726,607	1,747,540	1,828,418	1,694,646	1,690,751	1,824,862	77,322	4	247,894	16

## Spending per FTE student (FY14–FY23)

	l				Fiscal	year					FY19–I chan		-FY14 cha	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	3,192	3,230	3,125	3,242	3,173	3,294	3,360	3,118	3,058	3,387	93	3	195	6
Auxiliary	7,301	7,839	7,763	8,111	7,925	7,591	7,456	6,073	7,012	7,174	(417)	-5	(127)	-2
Institutional support	2,338	2,274	2,412	2,606	2,642	2,446	2,580	2,736	2,210	2,378	(68)	-3	40	2
Instruction	12,015	12,735	12,840	13,271	13,133	13,286	13,451	12,539	12,120	12,620	(666)	-5	605	5
Operations & maintenance	3,277	3,096	3,209	3,149	2,951	3,056	2,904	2,706	2,299	2,853	(203)	-7	(424)	-13
Public service	4,131	4,051	3,835	3,625	3,407	3,092	3,110	2,622	2,532	2,643	(449)	-15	(1,488)	-36
Research	12,398	12,172	12,114	11,544	11,236	11,022	10,837	9,738	9,547	10,225	(797)	-7	(2,173)	-18
Scholarship & aid	493	538	546	612	637	645	967	945	1,230	934	289	45	441	90
Student services	597	584	620	691	725	815	821	752	818	862	47	6	265	44
Other	3,685	3,802	3,828	3,756	3,690	3,603	3,447	3,323	3,689	3,886	283	8	201	5
Total	49,426	50,321	50,293	50,608	49,521	48,849	48,934	44,554	44,515	46,962	(1,887)	-4	(2,464)	-5

SOURCE: Operating spending from expense classification tables in annual financial statements (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars. 'Other' includes depreciation.

# TABLE VT-2 Staffing levels and growth (FY14–FY23)

	I			F	iscal ye	ar (FTEs	5)					9–FY23 lange	FY14- cha	-FY23 nge
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	2,878	2,913	2,943	2,926	2,950	2,972	3,015	3,004	3,018	3,023	51	2	145	5
Management	135	138	135	133	130	132	216	206	218	238	106	80	103	76
Office & admin Support	1,313	1,305	1,283	1,281	1,266	1,291	1,278	1,251	1,180	1,153	-138	-11	-160	-12
Business and Finance	558	712	818	973	1,143	1,337	1,570	1,635	1,776	2,075	738	55	1517	272
Computer, Engineering, & Science	1,128	803	788	757	746	721	725	708	697	668	-53	-7	-460	-41
Academic support & student services	193	181	171	150	159	130	136	117	90	75	-55	-42	-118	-61
Auxiliary	-	290	285	270	240	215	218	210	174	180	-35	-16		
Other	1,201	1,180	1,170	1,156	1,208	1,156	1,173	1,121	1,087	1,103	-53	-5	-98	-8
Total	7,406	7,522	7,593	7,646	7,842	7,954	8,331	8,252	8,240	8,515	561	7	1,109	15

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data.

NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

# TABLE VT-3 Staff median salaries and growth (FY19–FY23)

		FY19–FY23 change (%	
	Average/ median salary	Inflation	State raises
Instructional positions	9.8		
Non-instructional positions	16.1	19.1	14.7
Total	15.2		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE VT-4 Student enrollment (FY14–FY23)

	1			S	Students	(FTEs)					FY19–F chang		FY14–l chan	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	31,906	32,060	33,223	33,675	34,866	35,774	37,366	38,037	37,981	38,857	3083	9	6951	22

# TABLE VT-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1		Fiscal year (\$1,000's)									Y23 ge	FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	492,142	526,713	570,628	576,638	606,496	636,486	679,418	651,171	630,439	646,997	10,511	2	154,855	31
Gov. & private operating														
grants/contracts	385,368	378,456	383,530	363,120	372,027	382,899	380,325	365,852	374,049	406,242	23,343	6	20,874	5
Net auxiliary	286,417	300,549	310,371	314,518	324,414	326,880	311,569	248,791	309,199	323,380	(3,500)	-1	36,963	13
State appropriations	312,547	311,041	318,422	326,835	319,181	317,119	358,437	338,460	336,792	365,331	48,212	15	52,784	17
Gifts and investment														
income	94,110	81,375	83,863	100,068	106,572	104,035	61,495	185,512	81,203	153,235	49,200	52	59,125	63
Other operating	37,016	30,374	32,046	33,884	31,262	36,343	31,290	35,599	39,639	46,691	10,348	28	9,675	26
Other non-operating	30,188	35,994	25,370	35,289	34,602	25,777	25,904	29,104	33,108	41,648	15,871	53	11,460	38
Total	1,637,786	1,664,504	1,724,229	1,750,351	1,794,554	1,829,539	1,848,438	1,854,488	1,804,429	1,983,524	153,985	9	345,738	21

#### Institutional revenue per FTE student (FY14–FY23)

	1				Fisca	year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	15,425	16,429	17,176	17,124	17,395	17,792	18,183	17,119	16,599	16,651	(1,141)	-6	1,226	8
Gov. & private operating grants/contracts	12,078	11,805	11,544	10,783	10,670	10,703	10,178	9,618	9,848	10,455	(248)	-2	(1,623)	-13
Net auxiliary	8,977	9,375	9,342	9,340	9,305	9,137	8,338	6,541	8,141	8,322	(815)	-9	(655)	-7
State appropriations	9,796	9,702	9,584	9,706	9,155	8,865	9,593	8,898	8,867	9,402	537	6	(394)	-4
Gifts and investment														
income	2,950	2,538	2,524	2,972	3,057	2,908	1,646	4,877	2,138	3,944	1,035	36	994	34
Other operating	1,160	947	965	1,006	897	1,016	837	936	1,044	1,202	186	18	41	4
Other non-operating	946	1,123	764	1,048	992	721	693	765	872	1,072	351	49	126	13
Total	51,332	51,918	51,899	51,978	51,470	51,142	49,468	48,755	47,509	51,047	(95)	0	(285)	-1

SOURCE: Audited financial statement (FY14–FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

# TABLE VT-6 Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal ye	ear					FY19–F chan		FY14– char	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	12,450	13,061	13,502	13,663	13,662	13,815	13,680	12,983	12,310	12,289	(1,526)	-11	(161)	-1
Mandatory non-E&G fees	2,248	2,331	2,359	2,386	2,386	2,413	2,473	2,412	2,315	2,377	(36)	-1	129	6
Average room &board	9,815	10,150	10,450	10,520	10,541	10,644	11,022	10,700	10,190	10,756	112	1	941	10
Total cost of attendance	24,513	25,542	26,311	26,570	26,590	26,872	27,175	26,095	24,815	25,422	(1,450)	-5	909	4

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# William & Mary

# TABLE W&M-1 Total spending (FY14–FY23) (\$1,000s)

					Fisca	l year					–FY19 chai	-	-FY14 cha	-
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	32,759	34,578	35,491	37,500	37,066	38,667	38,803	37,793	38,116	41,491	2,824	7	8,732	27
Auxiliary	91,245	88,594	94,758	95,145	99,671	101,943	97,909	69,283	83,443	94,689	(7,254)	-7	3,444	4
Institutional support	25,143	28,183	30,373	35,082	32,231	33,005	31,599	42,997	35,561	38,627	5,622	17	13,484	54
Instruction	119,393	124,726	128,379	126,942	136,250	135,740	139,605	131,511	132,016	133,505	(2,234)	-2	14,112	12
Operations & maintenance	34,145	33,248	34,104	29,727	29,575	27,142	27,367	30,942	24,102	26,217	(925)	-3	(7,928)	-23
Public service	10	10	13	322	8	14	10	5	8	2,550	2,537	18395	2,540	25234
Research	39,914	39,595	38,844	39,349	36,858	35,609	36,404	32,973	31,988	38,759	3,151	9	(1,155)	-3
Scholarship & aid	32,792	36,882	40,927	47,732	51,457	54,104	58,148	61,520	62,786	52,854	(1,250)	-2	20,062	61
Student services	10,077	10,291	10,669	11,320	11,340	11,521	11,495	10,915	11,426	13,230	1,708	15	3,153	31
Total	385,478	396,108	413,557	423,119	434,456	437,743	441,341	417,939	419,448	441,922	4,179	1	56,445	15

# Spending per FTE student (FY14–FY23)

					Fiscal	year					FY19- chai			–FY23 ange
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Academic support	3,949	4,150	4,202	4,356	4,280	4,523	4,573	4,339	4,178	4,440	(83)	-2	491	12
Auxiliary	11,000	10,633	11,219	11,051	11,508	11,924	11,539	7,955	9,146	10,134	(1,790)	-15	(866)	-8
Institutional support	3,031	3,383	3,596	4,075	3,722	3,860	3,725	4,937	3,898	4,134	274	7	1,103	36
Instruction	14,393	14,970	15,200	14,743	15,732	15,877	16,454	15,099	14,469	14,288	(1,589)	-10	(105)	-1
Operations & maintenance	4,116	3,990	4,037	3,453	3,415	3,175	3,226	3,553	2,641	2,806	(369)	-12	(1,310)	-32
Public service	1	1	1	37	1	1	1	1	1	273	272	22813	272	21,177
Research	4,812	124	155	147	203	236	261	211	201	321	85	36	(4,491)	-93
Scholarship & aid	3,953	4,427	4,845	5,543	5,941	6,329	6,854	7,063	6,881	5,656	(673)	-11	1,703	43
Student services	1,215	1,235	1,263	1,315	1,309	1,348	1,354	1,253	1,253	1,416	68	5	201	17
Total	46,470	47,540	48,965	49,144	50,162	51,202	52,016	47,985	45,972	47,295	(3,907)	-8	825	2

SOURCE: Operating spending from Cardinal (FY14 to FY23) State Council of Higher Education Annualized Student FTE by Student Level Group report.

NOTE: Shown in constant FY23 dollars.

## TABLE W&M-2 Staffing levels and growth (FY14–FY23)

	1				Fiscal ye	ear (FTE	s)					9–FY23 ange		–FY23 ange
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Instruction, research, & public service	730	753	765	781	798	799	814	789	766	783	-16	-2	53	7
Management	277	297	316	340	91	105	100	96	104	103	-2	-2	-174	-63
Office & admin Support	283	293	300	300	293	300	298	281	243	256	-44	-15	-27	-10
Business and Finance	118	127	129	138	233	264	272	273	268	273	9	3	155	131
Computer, Engineering, & Science	329	322	331	324	352	343	350	332	317	338	-5	-1	9	3
Academic support & student services	104	119	127	121	209	202	211	203	211	194	-8	-4	90	87
Auxiliary	107	123	135	144	183	171	172	173	187	210	39	23	103	96
Other	381	370	379	363	378	377	393	377	367	388	11	3	7	2
Total	2,329	2,404	2,482	2,511	2,537	2,561	2,610	2,524	2,463	2,545	-16	-1	216	9

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data.

NOTE: Other staff includes healthcare, service, natural resources, maintenance, sales, production, and transportation occupations. Auxiliary occupations include community service, legal, arts, and media positions.

# TABLE W&M-3 Staff median salaries and growth (FY19-FY23)

		FY19-FY23 change (%)	
	Average/ median salary	Inflation	State raises
Instructional positions	13.1		
Non-instructional positions	17.6	19.1	14.7
Total	13.8		

SOURCE: National Center for Education Statistics Integrated Postsecondary Education Data System staffing data and staff-level data from Virginia's higher education institutions (FY19 to FY23).

NOTE: The change in average salaries is presented for instructional positions. The change in median salaries is presented for non-instructional positions and total positions.

# TABLE W&M-4 Student enrollment (FY14–FY23)

	1			S	tudents	(FTEs)					FY19–F chan		FY14–I chan	
	14	15	16	17	18	19	20	21	22	23	FTEs	%	FTEs	%
Enrollment	8,295	8,332	8,446	8,610	8,661	8,549	8,485	8,710	9,124	9,344	795	9	1,049	13

# TABLE W&M-5 Institutional revenue (FY14–FY23) (\$1,000s)

	1				Fiscal ye	ar (\$1,00	0's)				FY19–F chan		FY14–F chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	186,539	203,204	212,074	229,434	207,193	210,221	215,102	219,884	216,495	216,369	6,148	3	29,830	16
Gov. & private operating														
grants/contracts	56,534	62,099	57,833	57,739	55,195	53,305	51,208	48,531	49,325	54,930	1,625	3	(1,604)	-3
Net auxiliary	108,187	118,577	118,906	117,078	112,128	113,323	104,281	87,026	105,428	112,020	(1,303)	-1	3,833	4
State appropriations	81,426	88,648	91,448	95,509	94,687	96,215	106,657	105,356	108,534	120,128	23,913	29	38,702	48
Gifts and investment														
income	50,708	41,199	44,187	61,768	65,323	76,693	65,024	69,546	50,281	72,689	(4,004)	-8	21,982	43
Other operating	9,048	9,702	9,497	7,601	8,040	9,263	8,077	6,634	12,203	13,800	4,537	50	4,752	53
Other non-operating	6,974	6,932	6,979	6,941	8,953	6,793	7,751	7,258	11,337	12,818	6,025	86	5,844	84
Total	499,415	530,362	540,924	576,071	551,520	565,812	558,100	544,235	553,603	602,753	36,941	7	103,337	21

#### Institutional revenue per FTE student (FY14-FY23)

	1				Fisca	l year					FY19– char		FY14–FY chang	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Net tuition and fees	22,488	24,388	25,109	26,647	23,923	24,590	25,351	25,245	23,728	23,156	(1,434)	-6	668	3
Gov. & private operating														
grants/contracts	6,815	7,453	6,847	6,706	6,373	6,235	6,035	5,572	5,406	5,879	(357)	-6	(937)	-14
Net auxiliary	13,042	14,232	14,078	13,598	12,946	13,256	12,290	9,991	11,555	11,988	(1,267)	-10	(1,054)	-8
State appropriations	9,816	10,640	10,827	11,093	10,933	11,255	12,570	12,096	11,895	12,856	1,602	14	3,040	31
Gifts and investment														
income	6,113	4,945	5,232	7,174	7,542	8,971	7,663	7,985	5,511	7,779	(1,192)	-13	1,666	27
Other operating	1,091	1,164	1,124	883	928	1,083	952	762	1,337	1,477	393	36	386	35
Other non-operating	841	832	826	806	1,034	795	913	833	1,243	1,372	577	73	531	63
Total	60,207	63,654	64,045	66,907	63,679	66,185	65,775	62,484	60,675	64,507	(1,678)	-3	4,300	7

SOURCE: Audited financial statement (FY14-FY23) and State Council of Higher Education Annualized Student FTE by Student Level Group report. NOTE: Shown in constant FY23 dollars. Does not include COVID-19 relief funding.

#### **TABLE W&M-6**

# Charges to students and total cost of attendance (FY14–FY23)

	I				Fiscal y	ear					FY19–F chan		-FY14 char	
	14	15	16	17	18	19	20	21	22	23	\$	%	\$	%
Tuition & E&G fees	13,512	16,093	17,930	19,744	20,022	20,934	20,729	19,674	18,128	17,570	(3,364)	-16	4,058	30
Mandatory non-E&G fees	6,328	6,522	6,680	6,774	6,718	6,946	7,147	6,783	6,440	6,400	(546)	-8	72	1
Average room & board	12,595	13,250	13,946	14,214	14,313	14,579	15,250	14,955	14,034	13,828	(751)	-5	1,233	10
Total cost of attendance	32,435	35,865	38,556	40,731	41,053	42,458	43,127	41,412	38,603	37,798	(4,660)	-11	5,363	17

SOURCE: State Council of Higher Education for Virginia public data report on published tuition and fees.

# Appendix H: Analysis of Virginia institutional spending compared to similar institutions nationwide

JLARC conducted a regression analysis to compare Virginia institutions' spending and spending growth to public four-year higher education institutions nationwide using data from the National Center for Education Statistics' (NCES) Integrated Postsecondary Education Data System (IPEDS) data set from FY22, the most recent year available as of this report. IPEDS data includes information about institutional characteristics, enrollment, and spending on academic and non-instructional functions.

JLARC analyzed data from 675 public four-year higher education institutions for which there was complete data for FY13 to FY22.

# **Total spending**

Linear regression was used for this analysis. Total spending per full-time equivalent (FTE) student, measured in 2022 dollars, served as the dependent variable. The dependent variable was log transformed because it was not normally distributed. This variable was calculated by dividing the total spending into eight categories (academic support, auxiliaries, instruction, institutional support, operations and maintenance, public service, research, and student services) divided by the number of FTE students as calculated by NCES in the IPEDS data. Additional categories of spending, such as hospital spending and spending from the "other" category, were excluded.

In addition, JLARC used the Bureau of Economic Analysis's Regional Price Parity index to adjust spending at each institution to create standardized spending levels that account for differences in operational costs in different regions of the country. This adjustment was made at the metropolitan statistical area (MSA) level. For institutions not in an MSA, the non-MSA general nationwide RPP was used.

#### TABLE H-1

# Independent variable definitions for spending and growth regressions

Variable	Coefficient
Carnegie class: Master's	Carnegie classification of schools with small, medium, and large master's programs (yes=1)
Carnegie class: Doctoral	Carnegie classification of schools with doctoral programs (yes=1)
Carnegie class: R1	Carnegie classification of schools with substantial research output (yes=1)
Carnegie class: R2	Carnegie classification of schools with significant research output (yes=1)
Primarily residential campus	IPEDS classification—25-49% of students live on campus (yes=1)
Highly residential campus	IPEDS classification—at least 50% of students live on campus (yes=1)
HBCU	Whether the institution is a historically black college or university (yes=1)
Percentage undergraduate	Proportion of total student body who are undergraduate students in FY22
students	
Percentage of students receiv-	Proportion of total student body who received a Pell grant in FY22
ing Pell grant	
Percentage of students receiv-	Proportion of Pell recipients squared
ing Pell grant, quadratic term	
students Percentage of students receiv- ing Pell grant Percentage of students receiv-	Proportion of total student body who received a Pell grant in FY22

Medical school	Whether the institution has a medical school (yes=1)
Hospital	Whether the institution has an associated hospital (yes=1)
Land grant institution	Whether the institution is a land grant institution (yes=1)
FIPS	State/US territory where institution is located

SOURCE: JLARC synthesis of National Center for Education Statistics' Integrated Postsecondary Education Data System (IPEDS) definitions.

## TABLE H-2

# Linear regression for spending per FTE student (n=675)

-						
Variable	Coefficient	Standard error	t	P> t	UB	LB
Carnegie class: Master's	0.005203	0.03916	0.13	0.894	0.082106	-0.0717
Carnegie class: Doctoral	0.027144	0.06748	0.4	0.688	0.159662	-0.10537
Carnegie class: R1	0.281954	0.060079	4.69	0	0.399938	0.16397
Carnegie class: R2	0.130336	0.048495	2.69	0.007	0.225572	0.0351
Primarily residential campus	0.182784	0.030332	6.03	0	0.242351	0.123218
Highly residential campus	0.43653	0.041009	10.64	0	0.517065	0.355995
HBCU	0.145781	0.075406	1.93	0.054	0.293865	-0.0023
Percentage undergraduate						
students	-0.01026	0.003901	-2.63	0.009	-0.0026	-0.01792
Percentage of students receiv-						
ing Pell grant	9.86E-05	4.34E-05	2.27	0.023	0.000184	1.34E-05
Percentage of students receiv-						
ing Pell grant, quadratic term	-0.43681	0.169206	-2.58	0.01	-0.10452	-0.7691
Medical school	0.218763	0.052479	4.17	0	0.321823	0.115704
Hospital associated with insti-						
tution	0.313363	0.064946	4.82	0	0.440905	0.18582
Land grant institution	0.081727	0.048795	1.67	0.094	0.177552	-0.0141
FIPS 02	0.964199	0.186514	5.17	0	1.33048	0.597918
FIPS 04	0.191955	0.184989	1.04	0.3	0.555241	-0.17133
FIPS 05	-0.06896	0.117959	-0.58	0.559	0.162693	-0.30061
FIPS 06	-0.03902	0.092161	-0.42	0.672	0.141966	-0.22001
FIPS 08	-0.04038	0.101576	-0.4	0.691	0.159099	-0.23986
FIPS 09	0.210357	0.14214	1.48	0.139	0.489495	-0.06878
FIPS 10	-0.11105	0.219492	-0.51	0.613	0.319995	-0.54209
FIPS 11	0.841606	0.306848	2.74	0.006	1.444201	0.239011
FIPS 12	-0.0527	0.095559	-0.55	0.582	0.134964	-0.24036
FIPS 13	0.003873	0.097776	0.04	0.968	0.195888	-0.18814
FIPS 15	0.285302	0.166049	1.72	0.086	0.611392	-0.04079
FIPS 16	0.166605	0.153755	1.08	0.279	0.468552	-0.13534
FIPS 17	0.370398	0.115342	3.21	0.001	0.596909	0.143888
FIPS 18	0.080796	0.110193	0.73	0.464	0.297196	-0.1356
FIPS 19	0.171799	0.185379	0.93	0.354	0.535851	-0.19225
FIPS 20	0.130601	0.134911	0.97	0.333	0.395542	-0.13434
FIPS 21	0.203756	0.130367	1.56	0.119	0.459773	-0.05226
FIPS 22	-0.12775	0.110696	-1.15	0.249	0.089639	-0.34514
FIPS 23	0.320763	0.136008	2.36	0.019	0.587859	0.053667

FIPS 25	0.126167	0.113862	1.11	0.268	0.349772	-0.09744
FIPS 26	0.199873	0.104165	1.92	0.055	0.404435	-0.00469
FIPS 27	0.16209	0.116623	1.39	0.165	0.391116	-0.06694
FIPS 28	-0.06029	0.12933	-0.47	0.641	0.193691	-0.31427
FIPS 29	0.013261	0.112842	0.12	0.906	0.234863	-0.20834
FIPS 30	0.221289	0.142958	1.55	0.122	0.502034	-0.05946
FIPS 31	0.029582	0.142537	0.21	0.836	0.309498	-0.25033
FIPS 32	-0.16204	0.137843	-1.18	0.24	0.108663	-0.43274
FIPS 33	0.092078	0.152196	0.6	0.545	0.390964	-0.20681
FIPS 34	0.08417	0.116379	0.72	0.47	0.312718	-0.14438
FIPS 35	0.312238	0.134636	2.32	0.021	0.57664	0.047837
FIPS 36	0.313592	0.094221	3.33	0.001	0.498625	0.128559
FIPS 37	0.188083	0.106994	1.76	0.079	0.3982	-0.02203
FIPS 38	0.128877	0.136531	0.94	0.346	0.397	-0.13925
FIPS 39	-0.17556	0.095099	-1.85	0.065	0.011198	-0.36231
FIPS 40	0.015366	0.109357	0.14	0.888	0.230124	-0.19939
FIPS 41	0.181084	0.135248	1.34	0.181	0.446687	-0.08452
FIPS 42	0.07535	0.121431	0.62	0.535	0.313818	-0.16312
FIPS 44	0.307477	0.219653	1.4	0.162	0.738837	-0.12388
FIPS 45	-0.03939	0.113476	-0.35	0.729	0.183455	-0.26224
FIPS 46	-0.04253	0.143963	-0.3	0.768	0.24019	-0.32525
FIPS 47	0.0192	0.122075	0.16	0.875	0.258934	-0.22053
FIPS 48	0.01364	0.090145	0.15	0.88	0.190668	-0.16339
FIPS 49	-0.02104	0.137551	-0.15	0.878	0.249088	-0.29116
FIPS 50	0.299887	0.16565	1.81	0.071	0.625193	-0.02542
FIPS 51	0.105022	0.11027	0.95	0.341	0.321573	-0.11153
FIPS 53	0.065656	0.098492	0.67	0.505	0.259076	-0.12776
FIPS 54	-0.15176	0.121893	-1.25	0.214	0.087619	-0.39113
FIPS 55	-0.0386	0.115938	-0.33	0.739	0.189076	-0.26629
FIPS 56	0.413854	0.153968	2.69	0.007	0.71622	0.111488

SOURCE: JLARC analysis of National Center for Education Statistics' Integrated Postsecondary Education Data System (IPEDS) data, FY22. FY22 was the most recent year of data available as of this report. NOTE: R2=0.653

# Spending growth

Linear regression was used for this analysis. Growth in total spending on a per FTE student basis, calculated as a percentage, was used as the dependent variable in this analysis. FY13 data was adjusted for inflation and is in FY22 dollars (June 2022 CPI).

Change in spending = 
$$\frac{(Per \ FTE \ student \ FY22 \ spending - Per \ FTE \ student \ FY13 \ spending)}{Per \ FTE \ student \ FY13 \ spending}$$

Per FTE student spending was calculated by dividing the total spending in seven categories (academic support services, auxiliaries, instruction, institutional support, public service, research, and student services) divided by the number of FTE students as calculated by NCES in the IPEDS data for both FY13 and FY22. For this analysis, operations and maintenance was excluded as a spending category

because IPEDS started measuring this category differently in FY16, making FY13 and FY22 spending not comparable. Additional categories of spending, such as hospital spending and spending from the "other" category, were excluded because of data inconsistencies.

In addition, JLARC used the Bureau of Economic Analysis's Regional Price Parity index to adjust spending at each institution to create standardized spending levels that account for the difference in operational costs in different regions of the country. This adjustment was made at the metropolitan statistical area (MSA) level. For institutions not in an MSA, the non-MSA general nationwide RPP was used. FY13 data was adjusted for inflation in FY22 dollars.

#### TABLE H-3

Variable	Coefficient	Standard error	t	P> t	UB	LB
Carnegie class: Master's	0.377387	1.039198	0.36	0.717	-1.66351	2.418287
Carnegie class: Doctoral	2.259401	1.777416	1.27	0.204	-1.2313	5.750102
Carnegie class: R1	3.018114	1.576395	1.91	0.056	-0.0778	6.114025
Carnegie class: R2	1.573259	1.287495	1.22	0.222	-0.95528	4.101795
Primarily residential campus	-5.1221	0.801154	-6.39	0	-6.6955	-3.5487
Highly residential campus	-5.55003	1.089372	-5.09	0	-7.68947	-3.41059
НВСО	3.688452	1.974113	1.87	0.062	-0.18855	7.56545
Percentage undergraduate						
students	-0.33526	0.102942	-3.26	0.001	-0.53743	-0.13309
Percentage of students receiv-						
ing Pell grant	0.003452	0.00115	3	0.003	0.001195	0.00571
Percentage of students receiv-						
ing Pell grant, quadratic term	-5.40893	4.545303	-1.19	0.235	-14.3355	3.51768 <sup>-</sup>
Medical school	-1.03385	1.383037	-0.75	0.455	-3.75002	1.682326
Hospital associated with insti-						
tution	1.288296	1.751572	0.74	0.462	-2.15165	4.72824
Land grant institution	-1.29367	1.266058	-1.02	0.307	-3.78011	1.19276
FIPS 02	6.905545	4.829475	1.43	0.153	-2.57915	16.3902
FIPS 04	7.912289	4.789395	1.65	0.099	-1.4937	17.3182
FIPS 05	0.081536	3.133179	0.03	0.979	-6.07177	6.234846
FIPS 06	16.72045	2.400041	6.97	0	12.00697	21.43394
FIPS 08	9.597243	2.629437	3.65	0	4.433242	14.76124
FIPS 09	21.70487	3.680254	5.9	0	14.47715	28.93259
FIPS 10	5.747383	5.681435	1.01	0.312	-5.4105	16.9052
FIPS 11	19.64996	7.947267	2.47	0.014	4.04217	35.2577
FIPS 12	7.672865	2.491837	3.08	0.002	2.7791	12.56663
FIPS 13	0.477401	2.560116	0.19	0.852	-4.55046	5.50526
FIPS 15	13.3287	4.298805	3.1	0.002	4.886197	21.7712
FIPS 16	2.832723	3.981028	0.71	0.477	-4.9857	10.65114
FIPS 17	6.594866	2.984968	2.21	0.028	0.732631	12.4571
FIPS 18	3.778028	2.946473	1.28	0.2	-2.00861	9.564662
FIPS 19	5.188035	4.799369	1.08	0.28	-4.23754	14.6136
FIPS 20	0.519647	3.492391	0.15	0.882	-6.33913	7.378419
FIPS 21	-0.5808	3.374518	-0.17	0.863	-7.20808	6.04647

#### Linear regression for growth in spending per FTE student (n=665)

FIPS 22	-0.26325	2.865262	-0.09	0.927	-5.89039	5.363891
FIPS 23	1.221263	3.521664	0.35	0.729	-5.695	8.137526
FIPS 24	16.71095	3.003296	5.56	0	10.81272	22.60918
FIPS 25	17.83667	2.948269	6.05	0	12.04651	23.62683
FIPS 26	3.643367	2.697073	1.35	0.177	-1.65347	8.940199
FIPS 27	4.869658	3.021118	1.61	0.108	-1.06357	10.80289
FIPS 28	-3.92168	3.348369	-1.17	0.242	-10.4976	2.654244
FIPS 29	1.223661	2.920688	0.42	0.675	-4.51233	6.959655
FIPS 30	0.012326	3.701946	0	0.997	-7.258	7.282647
FIPS 31	0.04956	3.690392	0.01	0.989	-7.19807	7.297192
FIPS 32	6.466965	3.570707	1.81	0.071	-0.54561	13.47954
FIPS 33	3.339173	3.939933	0.85	0.397	-4.39854	11.07688
FIPS 34	17.7926	3.147679	5.65	0	11.61081	23.97439
FIPS 35	-1.15816	3.484423	-0.33	0.74	-8.00128	5.684968
FIPS 36	15.37067	2.443766	6.29	0	10.57132	20.17003
FIPS 37	2.503158	2.770559	0.9	0.367	-2.938	7.944311
FIPS 38	0.331225	3.535154	0.09	0.925	-6.61153	7.273982
FIPS 39	-0.73294	2.463833	-0.3	0.766	-5.57171	4.10583
FIPS 40	1.807919	2.831877	0.64	0.523	-3.75366	7.369495
FIPS 41	4.007944	3.501612	1.14	0.253	-2.86894	10.88483
FIPS 42	10.78953	3.372618	3.2	0.001	4.165983	17.41308
FIPS 44	13.29324	5.68596	2.34	0.02	2.126471	24.46
FIPS 45	4.741071	2.939445	1.61	0.107	-1.03176	10.5139
FIPS 46	-1.72047	3.728548	-0.46	0.645	-9.04304	5.602098
FIPS 47	2.42361	3.260045	0.74	0.458	-3.97885	8.826073
FIPS 48	5.672301	2.341973	2.42	0.016	1.072856	10.27175
FIPS 49	1.409774	3.562747	0.4	0.692	-5.58717	8.40672
FIPS 50	0.916362	4.289687	0.21	0.831	-7.50824	9.34096
FIPS 51	7.617532	2.855608	2.67	0.008	2.00935	13.22571
FIPS 53	9.504134	2.552443	3.72	0	4.491343	14.51693
FIPS 54	1.67825	3.157259	0.53	0.595	-4.52235	7.87885
FIPS 55	3.531812	3.003292	1.18	0.24	-2.36641	9.430033
FIPS 56	-2.90891	3.986676	-0.73	0.466	-10.7384	4.920599

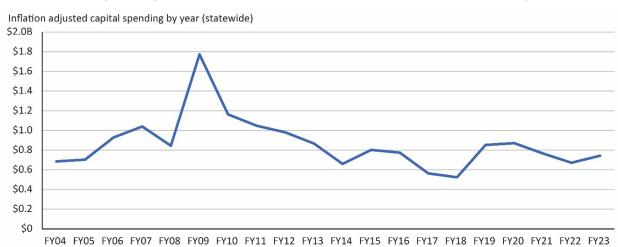
SOURCE: JLARC analysis of National Center for Education Statistics' Integrated Postsecondary Education Data System (IPEDS) data, FY13 (inflation adjusted) and FY22. FY22 was the most recent year of data available as of this report. NOTE: R2=0.474

# Appendix I: Capital spending and institutional debt service

This appendix provides additional information on Virginia's higher education capital spending and institutional debt. Capital spending at higher education institutions includes new construction; major renovations and improvements to existing buildings; major land purchases; acquisitions of existing structures; and purchases of equipment and major information technology systems. Approximately 80 percent of capital spending is financed through debt, and that cost is incurred by the institution as debt service—payment on principal and interest.

# Capital spending peaked in 2009, fell during the Great Recession, and has generally remained steady since

Capital expenditures increased from FY05 to FY09, peaking in FY09 at nearly \$1.8 billion (adjusted for inflation), then fell below \$1 billion per year and remained relatively stable (Figure I-1). Virginia's 15 public four-year institutions had \$744 million of capital expenditures in FY23. Just five of 15 institutions spent more on capital expenditures in recent years than they did a decade ago (Figure I-2).

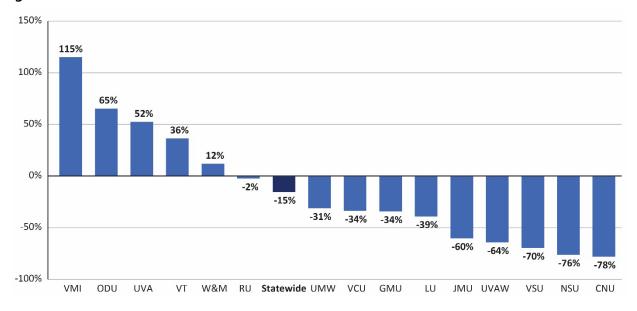


## FIGURE I-1 Capital spending at Virginia institutions peaked in FY09 then remained relatively flat

SOURCE: Total capital expenditures at Virginia's 15 public four-year institutions from Cardinal, FY04 to FY23. NOTE: Adjusted for inflation to FY23 dollars.

## FIGURE I-2

Most institutions spent less on capital expenditures in recent years compared with 10 years ago



SOURCE: Capital expenditures at Virginia's 15 public four-year institutions from Cardinal, FY04 to FY23. NOTE: Adjusted for inflation to FY23 dollars and standardized on a per-student basis. Represents a 3-year rolling average FY12 to FY14 compared to FY21 to FY23 to smooth year-to-year fluctuations. University of Virginia and University of Virginia-Wise debt are combined for annual financial statement purposes.

# Overall debt has increased at eight institutions

Eight institutions had an increase in overall debt levels from FY14 to FY23. UVA had the largest increase, more than doubling overall long-term debt (Table I-1). Radford, Mary Washington, and Norfolk State also had relatively large increases in long-term debt liability. Some examples contributing to increased long-term debt liability at those institutions include:

- UVA strategically borrowed \$1.8 billion from 2019 to 2021 to address several institutional priorities. UVA obtained highly favorable interest rates (typically 3 percent or lower), which was possible because it is one of only four public institutions to have achieved the highest long-term debt ratings from all three rating agencies.
- Radford University's increase was related primarily to existing long-term lease liabilities being recognized as long-term debt in accordance with Governmental Accounting Standards Board (GASB) Standard 87 implementation beginning in FY20, rather than because of issuance of new debt.
- University of Mary Washington acquired over \$80 million of additional debt in 2021 to purchase housing, apartments, and a parking garage from the university's foundation.
- Norfolk State University acquired about \$50 million of additional debt in 2018 for the construction of a new residence hall.

JLARC's report, *Higher Education Institutional Viability* (October 2024), assesses the impact of debt levels on overall institutional fiscal health and sustainability.

	Long-term debt (FY14)	Long-term debt (FY23)	Change \$'s (FY14–FY23)	Change % (FY14–FY23)
UVA	\$1,512	\$3,501	\$1,990	132%
RU	54	90	35	66
UMW	163	261	99	61
NSU	61	91	30	49
VT	649	814	164	25
JMU	336	406	70	21
W&M	347	364	17	5
ODU	316	324	7	2
VCU	658	557	(102)	-15
VMI	23	19	(4)	-16
CNU	216	178	(38)	-17
LU	69	45	(24)	-35
GMU	859	532	(327)	-38
VSU	151	76	(74)	-49

# TABLE I-1Total institutional debt in FY14 and FY23 (\$ millions)

SOURCE: Annual financial statements for Virginia public four-year institutions FY14 and FY23.

NOTE: FY14 institutional debt is adjusted for inflation to FY23 dollars. Includes long-term debt liability and long-term lease liability. Most institutions began reporting long-term lease liability in FY21 in accordance with GASB 87 guidelines. UVA and UVA-Wise debt are combined for annual financial statement purposes.

# Debt service spending increased at seven institutions over the past decade

Debt service payments affect institutions' spending. Debt service comprises payments for principal and interest related to long-term debt. Higher spending levels on debt service increase an institution's costs, which can be passed on to students through higher charges for tuition & fees or room and board. JLARC assessed institutional spending on debt service through two measures.

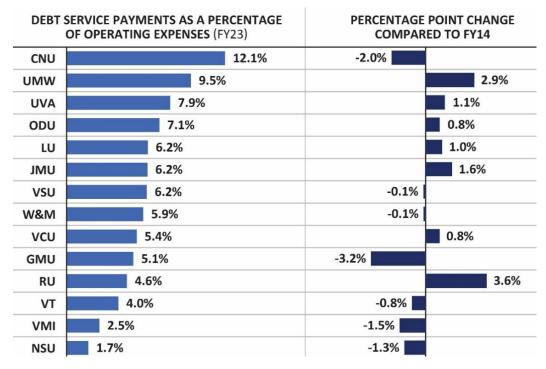
- the percentage of total operating costs that comprises payments for debt service, which is an indicator of the scale of debt service payment relative to overall spending by the institution, and
- the cost of institutional debt service standardized on a per FTE student basis.

Debt service typically comprises about 4 to 8 percent of institutions' operating costs, but debt service exceeds that level at Christopher Newport and Mary Washington (Figure I-3). Debt service spending is equivalent to 12.1 and 9.5 percent of Christopher Newport and Mary Washington annual operating expenses, respectively. Christopher Newport has the highest cost of debt service relative to operating expenses, but it has decreased by 2 percentage points from FY14 to FY23 as the institution's payments have reduced overall institutional debt. Conversely, institutional debt levels have increased at Mary Washington, which caused a 2.9 percentage point increase in debt service as a proportion of operating expenses during the past decade. Radford had the largest increase in debt service as a percentage of

operating expenses (3.9 percentage point increase), but Radford's debt service spending remains low by this measure because it had low debt service costs prior to the increase.

## FIGURE I-3

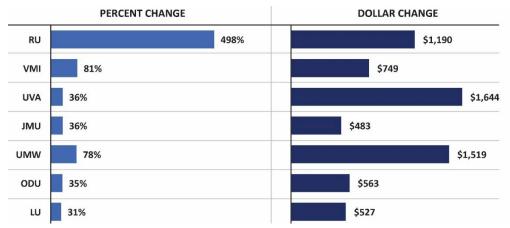
### Debt service as a percentage of operating expenses



SOURCE: Institutions' annual financial statements FY23.

NOTE: Represent principal and interest paid on capital debt and financing leases from the statement of cash flow. Norfolk State percentages represent FY22 and percentage point change from FY14 to FY22 because the FY23 annual financial statement was not available at the time of this report. UVA and UVA-Wise debt are combined for annual financial statement purposes.

Debt service spending increased overall *and* per student for seven institutions from FY14 to FY23 (e.g., spending driver as defined in Chapter 5) (Figure I-4). Radford experienced the greatest percentage increase in total debt service payments per student, however, this was in large part because of Radford's debt being relatively low in FY14. In terms of dollars, UVA (\$1,644), the University of Mary Washington (\$1,519), and Radford (\$1,190) had the largest increases in debt service costs per student from FY14 to FY23.



# FIGURE I-4 Debt service was a spending driver at seven institutions (FY14–FY23)

SOURCE: Institutions, annual financial statements FY23.

NOTE: Principal and interest paid on capital debt and financing leases from the statement of cash flow. State Council of Higher Education *Annualized Student FTE by Student Level Group* report. UVA and UVA-Wise debt are combined for financial reporting purposes.

# **Appendix J: Spending on intercollegiate athletics**

JLARC analyzed intercollegiate athletics revenue using NCAA financial data. This analysis focused on Virginia's 13 public institutions that compete in Division I (D-1) and Division II (D-2) athletics and compared these institutions' revenue sources and costs to students to the national averages of their respective divisions.

# Nationally, almost all institutions rely on both self-generated and studentsubsidized revenue to fund athletics programs

Intercollegiate athletics are funded by two broad sources of revenue:

- Athletics-generated revenue (such as ticket sales, media rights, merchandising, etc.)
- Institution-allocated revenue (such as student fees, direct government support, and institutional support from non-athletics-restricted sources)

Almost all institutions rely on institution-allocated revenue to help fund their athletics. Just 28 of over 240 I-FBS and I-FCS institutions (the two subdivisions of division I college football) competing in NCAA athletics nationwide had sufficient athletics-generated revenue to cover all athletics expenses in FY22. Institutions competing at the highest levels of NCAA competition are generally better able to self-generate revenue, while institutions competing in lower division levels must rely more heavily on institution-allocated revenue generated from student fees and other, non-athletics-restricted sources (Table J-1). While higher-level divisions self-generate more revenue, they are also the most expensive to operate. For instance, an institution competing in the I-FBS autonomy (the highest D-1 level) was expected to generate an average of \$134 million in revenue, over 15 times the average revenue generated by a D-2 institution.

#### Table J-1

Most divisions of intercollegiate athletics generate more than half of revenue from	
institution-allocated sources (FY22)	

Division	Average total r		portion of revenue by the institution
I-FBS (autonomy)	\$ 134,362	316	9%
I-FBS (non-autonomy)	\$ 50,213	115	56%
I-FCS	\$ 24,352	000	71%
I-Subdivision	\$ 21,443	298	77%
ll (with football)	\$ 8,503	030	85%

SOURCE: NCAA public finance data and U.S. Department of Education's IPEDS data on national division membership. NOTE: Within the I-FBS, autonomy status denotes institutions that are members of a 'Power Five' conference. The I-FCS Division includes institutions competing within Division I football's second tier. I-Subdivision includes Division I institutions that do not have a football team.

# Support for intercollegiate athletics is a high cost for students at some institutions

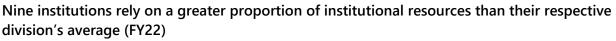
Students attending Virginia's public, four-year institutions pay directly for intercollegiate athletics through a portion of non-E&G fees, with athletics comprising the largest proportion—a 40 percent average—of non-E&G fees. The total annual fee averaged \$4,768 across Virginia's 15 public four-year

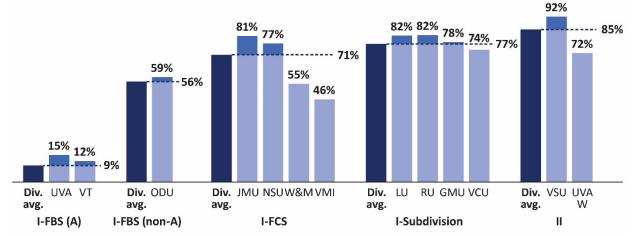
institutions in academic year 2021–22. Most institutions also provide additional institutional support —paid for by institutional funds from sources other than student fees—to pay for a portion of intercollegiate athletics, which contributes to overall institutional spending.

Eleven of Viriginia's 15 public institutions compete in D-1, the most expensive competition level for intercollege athletics. Virginia has the third-highest number of schools competing in D-1 athletics, with only Texas (16) and California (15) having more D-1 public institutions in academic year 2021–22.

Like most athletics programs nationwide, all Virginia public institutions rely on institution-allocated revenue to help fund their athletics programs. However, nine of Virginia's 13 D-1 and D-2 institutions relied more heavily on institutional resources than programs competing in the same division of intercollegiate athletics (Figure J-1). JMU had the highest levels of institution-allocated revenue for intercollegiate athletics relative to similar programs. JMU's athletic programs were funded at 81 percent from institutional resources compared with 71 percent at similar institutions.

#### FIGURE J-1

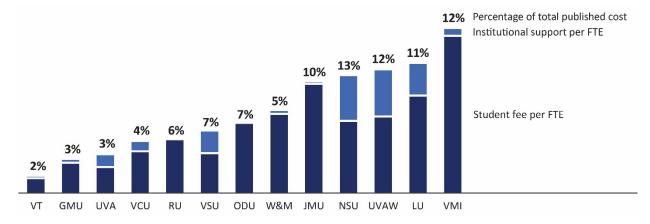




SOURCE: JLARC analysis of institutions' intercollegiate athletics financial statements and NCAA finance database. NOTE: Only includes D-I and D-II (football) institutions. The parentheticals '(A)' and '(non-A)' denote institutions competing in the I-FBS autonomy and I-FBS non-autonomy. JMU moved to the I-FBS in academic year 2022–23. UVA-Wise is shown with FY23 financial statement data.

On average, institution revenue for athletics programs comprised 8 percent of institutions' published cost of attendance in academic year 2022–23, which was down from 12 percent a decade ago. The proportion of the published cost comprised by institution-allocated revenue still varies significantly, ranging from a high of 13 percent at Norfolk State to a low of 2 percent at Virginia Tech (Figure J-2). In terms of dollars, Virginia Military Institute (\$3,834) and UVA-Wise (\$2,635) have particularly high intercollegiate athletics fees because institution-allocated revenue to support athletics is spread across a relatively small number of students. Other institutions with particularly high non-E&G fees for intercollegiate athletics include JMU (\$2,886), Longwood (\$2,834), and Christopher Newport (\$2,609).

## FIGURE J-2



# Institutional allocated revenue comprises more than 10 percent of published cost of attendance at four institutions (FY23)

SOURCE: JLARC analysis of audited intercollegiate athletics financial statements and SCHEV public data report TF01. NOTE: Student fee revenue and institutional revenue for athletics as a portion of in-state undergraduate published cost of attendance. CNU and UMW are not included in the figure because NCAA Division III athletics programs are not required to publish annual athletics financial statements.

The cost of intercollegiate athletics—unlike other charges to students such as room and board or fees for student recreation—directly benefits fewer students. An average of just 3 percent of students participate in intercollegiate athletics across Virginia's 15 institutions. This participation rate ranged from 1 percent of VCU students to 21 percent of Virginia Military Institute students in academic year 2021–22.

# **Appendix K: Recent higher education efficiency initiatives**

JLARC requested information on major efforts undertaken at each of Virginia's institutions to reduce costs, avoid future costs, and or improve efficiency in recent years. Major efforts reported were limited to those initiated since 2021. The information collected is intended to supplement efforts previously reported through the State Council of Higher Education for Virginia's (SCHEV) 2021 Efficiency and Effectiveness Survey.

The following tables present the efficiency efforts reported by each institution related to contracts and shared services (Table K-1); policy changes (Table K-2); process redesigns (Table K-3); procurement (Table K-4); revenue enhancement (Table K-5); structure and organizational changes (Table K-6); outsourcing (Table K-7); and other efficiency improvement efforts (Table K-8).

#### TABLE K-1 Contracts and shared services

Functional Area	Institution	Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	JMU	Libraries software. Savings achieved through cancellations and cost-sharing arrangements.	\$285,855		
Academic affairs	JMU	Consolidating University Digital Marketing and Advertising. The consolidation combined the JMU School of Professional and Continuing Education (SPCE), The Graduate School, and undergraduate recruitment digital marketing and advertising efforts under one contract with the university's advertising agency. Before consolidation, the SPCE conducted student recruitment efforts with an outside provider, which carried a tuition sharing provision. Now, the program revenue will stay in house as new students enroll. And The Graduate School conducted its recruitment campaigns on its own. Along with the combined marketing, starting in the spring of 2021, full- time JMU staff were hired/trained to recruit/advise online students into the Adult Degree Program (ADP) to fully transition away from support from the contractor over the three-year contract period.		\$700,000	

Academic affairs	JMU	Transition to new grant management software. The new system incorporates both sponsored projects and compliance, creates data synchronization between systems.		\$12,000	Provides a cost-efficiency strategy and offers significant labor reductions, faster processing and improved functionality.
Academic affairs	LU	Longwood's library developed a shared catalog with Hampden-Sydney College and the Central Virginia Library system, called SALSA.		\$30,000	Able to eliminate one position in the library and consolidate job duties across other positions.
Academic affairs	UVAW	Migration from Moodle to UVA Canvas			Several advantages to students: increased flexibility through robust mobile applications, enhanced support/training, advanced analytics and reporting, integration of various tools that enhance the learning experience.
Academic affairs	VCU	Shared services model implemented within the provost's office, which eliminated positions.		\$416,103	
Academic affairs	VMI	The library replaced obsolete search engine subscription (OCLC Discovery) with a more modern one (EDS).		\$1,000	
Academic affairs	VMI	The library will replace the online catalog system (KOHA) and replace it with a new one (FOLIO).			The adoption of Folio will allow the integration of workflows that until now required data to be double entered and the use of disparate systems, which were prone to errors and inefficiencies.
Academic affairs	VMI	The library canceled the purchase of traditional print reference materials.		\$5,000	
Academic affairs	VT	VTCSOM has partnerships with Carilion Clinic, Radford University, and the Fralin Biomedical Research Institute at VTC that enable cost efficiencies and resource sharing. These collaborations include leveraging Carilion Clinic for physician time and simulation lab use, utilizing Radford University's Virginia Intercollegiate Anatomy Lab and collaborating on Health Systems Science Interprofessionalism (HSSIP) domain instruction, and contracting with the Fralin Biomedical Research Institute at VTC for grant accounting and management, enhancing operational efficiency and expertise.			External partnerships enable the university to leverage shared infrastructure and facilitate professional collaboration.
Auxiliaries	CNU	Evaluated implementation of various contractual services such as uniforms, copiers/printing, and others to identify and implement cost saving strategies.	\$32,000		
Auxiliaries	GMU	Parking contract savings.	\$1,100,000		
Auxiliaries	GMU	Restructured shuttle routes and bus sizes to match hybrid teaching.	\$1,500,000		

Auxiliaries	GMU	Negotiated with Sodexo (food services and facilities management contractor) to receive a "Contribution" of \$325K for four (4) years for the remaining years of the contract.	\$1,300,000		
Auxiliaries	GMU	Shifted financial responsibility of operating the Global Center from George Mason to Sodexo.		\$660,000	
Auxiliaries	GMU	Moved the faculty and staff dining room (Mason Club) from the Pilot House (Hampton Roads) to the Blackstone Room inside the all-you-care-to-eat Southside Dining Hall.		\$275,000	
Auxiliaries	GMU	Renegotiated Canteen vending agreement.	\$35,000		95 machine upgrades
Auxiliaries	GMU	Renegotiation of the Freedom Aquatic and Fitness Center tripartite agreement to add additional funds from the partners to recoup the operating deficit caused by the COVID pandemic	\$2,100,000		
Auxiliaries	VT	Implementation of Parkmobile as a mobile payment platform, allowing the move to over 80% of all coin collections to an online platform.			Saved staff time from meter collections.
Auxiliaries	VT	Virginia Tech partnered with Grubhub to offer online ordering for VT dining venues.			Remote ordering allows more efficient food order processing.
Institutional support	CNU	CNU ITS reviewed software services for consolidation and non- renewal.	\$156,448		
Institutional support	CNU	BO-Utilizing Cardinal HCM for human resource and payroll.	\$500,000	\$50,000- \$100,000	
Institutional support	CNU	Eliminated a contracted retirement participant advice service.	\$10,000		
Institutional support	GMU	Ongoing efforts to review opportunities to enhance spaces and reduce off-site rental and lease options. Addition of Lease Module to Archibus Database to consolidate 3+ spreadsheets used by 3 departments, eliminating duplicate entry and need for audit and synchronization of systems, improving data accessibility and accuracy, and exposing budget gaps between master and subleases.		\$50,000	
Institutional support	GMU	Contracted with Lambent Spaces for occupancy monitoring to replace ongoing labor-intensive field audits and identify opportunities for space optimization.		\$50,000 - \$100,000	
Institutional support	GMU	Addition of Space Survey Module to Archibus Database to leverage existing unit Space Liaisons to manage occupancy data accuracy and eliminate need for 1 full-time space management analyst.		\$70,000	

Institutional support	GMU	Digital signage deactivation		\$70,000	
Institutional support	JMU	Consolidation of Electronic Medical Records Systems. This project consolidates the University Health Center, Counseling Center, Athletics Sports Medicine and the university clinics in the College of the Health and Behavioral Studies and iHHS.			Cost efficiencies are realized through the elimination of risk of multiple systems, consolidation of data, support staff required and better assurance of HIPAA compliant storage of health data.
Institutional support	LU	Transitioned from on-campus, hard drive stored data to 3 <sup>rd</sup> party cloud stored data	\$500,000		
Institutional support	UMW	Eliminated Weave/Performance Cloud assessment management system and replaced with an inhouse system using existing IT tools.	\$30,000		
Institutional support	UMW	Migrated from Apogee digital signage system to Zoom digital signage system.	\$81,700		Reduced workload on network staff; enhanced system security and redundancy; provides enhanced features and reporting; provides anywhere telephone service, from on and off campus
Institutional support	UVAW	The college shares many services, systems, and software packages with [UVA], leveraging the needed expertise in areas such as general counsel, risk management, finance, construction, and more.			The colleges utilize resources and finance systems of the university, along with specialized software to save money and keep our costs as low as possible. Exact savings unknown but in the multi- millions
Institutional support	VT	Implementation of shared services model across several investment institutes. Shared services include space management, fiscal and purchasing support, IT support, facilities maintenance, grant support, and other administrative services.		\$667,000	Leverage existing capabilities to lower labor and operating costs and also reduce effort duplication through consolidation of various functions.
Student services	GMU	Contract with implementation partner to customize and integrate Salesforce Education Cloud into existing systems to advance the university's goals to comprehensively support students at every step of their academic journey at George Mason.			Investment in improvements in business processes and data management results in reduced administration costs and improvements to student experience and outcomes. Provides seamless connections to facilitate student success and retention rates leading to degree completions.
Student services	JMU	Moved to Advocate system for conduct case management. Combined systems across units and divisions to best support students (OSARP, DOS, Title IX)			Created efficiency for reporting and tracking case processes electronically and reduced cost on paper and printing. Additional opportunity for efficiency gains with university-wide case management systems.

Student services	LU	Adopted streamlining software for Accessibility Resources called AIM (Accessible Information Management)			Saved staff time
Student services	NSU	Implemented TimelyCare – 24/7 mental health services for students as a complement to in person counseling staff.		\$450,000	TimelyCare cost approximately \$90,000 a year. To duplicate the on demand, after hours and weekend access it provides, we would need at least 5-6 additional staff at \$90,000 each totaling \$540,000. In addition, we would need to contract with counselors licensed in different states, and the cost would be exorbitant to do so.
Student services	UMW	The Office of Admissions reduced contract terms and eliminated underperforming contracts to support student recruitment operations.		\$114,760	
Student services	UVAW	Contracted with University of Virginia Population Health to expand psychiatric and mental health services for students.	\$135,000		
Student services	VMI	Cost avoidance. Rat Class (first year) instead of Corps (student body) Trip.	\$80,000		

# TABLE K-2

# Policy changes

Functional area	Institution	Brief Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	LU	Faculty Voluntary Early Retirement Policy adopted	\$50,000		
Academic affairs	VT	Restructuring the office space policy across the Pamplin College of Business and the College of Engineering	\$35,000		
Academic affairs	VT	VP Health Sciences & Technology worked to decrease advancement fundraising and procurement costs across the senior management area		\$311,000	
Auxiliaries	LU	Housing On-campus live on requirement: Requires students to live in Longwood managed housing for three years. Analysis of the Farmville housing market, where rental rates have risen dramatically in the last five years, shows that the true cost of	\$1,000,000		

		living off-campus (rent, utilities, transportation, and meals) is comparable to living on campus.			
Auxiliaries	VMI	Cadet laundry turn in and processing. Cadets are now able to turn in their laundry for cleaning, pressing, and folding on a rolling basis compared to the previous method of two days per week.			Over two-year period, there was an 18% increase in cadet laundry usage, an 8% increase in overall cadet satisfaction with laundry processing and cleaning, and VMI Laundry has realized a 15% increase in the amount of laundry processed with a faster processing time.
Auxiliaries	VMI	Amend team schedules to increase guarantee game revenues and reduce competition costs.	\$50,000		
Institutional support	CNU	Business Office (BO) implemented a virtual filing system.	\$15,000		
Institutional support	UMW	Changed Small Purchase Charge Car Policy to increase use.			Significant efficiency improvement eliminating the need to create individual checks and the associate postage costs. Also aligns with VPPA.
Institutional support	VMI	Dropped Citrix product for remote desktop connections as cost savings and security measure.		\$80,000	As part of this we also see additional cost savings by not needing to replace all our thin clients annually using retired PCs as kiosks

# TABLE K-3

# Process redesigns

Functional Area	Institution	Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	JMU	Implemented Salesforce Education Cloud for Advising and Student Success. Centralized approach to appointment scheduling for students with advisors and university support (Registrar, Business Office, Financial Aid, Learning Centers, etc.) Case Management – providing students with a means to submit questions, challenges, concerns in one location with routing to appropriate offices for solutions.			Reduces phone calls, emails, and ensures appropriate tracking. Data is tracked and used to enhance support and provide support for students at risk.
Academic affairs	JMU	Virtual Lab Pilot - Implemented a virtual lab. Created a virtual lab space in Microsoft Azure to pilot a model for students and faculty to access lab-only software virtually rather than needing to use physical lab.			Data will be analyzed and used to determine potential of physical lab elimination.

Academic affairs	JMU	Predictive Enrollment Model – First Year Students. First Year Student enrollment model has been developed and is currently being utilized to better anticipate fall 2024 course enrollment needs/demands.	\$50,000		Better utilization of space and personnel resources; improved student registration experience and improved first-year advising and degree planning.
Academic affairs	JMU	Improving Retention and Closing the Equity Gap. Using the data to identify which specific student segments have the lowest retention rates, then to identify specific strategies and interventions to improve the rates.		\$1,000,000	
Academic affairs	NSU	Move to an automated system of processing faculty annual evaluation, tenure, and promotion documents.			Anticipate annual savings related to transparency and retention of documents. Expect cost avoidance associated with process challenges.
Academic affairs	ODU	Summer Instruction Evaluation - Reviewed how summer courses are assigned and paid. Changed pay practice to be based on enrollment in the course. If the course is not full, the payment is pro-rated. Implementing a review of the number, type, and need of courses offered in the summer was also done.	\$100,000		
Academic affairs	RU	Reallocation of adjunct expense budgets from Central Academic Administration to department level management.	\$300,000		Accountability at the departmental level on staffing and resources for courses beyond the full- time, tenured and non-tenured track, faculty teaching loads (~\$300K).
Academic affairs	UVAW	EAB's Edify is a comprehensive education data platform designed to help leverage data to improve various aspects of IR operations.			Will help optimize course offerings, ensuring students can enroll in the classes they need to graduate on-time.
Academic affairs	VT	Redesigned process to allow soil testing boxes to be shipped directly to consumers, eliminating the need for a leased warehouse.		\$20,000	
Academic affairs	W&M	Old institutionally build system was at end of life. New system can interact with other campus systems and integrate: protocol and compliance management, conflict of interest, proposal preparation and submission, sponsored projects award management, sponsored projects fund management, and effort certification.			Better overall management of grant operations. Anticipated operational efficiencies once the system is fully up and running.
Auxiliaries	CNU	Redesigned housing selection process for continuing students to enable increased self-service functionality and extend the process to improve customer service and reduce overtime.	\$9,000		

Auxiliaries	CNU	Redesigned residential occupancy period start and end dates to reduce time pressures on summer room turn processes impacting overtime and productivity.	\$25,000		
Auxiliaries	CNU	Increased utilization of student workers and hourly staff to support non-skilled work and inspections throughout housing.			Anticipated net zero monetary impact. Realized efficiency gains from enabling skilled staff to focu on more complex aspects of their workload.
Auxiliaries	CNU	Implemented reusable green2go containers to reduce landfill waste and reduce supply expenses related to single-use to- go containers.	\$200,000		
Auxiliaries	CNU	Realigned dining hours of operation, dining plan options, and pricing to better match customer behavior and demand.	\$475,000		
Auxiliaries	GMU	Student Centers took over the University's Digital Signage platform.	\$135,000		With digital platform, Student Centers have reduced spending at the Print Hub for printed advertisements by 25%.
Auxiliaries	GMU	Paper event schedules replaced with digital display tablets programmed for each space outside event venues housed within a Student Center facility. Tablets provide real-time updates, including RAVE alerts from the university.		\$10,000	
Auxiliaries	GMU	Implemented License Plate Recognition technology		\$125,000	Increased efficiency of parking technicians in being able to cover parking lots/decks in a vehicle versus on foot.
Auxiliaries	GMU	Student Centers contracted with Vivid Media to have virtual tours filmed of all the Johnson Center, SUB I, and The Hub event spaces.		\$50,000	New technology has saved countless labor hours as clients rarely need to have in-person walkthroughs of the spaces prior to submitting reservations.
Auxiliaries	GMU	Launched Mason Mobile ID's, which provide the community the option to download a mobile ID card, eliminating the need to print a physical card.		\$12,000	
Auxiliaries	JMU	Implemented cloud-based application to support telecommunications services.			Eliminated on-premise servers and improved workflows and self-service.
Auxiliaries	UMW	Changed transportation process for athletics by shifting from buses (with average year-to-year increases of 5.2%) to vans already in the UMW vehicle fleet.	\$60,000		
Auxiliaries	UVA	UVA Recreation began auditing payroll to maximize work- study program funding and purchased software to enable the department to monitor use and location of all department vehicles to minimize misuse and theft.	At least \$65,000		

Auxiliaries	UVA	Past policy had been to keep supplies stocked for access control inventory (door handles, wiring, and replacement parts) rather than have vendor supply as needed. Stopped stocking inventory.	\$654,000		
Auxiliaries	UVA	Parking and Transportation moved from both paper hang tag permits and electronic permits to exclusively electronic parking permits using license plate recognition software.	\$93,300		
Auxiliaries	VMI	Ceased sewing class stripes on the VMI Cadet Gray Overcoat. This item is worn in Cadet parades and inspections during cooler weather. This item is worn, on average, 5 times per year. Class stripes were added to each individual overcoat to signify a Cadet's current privilege class in the Corps and required a new stripe to be added each year. The Tailor Shop would hand sew the stripes onto each individual overcoat every year until the cadet graduated. The stripes were then removed from the overcoat by hand to prepare the coat to be issued to another cadet.			Saves 1,200 employee work hours per year at an average salary of \$16.35 per hour. This time savings allows the tailors to focus on the repair and upkeep of other more regularly worn uniform items.
Auxiliaries	VMI	Online cadet combat boot sales. VMI transitioned to allowing incoming Cadets to purchase their own boots prior to matriculating to VMI, enabling the Cadet to begin the break in process earlier. VMI now stocks approximately 400 pairs of combat boots to meet the needs of uniformed faculty and to sell to incoming cadets.		\$43,000	Reduces the number of foot problems experienced by Cadets early in their cadetship.
Auxiliaries	VT	Virginia Tech centralized and simplified its telecommunication services billing process. Through the implementation of a centralized and simplified telecommunication billing process, the university has decreased the number of transactions from nearly 480,000 to about 40.			The simplified and centralized process reduced billing complexities and the administrative burden because of lengthy reviews. Additionally, the university has standardized and expedited access across campus for essential services.
Institutional support	GMU	Redesigned Banner ERP Chart of Accounts (COA). Replaced disjointed Chart of Accounts that had evolved since original Banner implementation 20 years ago with revised structure, providing consistent principles to facilitate reporting financial activity by various dimensions (responsible departments, funding sources, functional programs, etc.) consistently across the institution. Aligned structure with academic programs to enable metrics and analysis utilizing financial and programmatic data (e.g., enrollment, credit hours).			Provided foundation and framework for future initiatives to utilize baseline functionality of systems and enable reporting/analysis without significant manual data cleansing/manipulation. Efficiencies are still being realized as new processes/ analyses are being developed leveraging this foundation.

Institutional support	GMU	Implemented program for development of Robotic Process Automation (RPA) tools and Workflows to replace manual forms and processes. Various routine business processes have been upgraded from paper/PDF form processing requiring manual approvals and re-keying of data multiple times into streamlined, automated processes. Various tools are leveraged for automating, including business process redesign (BPR), workflow automations for approval routings and in some cases automatically integrating to system of record once approved, and RPA applications based on the individual use case.		Individual projects tend to be small and may yield time savings ranging from a few days to several weeks/year while providing faster turnaround for students/customers, fewer opportunities for errors, and reduced need to track and follow-up on missing paperwork. The cumulative impact of these small projects improves service delivery to our students, simplifies processes for faculty and staff, and provides scalable solutions enabling us to serve a larger student/faculty population and growing research portfolio without incrementally increasing administrative staffing. Example automations in fiscal processes include with estimated time savings: (1) Chapter 33/GI Bill benefits posted to student accounts (275 hrs/year) (2) 529 Remittances posted to student accounts (356 hrs/year) (3) COA maintenance requests (600 hrs/year).
Institutional support	GMU	Implemented Chrome River Travel and Expense system for Expense Reporting and Pcard Reconciliations		Replaced manual processes and non-integrated systems, providing efficiencies for both central office and distributed units. Mobile-friendly software also facilitates receipt capture, creating efficiency for end-users.
Institutional support	GMU	Implemented Huron Suite of tools for Research Administration Management Portal (RAMP) as an integrated strategy to transform research administration and support. RAMP is replacing outdated systems, which were not integrated and at capacity while also eliminating shadow systems, paper forms and duplicate data entry (along with embedded opportunities for errors and inefficiencies). One platform for research lifecycle from proposal development to award with transparent, security-based workflows to support distributed processes.		Allows efficient data capture on research metrics to monitor trends and KPI's. Implementation is ongoing, but efficiencies are gained for every module at both central offices and local academic/ research units avoiding the need to expand staffing proportionally to support growing research portfolio.
Institutional support	GMU	Applicant tracking process - Implementation of a new position description (PD) process allowing a more streamlined workflow from the creation of a position to posting a job, reducing from at least 5 forms to 1 online form.	At least \$200,000	

Institutional support	GMU	Job Advertising - Centralized and streamlined funding model and process for faster and more efficient job advertising.		Providing cost savings and maximizing advertising exposure.
Institutional support	JMU	Improving Winter Session Recruitment. In 2023–24 academic year, the university brought winter session recruitment over from Academic Affairs to UM&B.		By partnering with the Winter Session team, UM&B was able to help with the following results for Winter Session 2023–24: 38 percent increase in credit hr. productions; 32 percent in unique enrolled students; 45 percent increase in total revenue. These positive results also included an entire Winter Session site overhaul, new digital advertising strategy with Spark 451, and new advertising design.
Institutional support	JMU	Implementation of university wide CRM eliminates divisional costs for Slate and text messaging applications.		Anticipate workflow efficiency.
Institutional support	ODU	Implementation of new facilities management work order management system (Archibus).		This system upgrade enhanced the department's ability to track the average work order response time and provide more information on month-to- month variances. This includes realizing average response time by work order type and an expectation to close work orders with greater efficiency and to account for variation in need, e.g., moving furniture vs. leaking toilet.
Institutional support	UMW	Migrated UMW's Banner enterprise resource planning system from on-premises data center to the cloud, hosted by Ellucian.		Eliminated two positions; significantly reduced the workload of data center staff; enhanced system security and redundancy.
Institutional support	VMI	Human Resources: Audit from outside vendor to determine policy and procedure needs, staffing needs, and employee handbook legality updating. Possibility of increased telework.		Proper staffing = better office space planning/employee parking, salaries, hiring and retention.
Institutional support	VT	Electronic Research Administration (ERA): Robotic Process Automation (RPA) and other significant workflow improvements to Office of Sponsored Programs (OSP) systems. Reduction in manual entries, improvements to data integrity through error-free data entry, and realignment of 3.00 existing OSP FTEs to focus on higher value-added activities.	\$338,000	Currently, 6 Robotic Process Automations are in production yielding 3,550 hours in annual time savings. This equates to 1.7 FTEs estimated at \$150,000 in annual savings. In addition, life cycle process and workflow improvements to Summit Agreements and several other OSP research administration tools have yielded \$188,000 in annual savings by freeing up approx. 3 FTEs through automation of routine compliance and administrative tasks resulting in reduction of university compliance and financial risk, reduction

Institutional support	VT	Units within the VP for Finance senior management area have streamlined processes related to revenue planning, graduate tuition remission awards, and internal accounting transfers.			of administrative burden, and improved efficiency and productivity. The streamlined processes introduce time savings. Finance personnel are able to utilize saved time to prioritize other projects and therefore increase the level of service.
Institutional support	VT	Units providing institutional support to the university have identified several efficiency-increasing tactics focused on process redesign, such as developing systems that promote efficient workflows and introducing time-saving efforts. Electronic forms and automated workflow initiatives have been noted in several units. The university has embraced digitizing many of the university's processes, such as the signature routing process.			Virginia Tech anticipates the realization of savings because of an increased rate of efficiency, reduced burden on campus mailing system, manual journal entry processing, etc.
Institutional support	VT	Implementation of an automated payment solution for FOIA requests through Nelnet Commerce Manager. Enables individuals/organizations to pay for FOIA requests with associated costs through an online portal, negating the need for checks/cash handling inside of Advancement's business services unit.			Staff time savings have been realized in the Advancement business services unit since check/cash handling is no longer required for associated FOIA requests. Additional efficiency is realized through the convenience factor of the online payment system, streamlining the process and ensuring prompt payments.
Institutional support	VT	Improved budget process efficiency with new system.			The new process saves team members effort (in terms of budget mechanics) and allows the team to manage more business units and complexity without additional staff. This allows efforts to be focused on higher value planning efforts to advance institutional strategic needs.
Institutional support	VT	The Office of Budget & Financial Planning has redesigned processes to enhance customer service, streamline student billing, simplify board resolutions, improve budget processes, enhance data analytics, and streamline campus assessments.			This has resulted in the ability to move efforts to higher value deliverables and better meet campus needs without additional resources (positions).
Institutional support	VT	Consolidate billing practices to allow for central Bursar billing of third-party student health insurance.	\$900,000		Outcome improvements will give students a more streamlined experience, stabilize the plan, and enhance controls.
Institutional support	VT	The university finance division began implementing Robotic Process Automation in the summer of 2020. Since then, the university added 5 processes (elimination of manual entry for accounts payable, external scholarship process, elimination of		At least \$300,000	

		manual entry for workflow duplicates deletion, sponsored award setup, and edits to 1099s and prompt pay).			
Institutional support	VT	Effort Reporting System implemented in summer 2022, eliminating system modifications and reducing administrative overhead.	\$250,000	\$350,000	
Institutional support	W&M	ERP transformation.			Consolidating multiple systems across institutions.
Institutional support	W&M	Contracted with a payment processor to manage the majority of vendor payments. Enables W&M accounts payable team to focus on core responsibilities.			Efficiency savings by having a full Procure-to-Pay process in one system for users across campus.
Student services	CNU	Financial Aid developed an online portal for new students (first time in college and transfers) to review/accept their financial aid offers and receive other information related to financial aid.	\$5,000		
Student services	CNU	Developed reporting dashboards to provide on-demand access to important student record information and data for academic department chairs and deans, select athletics staff, and university housing staff.	\$20,000		
Student services	GMU	Redesigned new undergraduate student orientation to streamline and universalize services across First Time in College (FTIC) and Transfer populations for in-person program; and specialize online experience.	\$150,000		The shift allowed for expanded capacity, while limiting staff and event expenditures.
Student services	GMU	Eliminated "Quill Camp" Extended Orientation program due to low student engagement with high cost, resulting in low ROI. Allowed for the elimination of direct program costs along with staffing realignment.	\$80,000		1.0 FTE redirected to other efforts.
Student services	JMU	Curricular Approach to Student Learning. Student staff training redesign. Units across Students Affairs collaborated to create a central online training module for all student staff in the division.			Reduction of in-person, staff lead training time for over 600 student employees. Significant efficiency gain in all student staff receiving information in a timely manner. We are able to change one training rather than 12.
Student services	UVAW	Enrollment Management has automated procedures to recruit and attract students resulting in two years of increased enrollment.		At least \$1,000,000	
Student services	VMI	Club Team Per Diem Flat Rate.	\$64,800		

Student services	VMI	SCHEV Pell Grant Initiative	Leverage new SCHEV Pell Grant funds to assist in recruitment and retention of Pell-eligible Virginians.
Student services	VMI	The Financial Aid Office and Admissions Office are undertaking efforts to automate functions where appropriate and embrace more paperless processes.	The Financial Aid Office and Admissions Office are increasing efficiencies through the use of certain automated processes and workflow.
Student services	VMI	Fitness review process for medical clearance to attend VMI is integrated with stakeholders through Etrieve.	Etrieve allows all members of the Fitness Review Process to view pertinent documents and submit their recommendation on admittance to VMI directly with a record in perpetuity that is protected from view for those outside the FRP. No longer sending paper packets around to all stakeholders.

# TABLE K-4

# Procurement

Functional Area	Institution	Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	GMU	George Mason has expanded its internal capacity to analyze large scale enrollment/financial datasets so will be eliminating a relationship with a third-party vendor (HelioCampus) who has been doing this work on our behalf. Previously, this vendor provided insights on financial aid leveraging and long-term enrollment planning, both functions can be more efficiently managed in-house – and at a considerable savings.	\$250,000		
Academic affairs	GMU	Review of Collections - cancelling many print subscriptions and achieving additional cost savings through database and e-journal cancellations and book purchase reductions.		\$750,000	
Academic affairs	JMU	Libraries Educational Materials & Subscriptions. Renegotiated to "unbundle" the journal package with the publishing conglomerate Elsvier	\$154,552		Resulting in the savings in materials budget and created a more relevant and well-used title list.
Academic affairs	LU	Created position of Academic Affairs procurement officer to create efficiencies and cost savings in procurement			Better adherence to state procurement guidelines including SWaM vendor goals

Academic affairs	VCU	Participation in Virginia's Academic Library Consortium to reduce subscription costs and VCU author processing charges for Wiley Online Library, Springer Nature journals and ebooks, IEEE, IOP journals, and ACS journals.	\$3,631,957		
Academic affairs	VMI	The library has coordinated VMI's participation in the Open Education Resources initiative to procure selected textbooks that are made free to Cadets.			It benefits cadets who gain access to textbooks for free. VIVA bears the cost of the one-time purchase of the textbooks.
Auxiliaries	JMU	Bluestone Chiller Loop replacement.			Anticipate this project will reduce electric consumption, be more efficient and have lower operating and maintenance costs, and the equipment will be quieter and more environmentally friendly.
Auxiliaries	JMU	Residence Life Box Truck purchase in place of annual summer rental of a box truck.		\$15,000	
Auxiliaries	JMU	Hand driers installed in Shorts and Chandler Hall.			Reduction of university waste and cost of paper products within residence halls.
Auxiliaries	RU	Increased parking and vending revenue.	\$75,000		
Auxiliaries	VMI	Modernization of cadet uniform items.		\$9,000	
Auxiliaries	VMI	Reduction in the number of cadet uniforms issued to the VMI Corps of Cadets. Removed items from the inventory that are seldom or rarely worn.		\$132,094	
Institutional support	JMU	When JMU is the "lead" institution on a contract to be partially managed by VHEPC, JMU is able to negotiate the VHEPC Publicly Accessible Contract (PAC) Addendum, which allows VHEPC and the "Lead" institution to each review a .5% Administrative Fee from suppliers utilizing the contract with non-VHEPC member organizations.	\$78,992		
Institutional support	JMU	Negotiated CAS Severn – Okta Reseller – during FY24. Negotiated to walk back year-over-year renewal quote with 10.9% rise to a 0% second year as we are still in implementation.	\$25,699		
Institutional support	JMU	Mythics assumption of renewal support for Oracle. Negotiated the migration of Oracle to Mythics state contract.	\$74,269		Joining the contract ridership in the initial year will be slightly higher rise than direct, but in the following renewals rise will be capped at 6% under contract provisions. Oracle direct has moved to 8% YOY across the board rise.
Institutional support	JMU	Negotiate Learfield Modification – FY23 – During COVID the Learfield agreement had been modified to deal with the	117,049		This model will continue to support additional revenue gains in the future.

		impacts of the pandemic. Negotiated the contract to revert back to guaranteed model in FY23 from AGR 65% split.			
Institutional support	JMU	JMU works collaboratively on contracts as a member of VASCUPP and the Virginia Higher Education Procurement Consortium (VHEPC). VHEPC provides data analytics for strategic contracts across the membership and provides resources to assist with membership-based negotiations, market research, contract compliance audits, etc.	8,568,241		JMU implemented additional VHEPC managed contracts in the past several months that should continue to enhance benefits received.
Institutional support	JMU	Negotiated Sales Force Inbox Add On – During FY24	\$67,972		
Institutional support	JMU	Working collaboratively with VASCUPP institutions to ensure efficient use of resources and contract negotiation power of volume.			Reduce duplicate contracts among the schools. Saves staff time.
Institutional support	JMU	Contract Revenue Collection.	\$7,351,652		These numbers are not inclusive of revenue tracked from Follett, Aramark, Pepsi, Cbord tracked by Business Services.
Institutional support	JMU	Implemented Adobe Sign.			Procured enterprise license for Adobe Sign enabling electronic signatures, providing time savings and reduced paper consumption.
Institutional support	UMW	Migrated UMW initiated an Energy Performance Contract through VVDOE utilizing the established state-wide contract for procurement of pre-qualified, vetted, Energy Service Companies (ESCO). The goal of these projects is to create budget neutral guaranteed energy savings through energy- saving infrastructure improvements.	\$1,100,000	\$741,000	
Institutional support	UVA	Facilities Management (FM) moved its uniform order services from paper to Workday, changed custodial products providers, and installed self-performing controls on new capital construction for cost savings. The Workday implementation has reduced the need for fiscal technician roles.	\$550,000	\$400,000	
Institutional support	UVA	Implemented Amazon Business instead of utilizing multiple department-level Amazon accounts. Through Amazon Business purchases are tax exempt, average of 3-5% lower pricing than regular Amazon purchases, rebates are realistically attainable, it is easier to search for local, SWaM, or sustainability status, and Office of Procurement and Supplier Diversity Services has better visibility into Amazon purchases.			Indeterminate

Institutional support	VCU	Award of new banking services contract resulted in reduction of charges, improved security and implementation of state- of-the-art financial technology.	\$630,000	\$250,000	
Institutional support	VMI	Changed Firewall vendors from Palo Alto to Fortinet due to extreme annual licensing cost increase from Palo Alto.		\$70,000	
Institutional support	VT	Provide commodity cost indexing for capital construction projects to help inform forecasting, which will optimize project scheduling and the timing of advertising projects for pricing by GC/CM's and subcontractors.		\$13,000	The cost indexing allows Virginia Tech's procurement team to be better informed to project the optimal time to take a project to market.
Institutional support	W&M	Supply chain services achieve cost savings/avoidance through robust soft and hard cost negotiation strategies, elimination of duplicate charges and services across campus and repurposed solutions.	\$2,500,000		
Student services	VMI	Periodic equipment replacement			Efficiency Gains (need cost estimate)

## TABLE K-5 Revenue enhancement

Functional Area	Institution	Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	JMU	Non-completer Pathways. Continued work with non- completer and online partnerships developed as part of the Online Virginia Network to improve transfer options and opportunities for students with college credits to enroll and graduate.	\$142,500		Increased enrollments and utilization of online course offerings, and enhanced transfer options and student services for students to persist/complete their degree.
Academic affairs	UVA	The College of Arts and Sciences reviewed restricted fund balances for opportunities to use funds to underwrite operating budget or reinvest endowment fund balances to build future revenue.		\$1,800,000	
Academic affairs	UVA-W	The college received a level change and began offering graduate courses in FY 24. The college introduced the first graduate program – an M.Ed. in Curriculum and Instruction. The M.Ed. at UVA Wise provides high-quality professional learning leading to expanded job opportunities and increased	\$150,000		

		earning potential for licensed teachers. Students without a teaching license can become provisionally licensed if they have completed necessary coursework, which helps us address the teacher shortage. There are plans to introduce additional graduate programs in FY25 and FY26.			
Academic affairs	UVA-W	UVA-Wise has added baccalaureate certificates to our offerings (Hospitality and Tourism & Business Management).			It will benefit both the students and the college through increased enrollment and flexible skill- focused education.
Academic affairs	VCU	VCU Health Sciences Pathways			By creating streamlined pathways and increasing collaboration between academic units, this initiative aims to reduce educational redundancy and address gaps in healthcare equity and access, leading to significant cost savings and improved resource allocation.
Academic affairs	VCU	Degree Program Productivity: In calendar year 2024, VCU is reviewing 100% of its degree and certificate programs for one of four actions: maintenance as-is, modification, investment and sunsetting.			The result will be cost savings related to underperforming programs and resource reallocation to existing and new programs with greater revenue generating potential.
Auxiliaries	CNU	Increased alignment of summer housing procedures and alignment of billable timeframes between standard occupancy periods.	\$250,000		Allows for leveraging technology to automate billing calculations.
Auxiliaries	CNU	Increased flexibility with start and end dates for summer guest programs.	\$125,000		Expanded opportunities for summer conferences and events.
Auxiliaries	GMU	Acquire real estate assets from affiliated component units.	\$82,000,000	\$5,800,000	Reduce outstanding debt from consolidated entity and bring additional revenue generation to the university – Masonvale and Vernon Smith Hall.
Auxiliaries	GMU	Established Patriot Investment Fund to invest local funds for greater return potential than at State treasury.	At least \$1,700,000		The fund has generated net income of ~\$1.7M, with a forecast of \$3.9M for FY25. Savings on consultants plus investment earnings have more than offset the incremental cost of staffing for Treasury team.
Auxiliaries	GMU	Freestanding Trophy display screens (6) were contracted as a source of revenue and are located within the 3 Student Center buildings.	\$90,000		
Auxiliaries	GMU	Increased usage and rental revenue for athletic facilities.	At least \$250,000		
Auxiliaries	GMU	Increased men's and women's season and game ticket sales.	At least \$250,000		

Auxiliaries	UVA	University Communications transformed its athletic licensing program fueled by better strategy, new deals, and one-time sign-on bonuses.	\$2,000,000		
Auxiliaries	UVA	UVA Recreation has increased its use of facility rentals and has modified its approach to university staff memberships, which has led to less reliance on mandatory student auxiliary fees to support its programs.			From FY21 to FY23, the other revenue generating items, such as facility rentals and staff memberships, have increased by more than 300 percent.
Auxiliaries	UVA-W	UVA-Wise Athletics has partnered with Hometown Ticketing to purchase tickets to events online, and have seen additional sales to events			Savings are indeterminate, but less staff are required to sell and work events due to this change, and sales are more marketable with online purchasing.
Auxiliaries	UVA-W	UVA Wise Athletics and Marketing have worked to increase athletic licensing revenue by targeting vendors and working with the bookstore on athletic apparel.			College has seen more than a 50% increase in licensing revenue over the last two years.
Auxiliaries	VMI	Installed a self-serve coffee and snack bar in the VMI Library.		\$52,000	Revenue from the coffee bar is applied to fees and costs used to operate the student union concept on campus and reduces the overall cost associated with the student union.
Auxiliaries	VMI	Increased Football Ticket Revenue			5% revenue increase per year
Auxiliaries	VMI	Increased Basketball Ticket Revenue			10% revenue increase per year
Auxiliaries	VMI	Increased Corporate Sales/Advertising Revenue	\$5,000		
Auxiliaries	VMI	Increased Corporate Sales/Advertising Revenue	\$80,000		
Auxiliaries	VMI	Increased Corporate Sales/Advertising Revenue	\$80,000		
Auxiliaries	VMI	Increased Corporate Sales/Advertising Revenue	\$80,000		
Auxiliaries	VT	Charging visitors to park on campus.		\$65,000	The shift toward a user-based system has allowed Parking Services to find other revenue streams outside of students/faculty/staff. This revenue offsets the cost of parking for our students, faculty, and staff.
Institutional support	CNU	BO-Utilizing Wells Fargo sweep for agency funds	\$50,000		
Institutional support	VT	Health Sciences Shared Core Facilities Launch and Expansion. Since 2021, FBRI has experienced significant revenue growth through: Changes in NIH budgeting policies; Launch and subsequent expansion of a shared core facilities service model and resulting growth in cost recoveries, infrastructure and grant successes, and foundation partnerships (Focused Ultrasound); State contracts stemming from investments in	\$7,900,000	\$330,000	

		labor, infrastructure and equipment associated with the FBRI	
		COVID Testing Lab.	
Student services	RU	Adoption of state funding to implement Student Mental Health and Awareness programming.	Cost savings due to applicable state revenues to cover programming that was previously built into base operating budgets

# TABLE K-6

# Structure or organizational changes

Functional Area	Institution	Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	GMU	Learning Management System (LMS) assessment and update to new system (Blackboard to Canvas) – Meets the future needs of curriculum delivery, assistive technology initiative (ATI) enhancements, ability to retire stand-alone system(s) due to older technology.		\$170,000	Savings due to retirement of stand-alone systems to meet functionality. Cost of new LMS will be less the current LMS after implementation and will have greater functionality and educational support systems.
Academic affairs	NSU	Merged/consolidated programs at the VBHEC to feature a Center for Public Health Initiatives and new programs in public health as a member of the regional joint school.			The center is staffed with various resources (internal and external) and offers services to the committee. Anticipate additional revenue via external sources (sponsored, federal, industry) resulting in an increased community presence and students electing our MPh program (tuition and fees).
Academic affairs	ODU	Centralizing Academic Advising – Currently advising is embedded within the colleges.			Unable to determine at this time. This initiative will allow for consistent advising service to student to increase rates of persistence and graduation.
Academic affairs	UMW	Eliminated faculty director of speaking center.	\$20,000		
Academic affairs	UMW	Eliminated three vacant office manager positions. Redistributed duties to combine support among academic departments.		\$146,000	

Academic affairs	UVA	Several colleges/schools reviewed vacant positions and decided to leave positions unfilled to realize savings. Schools also have begun sharing software between departments for annual cost savings, and others have reallocated/shared positions for enhanced cost savings.		\$1,600,000	
Academic affairs	UVA-W	In FY24, the college continued to review vacant positions, some remaining unfilled, and some re-allocated to growing programs with greater needs.	More than \$200,000		
Academic affairs	UVA-W	College re-evaluated its core curriculum and reduced the number of hours in the general education requirement to ensure students could complete degrees timely.			Savings are indeterminate, efficiencies will lead to increased graduation and retention rates.
Academic affairs	VCU	VCU Health Sciences will implement cost savings actions through a renegotiated UVA satellite campus that will reduce from a two-year program to a one-year program. It also eliminated 15 positions, reduced external leases, non- personnel budget cuts, and variable salary components for faculty, and capped staffing support of clinical allocations.	\$4,962,151		
Academic affairs	VCU	The restructuring of the VCU College of Humanities and Sciences (CHS) will enhance fiscal sustainability by relocating the Department of Focused Inquiry to leverage CHS resources, leading to more efficient use of funding and expanded student success initiatives. Additionally, closing a standalone school, VCU Life Sciences, and creating a new department within the CHS focused on Biological and Environmental Sciences will streamline operations and promote cost savings by consolidating related departments, aligning with VCU's sustainability goals and optimizing resource utilization.	\$2,600,000		Enhanced fiscal sustainability/increased enrollment and retention

Academic affairs	VCU	The creation of a renamed University College for advancing Interdisciplinary, Experiential and Entrepreneurial Studies (final name TBD) will streamline and scale transformative learning across VCU, aligning with job market trends and student needs, thereby reducing duplication of efforts and fostering innovative, cost-effective educational programs. This consolidation of resources from University College, the da Vinci Center, and VCU Transformative Learning will lead to significant efficiency gains and cost savings by promoting interdisciplinary collaboration and the rapid development of new, relevant credentials.			The anticipated FY24 deficit is expected to be approximately \$(2,336,493). This is the result of the corrective actions to address the deficit in FY23 requiring multiple years for contract non renewals to take effect. The annual operating deficit in UC has been reduced by roughly 80% from FY23 to FY24. Increased enrollment and retention.
Academic affairs	VT	Animal and Poultry Sciences and Dairy were consolidated into a single academic unit under the College of Agriculture and Life Sciences, facilitating the integration of business resources. Further restructuring of the AgTech degree led to additional one-time savings.	\$100,000	\$200,000	
Academic affairs	VT	Enhanced organizational processes, advanced technologies, consolidation methods, and restructuring have led to the elimination of certain faculty and staff positions across four colleges, the graduate school, academic administration, and the research division.	\$460,162	\$501,017	
Auxiliaries	CNU	Within housing maintenance and housekeeping, long-time vacant roles and the overall structure, including workload demands were evaluated and adjusted.	\$155,000		Resulting structure using existing resources created two senior technician roles and four supervisor roles allowing for creation of a career ladder and the ability to support increased skill sets across the group with reduced contractor dependence.
Auxiliaries	CNU	Repurposed vacant role within housing housekeeping to increase focus on technology use within housing processes.	\$60,000		Cost avoidance from reducing OT, reducing duplicate data entry, and reducing manual processes.
Auxiliaries	UMW	Upon the retirement of a longtime dean of students, the position was merged with an existing "dean of student involvement position."			Funds were reallocated to hire a case manager in support of behavioral interventions.
Auxiliaries	UVA	Residential Life and Housing were combined into a single fiscal entity to reduce internal billings and transfers, while increasing collaboration and efficiencies. The combined office reorganized and reallocated job responsibilities of the Associate Director of Operations, which allows the operations		\$600,000	

		team to function optimally without backfilling roles. The office optimized routine cleaning and inspection schedules in traditional residence halls to increase efficiency without decreasing quality and expanded in house HVAC maintenance.			
Auxiliaries	UVA-W	Worked with the University of Virginia to restructure auxiliary debt during the pandemic.			Allowed the college to control rate increases to students until occupancy rates could increase post-pandemic.
Auxiliaries	UVA-W	Due to increase enrollment and occupancy of housing, the college has reorganized residential spaces to increase the number of beds available on campus.	\$600,000		Allows up to 87 more students to live on campus.
Auxiliaries	VCU	The Division of Student Affairs (DSA) realized efficiencies by eliminating positions in student leadership, IT, finance and student health; creating shared services among departments within DSA; reducing operating hours at RecWell facilities during times of low utilization; and eliminating or reducing redundant or underutilized services (e.g., a campus pharmacy, on-demand fitness subscription and recreation services at the Larrick Center); and eliminating off-campus office space leases. VCU Residential Life and Housing converted 166 single-occupancy housing rooms to double-occupancy.	\$2,366,000		
Auxiliaries	VMI	VMI Auxiliary Services and contracted food service provider have implemented creative methods to increase cadet participation in the monthly Mess Hall Committee meetings to elicit feedback and critical commentary from cadets, VMI Parent Council representatives, and faculty and staff on food quality, quantity, presentation, and changes.			Implementation has improved communication between cadets and other stakeholders and our contracted food service provider, resulting in improved service, improved communication, and an improved overall dining hall services satisfaction.
Auxiliaries	VSU	Reduced number of printers in individual offices. Encourages a greater sharing of print resources. Reduced number of multi-functional copiers from 270 to 105. Reduced number of HP Printers from 89 to 45.		\$250,000	
Auxiliaries	VT	Established Division of Student Affairs Central Facilities Oversight Team. Created central facilities oversight team within Student Affairs to best leverage existing staff across the entire Student Affairs division.			This provided scalability of existing staff and ensured expertise was best leveraged. In-house maintenance and small renovations crew added to reduce dependency on third-party crews.
Institutional support	CNU	CNU ITS gave up an ITS endpoint analyst position as part of a restructuring.	\$60,000		

Institutional	CNU	Integrated housing housekeeping and housing maintenance	\$144,000		The impact of reduced overtime hours is unknown
support		into existing facilities management structure. Cross training			at this point
		employees will result in reduced overtime hours and			
		permanent elimination of several full-time and part-time housekeeping positions.			
Institutional	CNU	Reducing air filter changes from 3 to 2 times a year	\$30,000		
	CNU	Reducing all litter changes from 5 to 2 times a year	\$50,000		
support Institutional	CNU	Reduced irrigation.	\$17,000		
	CNU	Reduced Inigation.	\$17,000		
support Institutional	CNU	Reduced overseeding and mulch usage.	\$31,000		
support	CNU	Reduced overseeding and match usage.	\$31,000		
Institutional	CNU	Human Resources reclassified two manager positions	\$100,000		
	CNU	downward and filled with staff level roles. Eliminated an	\$100,000		
support		additional position as a Lead Talent Recruitment Specialist.			
Institutional	GMU	Retrained existing space management staff and transitioned		\$50,000 to	
support	Givio	to technical hires to insource AutoCAD floorplan updates and		\$100,000	
		custom reporting.		\$100,000	
Institutional	ODU	Unify Digital Learning and Information Technology Services .			Transitioned ITS into the renamed Division of
support					Digital Transformation and technology to enhance
					operational efficiencies and maximize related
					functions and skilled personnel.
Institutional	ODU	Align Audit and Compliance within the organizational			The existing University Audit Department was
support		structure.			joined with the University Compliance Department
					under the overarching Office of University Audit
					and Compliance to enhance campus-wide
					oversight, accountability, and transparency.
Institutional	UVA	Human Resources (HR) undertook an initiative to improve	\$200,000		Eliminated manual processes and reduced
support		processes and gain efficiencies across HR. Office of University			manhours.
		Counsel (OUC) reallocated funds from various position			
		vacancies to others to increase FOIA/Subpoena response			
		efficiencies, and also reduce the burden on more experienced			
		attorneys, while reducing annual salaries.			
Institutional	VCU	Health Sciences Administration Restructuring to include the	\$560,000		
support		elimination of three positions, reducing one position and			
		eliminating an ineffective student program.			
Institutional	VMI	Consolidate three separate organizations (Institute Planning,			Efficiency of operations improved by increasing
support		Construction, Physical Plant) into a single new organization			collaboration between organizations under a
		(Facilities Management).			single director. Efficiencies have been realized in

					the areas of capital and non-capital project planning and execution, as well as the coordination of facilities upkeep and maintenance that did not occur previously.
Institutional support	VSU	Reduced energy consumption for electric and fossil fuels. (1) Installed new LED energy efficiency lighting, (2) aggressively monitored rates and changed providers when necessary, (3) changed temperature in unoccupied spaces, (4) pre- purchased natural gas when rates were lowest and (5) modernized facilities.		\$1,300,000	
Institutional support	VT	Enhanced organizational processes, advanced technologies, consolidation methods, and restructuring have led to the elimination of certain staff positions.		\$230,588	
Institutional support	VT	IT Governance: This project was intended to establish and define a coordinated university-wide governance model to facilitate effective IT decision-making in service to the university's needs.			Increased consistency, transparency and mission- alignment in IT decision-making and prioritization of initiatives.
Student services	CNU	Outsource TIX Investigations, Decision Making, and Process Navigation.	At least \$10,000		Hard dollar estimates are difficult to determine as outsourced services are on an as needed basis. At a minimum however, current allocated dollars would cover outsourced services and provide anticipated savings.
Student services	CNU	Merging of Residence Life and Housing Administration.	\$40,000		
Student services	CNU	Established the Office of Accessibility & Care Team Support (ACTS) for students. Created a disability support specialist position. Later added a case manager position. Most recently added a second case management/TIX role.	\$60,000		Reduced evaluation time for disability accommodations, providing ongoing non-clinical support to students, and establishing confidential resources for parties involved in TIX proceedings.
Student services	CNU	Established the Office of Orientation & Student Involvement through the merging of the Office of Student Activities and the Office of Orientation and Student Engagement.	\$100,000		Enhanced efficiencies by creating a single unit for transitioning students to and through the university.
Student services	JMU	Centralized Student Affairs Marketing and Communication team.			Reduced duplication of efforts. Reduced perceived need for marketing positions in each programming unit across the division.
Student services	LU	Department-wide reorganization that streamlined positions within Counseling and Psychological Services, Student Activities, Fraternity and Sorority Life, and Residential and Commuter Life.	\$100,000		<u> </u>

Student services	NSU	Health Services has been outsourced to a vendor for many years. We are in the process of bringing those services back in house to improve service, expand service, and generate income.			We will staff the main office and a satellite office for less or equal to what are paying for the contract. In addition, we will eventually generate income by billing insurance for services.
Student services	ODU	Reviewed Student Support Services to create a centralized and uniform experience for students.			This move will provide greater levels of synergy across a variety of high-touch and forward-facing student services. The combining of professionals in both areas will increase both alignment and collaboration for the benefit of students and the broader campus.
Student services	UVA	Enrollment reallocated funding and positions based on efficiencies in transaction processing and financial reporting, also scaled back long-time employees looking to retire from full-time to part-time and began succession planning.		\$900,000	
Student services	UVA	Orientation and New Student Programs reorganized its office leading to savings. Some savings will be used to pilot programs for the Second-Year program.		\$115,000	
Student services	UVA-W	After the retirement of the VC for Student Affairs and departure of the Dean of Students, the college began an analysis of the positions in Student Affairs to determine how best to support students while managing personnel costs. This analysis is in progress.	\$100,000		
Student services	VMI	Assessment of Admission staff duties. Completed assessment of duties/responsibilities of all admission staff members. Shifted resources/positions from where we were heavy (processing staff) to fill holes (enrollment services).			Cost avoidance of adding new positions to fill gaps.
Student services	VMI	Creation of Strategic Enrollment Management department.			Coordinate overall recruitment, admission, financial aid, retention, and enrollment management activities at the institute.
Student services	VSU	Converted singles to doubles throughout the older residence halls. Efforts generated over 300 additional beds for students	\$2,300,000		

# TABLE K-7

## Outsourcing

Functional Area	Institution	Brief Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	VMI	Moved KOHA from a local server to the cloud. This move allowed the library to not purchase a new server due for replacement, even though we now pay a nominal fee for cloud hosting.		\$1,000	
Auxiliaries	GMU	Housing network operations outsourced to a third-party vendor - Apogee (five-year contract)	\$1,400,000		
Auxiliaries	GMU	RU19019 (Additional User contract) - Apogee ResNet & RF/IPTV (Television) Managed Services (04-06-2021 contract date)		\$600,000	
Auxiliaries	GMU	GMU-1769-22 - Telephone system replacement (08-11-2022 contract date).,		\$500,000	
Auxiliaries	LU	Re-negotiated our food service contract.			Extended our existing contract and terms with Aramark food service under very favorable terms.
Auxiliaries	VT	Contracted with TimelyCare, Protocol, and began Lewis Gale Psychiatry residency program to improve mental health care without continued addition of in-person counseling/psychiatric staff. Allows for 24/7/365 coverage to limit future hiring needs.			Provides additional in-person psychiatry, tele- therapy counseling and crisis services, which limits need for additional FTE hires in our Counseling Center.
Auxiliaries	VT	Outsourced management of the Inn at Virginia Tech.			Provides more effective and efficient operations as well as financial administrative efficiencies. More efficient operations have led to an increase in revenues to Virginia Tech.
Auxiliaries	VT	Outsourced Printing Services in response to market pricing competition and increasing usage of digital formats.			VT is able to secure pricing at a market- competitive price and avoids the cost of administrative overhead associated with running a print shop. Cost avoidance is estimated at roughly 20% for all print jobs.
Institutional support	NSU	Expanded access across the Campus via the Connect- ACampus Initiative. A program that provides computing collateral to all Students, Faculty and Staff.			To be determined.

Institutional support	NSU	Outsourced university administrative support functions (i.e., IT, Building Services & Trade, Management of On-line Instruction).			To be determined.
Institutional support	NSU	Obtained Level 2 status for Procurement and IT, which increases efficiency and access to State-wide Procurement Resources.			To be determined.
Institutional support	VMI	Outsourced custodial services in the Barracks complex to The Budd Group.		\$5,000	
Institutional support	W&M	Contracted payment processor to manage majority of vendor payments. Offers various payment methods such as credit card, ACH, and check to fulfill payments to W&M vendors.			Staff time
Student services	CNU	Developed the ability to provide transcripts in an electronic format directly from the National Student Clearinghouse. Prior to etranscripts, transcripts were processed solely on paper in the Office of the Registrar.	\$13,850		
Student services	VMI	Use alumni donations to support funding of extracurricular clubs and activities such as the rugby team	\$60,000		
Student services	VMI	Band Trip requestor pays travel and transportation expenses through reimbursement or provision in kind or Band uses Low-Cost military lodging/transportation.	\$25,000		
Student services	VMI	Assessment of FA staff duties. Completed assessment of duties/responsibilities of all FA staff members. Hiring consultant to help with automated FA processes in Colleague due to staffing limitations.			Cost avoidance of adding new permanent positions to meet demand.
Student services	VMI	Online mental health resources. VMI entered a 3-year contract for TimelyCare (along with 30+ over Va Colleges) to offer our cadets a variety of online mental health resources to include counseling, health coaching, and 24/7 access to talk to someone.			

## TABLE K-8 Other efficiency improvement efforts

Functional Area	Institution	Brief Description	One-time savings/ revenue	Ongoing savings/ revenue	Non-monetary or unquantifiable efficiency gains
Academic affairs	CNU	Academic department discretionary expenditures. We've also talked about doing a review of administrative support staff, but that has not really gone anywhere.	\$40,000		
Academic affairs	CNU	Faculty staffing review.			TBD. It will allow us to hold at 275 faculty lines and more efficiently utilize those lines.
Academic affairs	CNU	Review of course scheduling and adjunct usage.	\$300,000- \$400,000		
Academic affairs	JMU	Eliminated two computer labs no longer being fully utilized.			Freed space for classrooms, reduced number of lab machines required and administered. Savings for computer replacement, management, and resourcing.
Academic affairs	JMU	Endpoint and Active Directory Migration – College of Science and Mathematics			Eliminated significant duplication of services between college and IT staff. Eliminated multiple servers in the college. Consolidated AD domains.
Academic affairs	JMU	Testing Lab Renovation and Re-design. The assessment testing lab was moved into a smaller more efficient space to better utilize space/personnel resources and schedule testing sessions that better meet coursework demands.		\$10,000	Improved space utilization/re-purposing of existing lab to student services; better utilization of lab resources and reduced number of computers needed.
Academic affairs	NSU	Reallocation of funds to support Math Center and Nursing Dept Expansion.			Anticipated gains to support basic needs for students resulting in increased graduation rate.
Academic affairs	RU	Reduction of operational budgets, as necessary, to align with actual expenditures based on historical expenditures.	\$700,000		
Academic affairs	UMW	Offered early retirement option to members of the tenured faculty in accordance with Virginia statute.	<\$1million		
Academic affairs	UMW	Eliminated two vacant associate provost positions.	\$400,000		
Academic affairs	UVA	The School of Education is winding down several programs with one-time gifts or grant funding to avoid ongoing operating funding costs.		\$6,200,000	
Academic affairs	UVA-W	The iPad initiative enables us to create equitable learning opportunities; increased opportunities for accessing free e-			Faculty and students have both witnessed cost savings from the iPad initiative. Reduced student

		books; faculty create opportunities for students to imagine new pathways for learning by routinely having students demonstrate comprehension and mastery through collaborative projects and individualized alternative assessments. The ability to connect globally through the Apple Education Community that fosters knowledge sharing and best practices across borders.		demand for paper and printing and textbooks. Faculty, able to conduct virtual experiments otherwise not possible because of financial and infrastructure needs.
Academic affairs	UVA-W	Simple Syllabus is a centralized, template-based platform designed to help instructors easily customize and publish interactive class syllabi directly within the Canvas LMS.		Cost savings by streamlining the approval process of learning outcomes, reducing printing costs, and minimizing legal risks by ensuring consistent policy communication across all syllabi.
Academic affairs	UVA-W	Migrating to Blue Explorance course evaluation platform that integrates seamlessly with LMS, SIS, and HR resources to ensure comprehensive data collection and analysis; provides extensive customization options for surveys.		The platform can substantially decrease the time and resources required for managing course evaluations, ultimately resulting in long term cost savings for UVA-Wise.
Academic affairs	UVA-W	Co-curricular activities provide students with practical, hands-on experience in their chosen fields, better preparing them for future careers. This aims to increase student retention and graduation rates, leading to stronger alumni connections.		Long-term benefits in student success, institutional efficiency, and financial sustainability. It can potentially lead to increased applications, and the ability to attract top-tier faculty, thus enhancing the college's reputation. Collaborating with industry partners can lead to additional funding opportunities.
Academic affairs	VMI	The library reorganized its personnel structure and eliminated, then used some of the cost savings to upgrade a classified position that was underfunded.	\$20,000	
Academic affairs	VT	Transitioning course management to an integrated suite of products that allows departments to schedule courses using real-time student registration data.		Increased efficiency of departments through use of automatic approval workflow, allowing quicker course section adjustments and optimizing utilization of classroom space.
Academic affairs	VT	Transitioned to an integrated curriculum management software suite. Provides a streamlined curriculum management platform for all colleges and departments that directly integrates with the public facing university catalog.		Reduces the time it takes to identify and review course program proposals.
Academic affairs	VT	Closing a small number of these labs, extending the refresh cycle of computers in other labs, and shifting some physical computing to virtual computing.	\$100,000	

Academic affairs	VT	The KNACK platform expands tutoring for an additional 500 courses and offers tutoring availability 24/7 and on-demand both for in-person and virtual support.			Increased availability of tutoring availability to 24/7 and to an additional 500 courses improving student success.
Academic affairs	VT	Implementation of the Stepping Blocks platform allows Career and Professional Development to reevaluate, and potentially sunset, other existing technology contracts.		\$16,000	
Academic affairs	VT	Provost-led committee will conduct a review of all university courses and academic programs to develop preliminary recommendations for sunsetting, redirecting or strengthening programs and courses in alignment with VT's comprehensive mission as well as it's prioritized areas of distinction.			To be determined
Academic affairs	VT	Ongoing position realignment within Student Success Initiatives (SSI).			Expanded support for a university-wide technology platform with no new resources.
Academic affairs	VT	Expanded EAB Navigate academic advising and student support platform to include student-facing mobile app. Further integrates support services across Academic Affairs, Student Affairs, and Enrollment Management units. Adds mobile capability to academic and student support. Provides student self-referral or request for support.			Prevents purchase of redundant student success platforms. Expanded access for students with minimal additional cost.
Auxiliaries	CNU	Implemented HVAC setback schedules and use of LED lighting for replacement and upgrade projects in Auxiliary buildings. Installing variable speed hoods in the student union kitchen area to reduce energy consumption.	\$75,000		
Auxiliaries	GMU	Overhead fluorescent lighting was replaced in EagleBank Arena and select spaces within the Johnson Center with new LED lighting. Throughout summer 2024, lighting will be replaced with LEDs in The Hub in the event spaces and common areas.		\$139,400	
Auxiliaries	NSU	HVAC upgrades in Dining and Residential Life Facilities.			Improve air quality and retain existing revenue streams.
Auxiliaries	NSU	Added cameras across the campus, license plate readers, T2 Parking software system and increased campus security enforcement.			Improved Campus Safety for Students and the entire university community.
Auxiliaries	ODU	Implementation of License Plate Recognition Software.	\$150,000		
Auxiliaries	RU	Reduction of operational budgets, as necessary, to align with	\$400,000		
Auxiliaries		actual expenditures based on historical expenditures.			

Auxiliaries	VT	Installed high efficiency appliances in residence halls.			
Auxiliaries	VT	Improved Dining Venue efficiencies. Created self-service options, developed "Grab and Go" venues, and implemented late night hours.			Increased the efficiency of food order processing, reduced space needed by decreasing queues.
Auxiliaries	W&M	Access control upgrade. Will enable W&M to move to a digital credential system in the next year, enabling efficiencies in card services in terms of staff hours and savings from not having to print and maintain physical ID cards. This is also responsive to student interests.			Material savings from printing far fewer IDs as wel as freeing up card services staff time
Institutional support	GMU	Faculty Incentive Retirement Plan - Retirement incentive offered to tenured faculty, approved by BOV in October 2023.	\$3,000,000		
Institutional support	GMU	Janitorial services pilot to assess new service models and in- house staffing.	\$775,000		
Institutional support	GMU	Student Centers furnished 1st floor (Atrium Level) and all exterior entrances with 13 Big Belly trash and 7 recycling bins. This was the impetus to add these types of cans all over campus.			Saved numerous labor hours as well as less bags entering the waste stream. Total savings TBD.
Institutional support	GMU	Energy efficiency work includes pipe insulation, water/sewer, LED lighting replacement, controls, and other energy programs.		\$333,000	
Institutional support	JMU	Migration of On-prem Applications to the Cloud			Gained access to accessibility review tool at no cost, weekly platform upgrades and saved IT resources required for maintenance and support.
Institutional support	JMU	Instead of hiring many instructional designers and paying full-time trainers in the University's Talent Development Department, Talent Development (the training department that serves staff) utilizes over 100 volunteers to design and teach courses that provide a wide range of professional development topics and compliance training.		More than \$100,000	
Institutional support	JMU	Merged Microsoft 365 tenants to consolidate and support efficiency and collaboration	\$85,000		
Institutional support	JMU	With the upgrade of the Microsoft 365 license, implemented a strategy to evaluate and eliminate any software that might be replaced by using M365 products.		\$96,450	
Institutional support	JMU	Reengineering Madison – Technology Consolidation.			While cost savings will not be realized in the short-term because of implementation costs, long-term savings will be realized through

					consolidation of data, technology, and resources required for support.
Institutional support	JMU	Use of volunteers to support off-campus events rather than hiring new employees.		\$120,000	
Institutional support	JMU	The Student Ambassadors serve as a volunteer student organization of tour guides.		\$80,000	
Institutional support	JMU	Partnership with university IT to acquire desktop computers (all in ones) being replaced in the labs extending the life of the computer for two years.		\$15,000	
Institutional support	JMU	Reduction in energy dollars through refinements in building automation and new construction projects including building upgrades.			Between FY17–18 and FY22–23 energy dollars per GSF have decreased by 8%.
Institutional support	JMU	Consolidating Facilities Management efforts and workload adjustments.			Reduction in staffing per GSF resulting in significant cost avoidance to the institution.
Institutional support	JMU	Facilities Management has implemented 20 energy conservation projects over the last five years.	\$5,400,000		
Institutional support	JMU	In concert with the College of Engineering, JMU identified an opportunity for, and installed a solar array project on the East Campus precinct.		\$41,000	
Institutional support	JMU	JMU's facilities management has implemented a program promoting the use of non-gas-powered equipment (propane or rechargeable).			To date, the net reduction of 3,000 gallons of fuel per year results in lower fuel and maintenance costs.
Institutional support	NSU	The university recently implemented a comprehensive energy management and sustainability program.			Anticipates future savings, because of this initiative and reduction of the university's carbon footprint.
Institutional support	NSU	The university implemented the First-Day Program – Spartan All Inclusive Learning (SAIL) program that provides students all required learning materials on the first day of class, reducing costs to students, enhancing academic discourse, and ultimately student retention.			Consistent with the Commonwealth 2030 Objective, this initiative will Increase Student Success and Retention, thus impacting the university's graduation rate and overall revenue.
Institutional support	RU	Reduction of operational budgets, as necessary, to align with actual expenditures based on historical expenditures.	\$500,000		
Institutional support	UVA	In response to a more flexible work environment, UVA has been able to consolidate and/or reallocate work locations of individual units across Grounds.	\$39,000,000 to \$42,000,000		
Institutional support	UVA	Information Technology Services (ITS) has retired old systems, transitioned to lower maintenance systems, and implemented new software, such as DocuSign and a new		At least \$2,000,000	

		anti-malware solution. ITS also has started using student			
		workers for Tier 1 support at lower wages than highly skilled			
		IT professionals.			
Institutional support	UVA	UVA FM's Building Efficiency Program performs projects in buildings that lead to reduced energy. Based on actual CY23 savings in Bavaro, Clemons Library, Newcomb, Olsson, Rouss/Robertson, and Thornton, the savings are \$1,040,000 per year. The Sustainable Labs Program constructs projects in laboratories that lead to reduced energy consumption. and enhanced safety of the lab. The FY24 savings is \$500,000 and each year after is projected to be \$875,000 in annual savings. The new Sustainable Clinics program is underway and will also lead to reduced energy costs. These programs move UVA towards our Carbon Neutrality Goals and reduce departments' energy and utility costs.		\$2,000,000	
Institutional support	UVA	UVA Energy & Utilities is transitioning from steam and high- temperature heating water utilizing fossil fuels to hot water production from the heat recovery chiller. Energy & Utilities is also reducing energy losses and maintenance costs by eliminating steam lines west of Hospital Drive.		\$1,000,000	
Institutional support	UVA-W	Implement an Early Retirement Incentive Program with 32 employees elected to participate.		\$270,000	
Institutional support	UVA-W	Migration from UVAW Microsoft Platform to UVA's. Allows for leveraging the university's procurement of licensing and provides additional support to users.	\$400,000		
Institutional support	VT	The university continuously evaluates university space needs and lease costs.		\$2,040,000	
Institutional support	VT	Human Resources has implemented the full suite of PageUp services to provide an integrated experience to include job applications, performance management, and individual professional development.			Since then, many improvements have been made to streamline or respond to university needs, on both the internal platform used by HR representatives and hiring managers, and the external platform used by job applicants.
Institutional support	VT	Savings across Research and Innovation achieved through reductions in leased space, reductions in licensing and service agreements, changes to facility operations, and termination of several programs to realign funding towards higher priorities.		\$635,000	

Institutional support	VT	<ul> <li>Since 2021, the university's health sciences program has:</li> <li>Leveraged faculty startup packages with major equipment purchases; leveraging equipment purchases to generate service agreement savings;</li> <li>Leveraged VT expertise through buy-outs for technical support of its core facilities;</li> <li>Contracted support services at health-care partners to secure expertise, guarantee response time and coverage while saving FTEs;</li> <li>Reduced costs in advancement fund raising efforts.</li> </ul>		\$1,952,000	
Institutional support	VT	Through recent reorganizations of several key areas such as facilities operations, sustainability, utilities, and engineering services, the institution aims to streamline operations by consolidating overlapping services and reallocating middle management roles to eliminate redundancy.		\$127,500	
Institutional support	VT	Executive Recruiting: By establishing internal recruiting services, HR will be able to save the university a significant amount while providing customized, focused hiring destination experience for the best executive talent.		\$100,000 per executive search	This strategic shift not only offers financial benefits but also enhances our recruitment effectiveness and strengthens our organizational capabilities. Internal recruiters better understand the university's culture, ensuring a precise alignment of candidate skills and values with our university's objectives.
Institutional support	VT	The university continues its long-standing effort to bend the energy curve through investment in projects which lower utility consumption and reduce ongoing costs, including installing LED Lighting within University Buildings, Mechanical Systems and Controls RCx and Optimization, Building Automation Systems Optimization, Retro- commissioning, and Chilled Water System Optimization.		\$2,900,000	
Institutional support	VT	Virginia Tech launched a campus-wide reinvestment process in the fall of 2023 to identify opportunities to reinvest existing resources in support of funding strategic initiatives and reducing our reliance on tuition increases. This process is an ongoing, annual exercise that is embedded in our budget process.	\$25,000,000		We have committed to our Board of Visitors to identify \$25 million in savings from reinvestments over 5 years, beginning with the FY25 budget development.
Institutional support	W&M	Robotic Process Automation across Finance and Operations now total 2,070 cumulative hours saved annually.			2,070 hours saved annually, which frees up time for higher order work and alleviates the need for additional staff.

Institutional support	W&M	New construction utilities. Renewable energy initiatives in new construction.			60% decrease in energy use modeled for these new facilities when up and running.
Student services	JMU	<ul> <li>Since 2021 Student Affairs has 1. Centralized available salary/benefits if/when hiring under available budget.</li> <li>Funding is used to adjust positions across division when needed because of position changes, compression, &amp; parity.</li> <li>Regularly reviewed positions and redistributing to serve essential needs (4 in FY24).</li> <li>Used single fiscal tech position in CMSS to serve three units, freeing up position in Student Accountability.</li> <li>Used vacated positions in Student Life to provide new position in Advancement and Student Accountability.</li> </ul>	\$1,000,000		
Student services	UMW	To slow and reverse the increases in institutional aid spending/discounting, UMW is switching financial aid consultants and reducing some awards and the amount of those awards.	\$400,000 (Preliminary savings)		UMW has reduced the number and size of both in-state and out-of-state awards merit awards. Total savings TBD.
Student services	VMI	Assessment of Admission Non-personnel expenditures/ROI. Completed assessment of non-personnel expenditure in Admissions with a specific focus on ROI related to name search/lead generation/enrollment marketing. Found that VMI was grossly overpaying for sophomore/junior search and enrollment marketing services with EAB. Did not renew with EAB and went with Spark 451 for sophomore/junior search.		\$100,000	
Student services	VT	The Executive VP and Provost and Library Units have formed strategic partnerships with internal and external units leading to resource savings.		\$73,750	

# Appendix L: Institutions' efforts to reduce campus facilities space

JLARC requested information on Virginia's institutions' efforts to reduce the physical footprint or square footage of campus facilities in the past five years. This information was requested from the 10 institutions that have experienced student enrollment declines over the past decade and as of September 2024, seven institutions responded—Longwood, Radford, Mary Washington, Virginia Military Institute, VCU, Virginia State, and UVA-Wise. Six reported undertaking efforts in this area. The following tables present the institutions' efforts to close campus-owned facilities (Table L-1); repurpose existing facilities (Table L-2); sell or lease existing campus-owned properties (Table L-3); and discontinue leased or rented private properties (Table L-4).

#### TABLE L-1 Facility closures

Institution	Description
Longwood	Closed one aging residence hall and did not replace (Arc Hall). Closed one aging administrative building and relocated that administrative function (Coyner Hall). Demolished various campus buildings on our capital project list over the last few years. This request was based on controlling operational costs/square footage in unused facilities.
Radford	IT trailers (3,960 square feet). Staff and equipment were located to vacant space on main campus, and trailers were demolished. 615 Fairfax Street – (2,205 square feet). The department was reorganized and relocated to campus and structure was demolished. Planned demolition of Buchanan House (5,602 square feet) following the opening of the new Artis Center. Plans are to demolish the structure, which is in poor condition, and the costs to repair would exceed the need for the square footage on campus at this time. Planned demolition, fall 2024.
	Alvey Hall - 33,694 gross-square-foot residence hall that was not being utilized because of issues with mold and mildew, outdated HVAC system, and issues with the building envelope that contributed to the mold issues. The cost to correct building deficiencies and bring the building up to code was beyond the maintenance reserve scope and did not warrant a capital investment based on use. The site was converted into a welcoming green space.
Mary Washington	Marshall and Russell halls – Currently being permitted for demolition in summer 2025 as part of a capital project to construct a new theatre. Marshall Hall (40,000 gross square feet), constructed in 1960, and Russell Hall (41,000 gross square feet), constructed in 1965, have not had any significant renovations since initial opening and have estimated repair costs in excess of current value and utilization. The demolitions will make way for a new academic facility. The new 60,000-square-foot theatre will include teaching spaces, additional parking, extensive landscaping, and improved accessibility on a topographically challenged site.

	Brent House – a 6,000 gross-square-foot wood frame structure constructed in 1925, had a facility condition index in excess of 0.70 and therefore was not suitable for renovation. Campus Police had to be relocated from the building because building envelope issues with walls and roofs resulted in mold and indoor air quality issues. The building site is to be repurposed as a green space with trees and other landscapes for students.
	In the last five years, VCU has eliminated facilities and reduced square footage as follows:
	<ul> <li>Blair House (10,932 square feet): Closed; occupants relocated to another VCU facility (912 West Grace St), which reduced the footprint to 7,663 square feet; VCU plans to sell the property.</li> </ul>
	<ul> <li>Meredith House (9,466 square feet): Closed; occupants relocated to another VCU facility, which reduced the footprint to 5,572 square feet; VCU plans to sell the property.</li> </ul>
VCU	<ul> <li>Lewis L. Strauss Research Laboratory (14,000 square feet): Closed for several years and demolished because the facility was beyond its useful life and was not economical to renovate.</li> </ul>
	<ul> <li>Cabiness Residence Hall (89,000 square feet): Closed because the facility is beyond its useful life and not economical to renovate; expected to be demolished.</li> </ul>
	When facilities are decanted or closed, VCU seeks to optimize space by either reducing or eliminating square footage, or by earmarking an existing site for renovation or construction.
Virginia State	Demolished the Simms Hall building, the former admissions building, resulting in a decrease of 39,098 gross square feet of educational and general space. In addition, we have another 17,993 gross square feet of space that is currently vacant and is planned for demolition pending approval of our governing body. The demolition of one 88,731 gross-square-foot academic building occurred in 2022 and another 99,015-square-foot academic building will be demolished pending completion of a new combined 174,000 gross-square-foot academic building under construction. This capital project will result in a net reduction of 13,746 gross square feet.

### TABLE L-2

## Repurpose existing campus facilities

Institution	Description
Longwood	One building repurposed from administrative usage to student support (Barlow Hall).
	Half of an empty student services building was renovated to become our child-care facility managed by our Early Childhood Education program (Lankford Hall).
Radford	Cook Hall – Esports – converted space within an academic building for use of a new Esports program – approximately 1,536 square feet. Peters Gym – Renovated a portion of the gym, 4,578 square feet, to meet the needs of the Parks, Recreation, and Tourism department, which was moved back to campus from leased space. Covington Hall – relocated music library and practice rooms from demolished structures, reducing the required square footage of the new Artis building.

Relocated Student Media and Counseling from a dormitory basement to existing vacated space on campus. The building the offices from is currently being demolished (14,565 square feet).           New construction of a Venture Lab in unfinished space within an existing building, 2,989 square feet.           Re-configured Young Hall, a campus classroom building, to offer continuity for campus advising center           Relocated Harvey Knowledge Center from an academic building to the library (2,473 square feet), allowing for the space in Cook to b configured for the Esports program.           De-commissioning a data center located in the library. Data is being moved to cloud base (1,736 square feet).           Relocated Harvey Knowledge Center from an academic building to the library (2,473 square feet), allowing space.           Repurposed Russell Hall to be a central hub for the university, housing Miltary Resource Center, Career Services, Alurmi Affairs, Adra Advancement, Registrar, and T/TAC. Approximately 3000 square feet to be reconfigured for academic swing space.           Waldron Hall – renovated 1,709 square feet to provide a dean's suite for the College of Nursing.           Converted on and off-campus apartment inventory into professional housing.           Seacebock Hall, a 42,000 gross-sequer-foor dining but also was constructed under guidelines for LED Silver, resulting in significant energy s result of its improved building envelope and highly efficient mechanical and electrical systems.           Wary Washington           Mary Washington           Ware duration of the supproved building envelope and highly efficient mechanical and electrical systems.	
Re-configured Young Hall, a campus classroom building, to offer continuity for campus advising center           Relocated Harvey Knowledge Center from an academic building to the library (2,473 square feet), allowing for the Esports program.           De-commissioning a data center located in the library. Data is being moved to cloud base (1,736 square feet).           Relocated the print shop from an owned off-campus location to a leased location to allow the owned structure to be utilized as swin academic programs displaced during the demolition and construction of the new Artis building. This also increased efficiency of spa the leased location and allowed approximately 9,000 square feet to be reconfigured for academic swing space.           Repurposed Russel Hall to be a central hub for the university, housing Military Resource Center, Career Services, Alumni Affairs, Adm Advancement, Registrar, and T/TAC. Approximately 10,000 square feet was renovated for these spaces.           Waldron Hall - renovated 1,709 square feet to provide a deam's suite for the College of Nursing.           Converted on and off-campus apartment inventory into professional housing.           Seacobeck Hall, a 42,000 gross-square-foot dining hall originally constructed in 1930 and then added onto in 1958, was renovated a rito a state-of-the-at academic facility and home to the College of fducation and the Office of Disability Resources. The renovation preserved a historically significant building but also was constructed undeq uildelines for LEDD Silver, resulting in significant energy s result of its improved building envelope and highly efficient mechanical and electrical systems.           UVA-W         Repurposed I Help Desk into vacated academic space (approximately 1,042 square feet); into	he building the offices relocated
VCU         Relocated Harvey Knowledge Center from an academic building to the library (2,473 square feet), allowing for the space in Cook to b configured for the Esports program. De-commissioning a data center located in the library. Data is being moved to cloud base (1,736 square feet). Relocated the print shop from an owned off-campus location to a leased location to allow the owned structure to be utilized as swin academic programs displaced during the demolition and construction of the new Artis building. This also increased efficiency of spa the leased location and allowed approximately 9,000 square feet to be reconfigured for academic swing space. Repurposed Russell Hall to be a central hub for the university, housing Military Resource Center, Career Services, Alumni Affairs, Adn Advancement, Registrar, and T/TAC. Approximately 10,000 square feet was renovated for these spaces. Waldron Hall – renovated 1,709 square feet to provide a dean's suite for the College of Nursing. Converted on and off-campus apartment inventory into professional housing. Seacobeck Hall, a 42,000 gross-square-foot dining hall originally constructed in 1930 and then added onto in 1958, was renovated at into a state-of-the-art academic facility and home to the College of Education and the Office of Disability Resources. The renovation preserved a historically significant building but also was constructed under guidelines for LEED Silver, resulting in significant energy s result of its improved building envelope and highly efficient mechanical and electrical systems. Repurposed underutilized catering and kitchen space (approximately 2,200 square feet); and created space for campus 1 program: moved Campus IT Help Desk into vacated academic space (approximately 1,302 guare feet); and created space for Academic Success Center in library space (approximately 422 square feet).      UVA-W    Relocated VCU Total catere was relocated from 900 E. Main St. (Pocahontas Building) to	
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square feet), both of which operate in 912 W. Grace Street. Some of the freed-up space was used to accommodate programming in	rices within the existing campus

Repurposed the historic 7,133 GSF former Post Office building as an academic Innovation Center. This was achieved by relocating the post office operation to an existing facility to provide additional space for faculty training and demonstration in the area of distance learning. In addition, the 7,530 GSF former president's residence has been repurposed as administrative offices.

SOURCE: JLARC Cost Efficiency Information Collection Instrument (2024).

# TABLE L-3

#### Sell or lease existing campus facilities

Institution	Description
Longwood	Sold residential housing that was owned by Real Estate Foundation.
Radford	Transferred 15 Hickory to the foundation, reduced ~6,100 square feet
Mary Washington	Greenbrier Property - The University provided a 15-year temporary transfer agreement in 2017 for approximately 9 acres of property to the Department of Military Affairs to allow for additional surface parking for the Fredericksburg National Guard Armory on a site that was not contiguous to the main campus. In July 2023, the university agreed to an amendment to increase the acreage to 9.104 acres to address stormwater issues as requested by DMA and DEQ. Stafford Campus – The university has been leasing to Stafford County Public Schools a portion of the Gates Hudson Building for Alternative Education since 2019. Although not a formal lease, the university is entering into a partnership with Stafford County Public Schools (and four surrounding school districts) to open the Academy of Technology and Innovation @ UMW in the South Building as part of the governor's laboratory school initiative between K–12 and higher education. This high school, focused on Data Science and Computer Science, will also serve as a learning laboratory for College of Education students and faculty.
VCU	Upon completion of the Costar Center for Arts and Innovation (CCAI), VCU plans to sell two existing VCUarts buildings, with a combined square footage of 54,419 square feet. The programs currently housed in the buildings will relocate to the CCAI. The Blair House (10,932 square feet) and the Meredith house (9,466 square feet), both referenced above, will also be sold.

SOURCE: JLARC Cost Efficiency Information Collection Instrument (2024).

#### TABLE L-4

#### Discontinue leases or rents on private property

Institution	Description
Longwood	Eliminated a couple of parking lot leases close to campus that did not meet university needs.
Radford	Discontinued lease/rent for
	<ul> <li>student and professional staff housing (approximately 40 beds): 502 Tyler Ave, Cummins Corp Apartment, and 1809 Kingsport</li> </ul>
	<ul> <li>600 Tyler Avenue Office space - 3,924 square-foot offices relocated to vacant space on main campus</li> </ul>
	<ul> <li>1015 Calhoun Student housing - 21,538 square feet – beds removed from university inventory</li> </ul>
	• RU West Office and classroom space - 15,840 square feet moved back on campus and co-located in other leased space
	905 Tyler Avenue 2,368 square feet of office space relocated back to vacant space on main campus

	Removed the following from campus inventory:
	<ul> <li>611 Jefferson - St Student housing - 14 beds</li> </ul>
	<ul> <li>Greenhill Apartments - Student housing - 272 beds - leased as temporary housing during COVID</li> </ul>
	<ul> <li>Lawrence Street - Student housing - 32 beds – leased as temporary housing during COVID</li> </ul>
	<ul> <li>1106 Calhoun Street - Student housing 24 beds – leased as temporary housing during COVID</li> </ul>
	<ul> <li>Downey Street - Student housing 54 beds – leased as temporary housing during COVID</li> </ul>
	<ul> <li>Clement Street - Student housing 72 beds leased as temporary housing during COVID</li> </ul>
	<ul> <li>506 Fairfax Street - Student housing 12 beds leased as temporary housing during COVID</li> </ul>
	Reduced leased sq ft at RUC location by approximately 8,000 square feet.
	Notified local property owner will be terminating a lease of 7,278 square feet of office space in June 2025. Plan to move offices into existing space
	on main campus.
	The university received capital funding in 2023 to purchase from our foundation a mixed-use building with office, retail, and parking spaces
	totaling over 65,000 gross square feet. With its purchase, the university was able to eliminate 18,000 gross square feet of Mary Washington-leased
Mary Washington	space, plus an additional 6,400 gross square feet of space that had recently been converted to the new location of UMW Campus Police after their
	move from Brent House. The remaining space will be transitioned from retail to swing space for renovations, workforce development, and needed
	academic and administrative university functions.
VCU	Twenty VCU leases have been terminated. Programming that took place in 17 of these spaces was either eliminated or absorbed into existing
	campus space. Programming that took place in the remaining three terminated leases relocated to new, smaller leased space.
Virginia State	Terminated a 13,610-square-foot warehouse lease in Petersburg, for annual savings of approximately \$27,000, to reduce square footage and curtail
	costs.



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