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

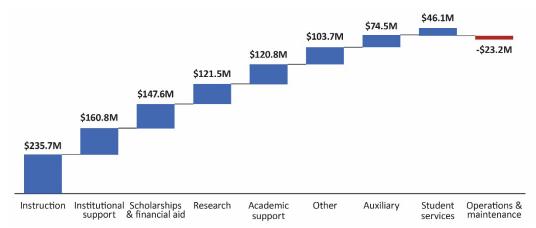
Institutions rely on tuition and fee revenue and state general fund appropriations to operate. Collectively, in FY23, institutions received approximately \$3 billion in tuition and fee revenue and more than \$2 billion in state general funds. In FY23, the 15 institutions enrolled about 223,000 students.

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%) | UVAW (+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.

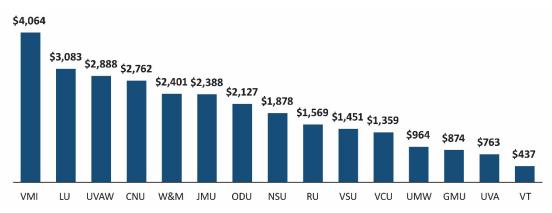
Higher education landscape will necessitate continued attention to efficiency and student costs at most institutions

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).

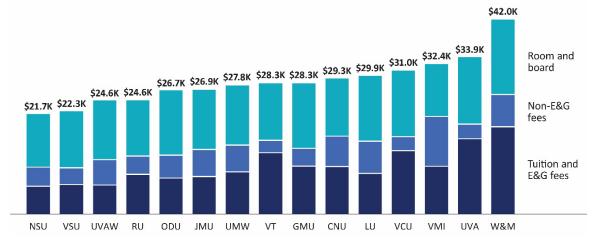


FIGURE 1-1 Total cost of attendance and composition of charges vary by institution

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.

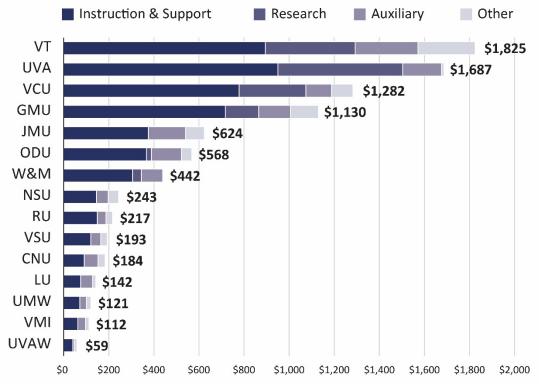


FIGURE 1-2 Total spending varies substantially by institution (FY23)

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.

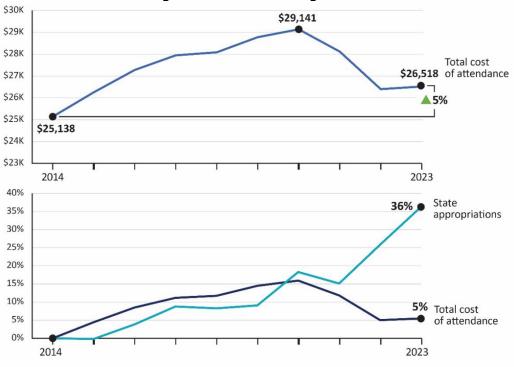


FIGURE 2-1 Total cost of attendance growth has slowed as general funds have increased

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.

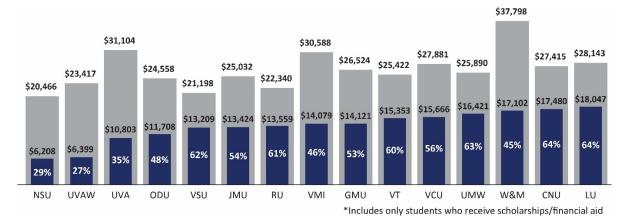
The average net price actually paid by students receiving aid across Virginia's 15 public four-year institutions is 47 percent less than the published total cost of attendance (sidebar). This is a substantial reduction (\$12,500) that comes from several financial aid sources. (Virginia institutions used 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).

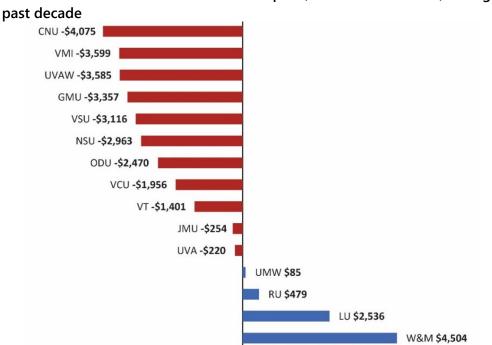


FIGURE 2-3 Most institutions have reduced their net price, relative to inflation, during the

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.

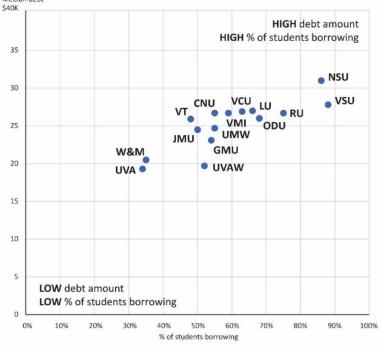
Students who do not complete their degree can also have substantial amounts of debt not captured in state or national measures of indebtedness. According to SCHEV data, about one-quarter of students who enroll in Virginia public institutions did not ultimately complete a degree in six years (sidebar). 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

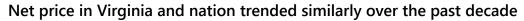
Virginia's public four-year institutions have, on average, historically charged more than public institutions in other states (sidebar). The generally strong reputation of the state's institutions leads to a perception of "high cost, but high quality."

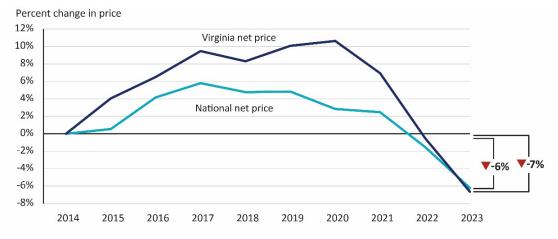
Despite the declines in published price and net price noted previously, Virginia's institutions still charged more, on average, than public four-year institutions in other states in 2022–23. For example, compared to the national average:

- 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).

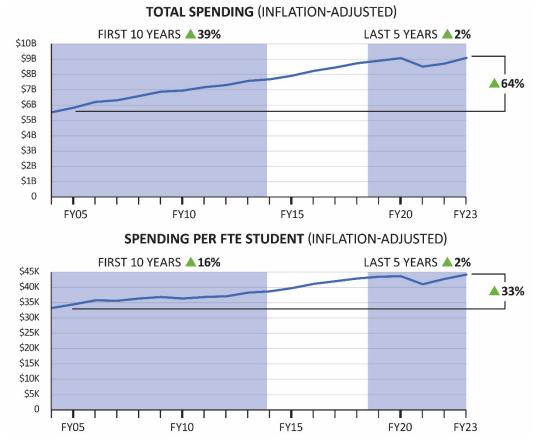


FIGURE 3-1 Institutional spending growth has moderated during the last 5 years

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.

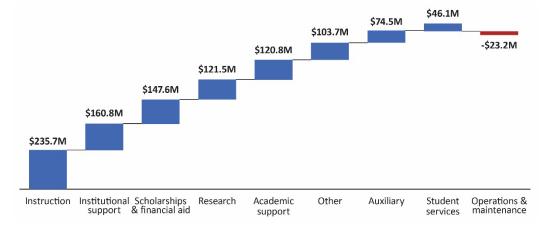
While research may not directly benefit all undergraduate students, it has academic and In FY23, about one-third economic benefits. Growth in spending on research directly funded by the institution ("institutional research") was concentrated at four large research institutions and was the fourth largest 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.

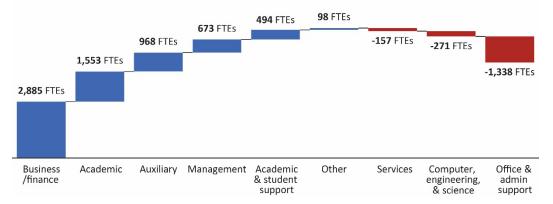


FIGURE 3-3 Majority of staffing growth occurred in business and finance from FY14 to FY23

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%) | UVAW (+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.

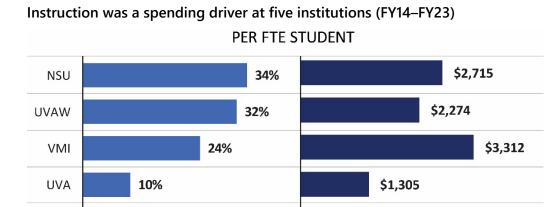
Instruction was a spending driver at five institutions

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.

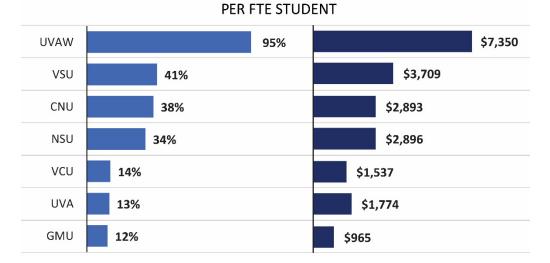


FIGURE 5-4 Non-instructional spending increased at seven institutions (FY14–FY23)

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.

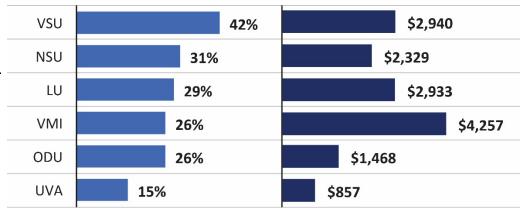
Non-personnel spending was the primary cause of spending growth in non-instructional functions at Virginia State and UVA-Wise. Virginia State cited enhancing IT systems and acquiring technology as examples of increased non-instructional spending. UVA-Wise offered examples such as additional investments 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.

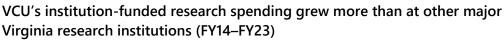
This push has resulted in VCU's institution-funded research spending growing about four times faster than its externally funded research over the past decade. VCU's institution-funded research grew \$125 million from FY13 to FY22, while externally funded research grew \$32 million (adjusted for inflation)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

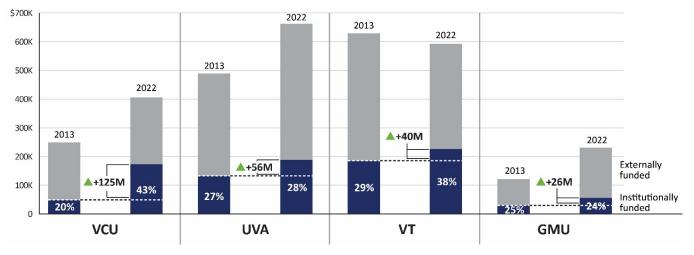
This increase in institution-funded research at VCU resulted in the most growth by far per student compared with other Virginia research institutions, after adjusting for inflation:

- 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

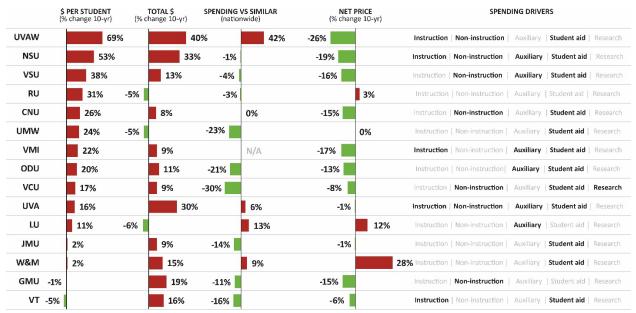
The changing higher education landscape will require efforts by all but the most selective institutions to maximize efficiency, manage spending, and maintain affordability. The companion JLARC report to this review, *Higher Education Institutional Viability*, emphasizes that the higher education landscape 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*.

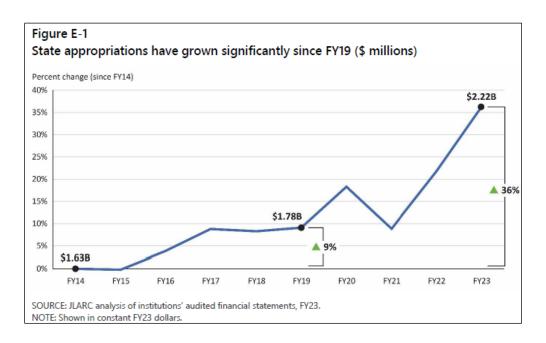
Virginia's higher education institutions stand among the world's best, reflecting a profound commitment to academic excellence and innovation. Governor Youngkin has further enhanced this reputation through historic investments in our public colleges and universities, fostering vibrant learning environments 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)¹;
- 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.



¹ 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,

¹Donna 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

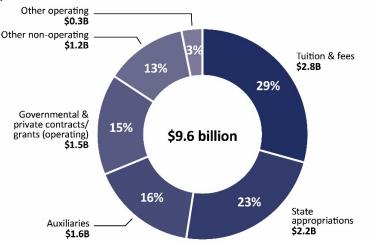
Institutional revenue comes from a mix of federal and state funds, as well as from charges to students. The primary categories include:

- **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.

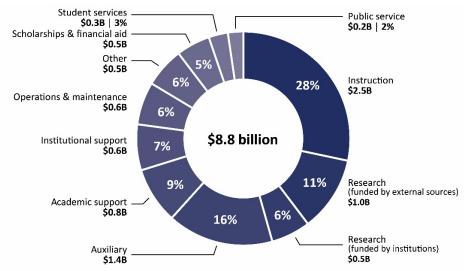


FIGURE D-2 Virginia higher education institutions spent \$8.8 billion in FY23

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:

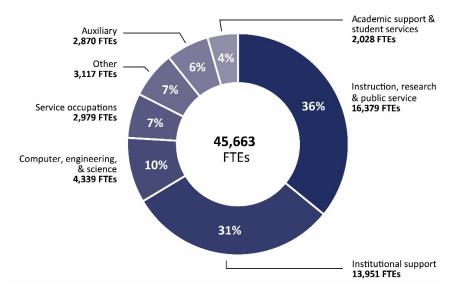
- academic staff, which include instructional, research, and public services staff;
- **institutional support staff**, which include management and institutional leadership, business and finance occupations, and office and administrative support;
- **computer, engineering, and science staff**, which 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.



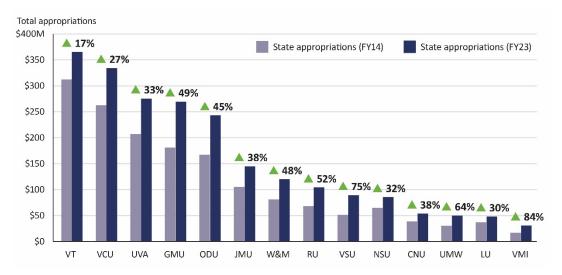
Figure E-1 State appropriations have grown significantly since FY19 (\$ millions)

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)



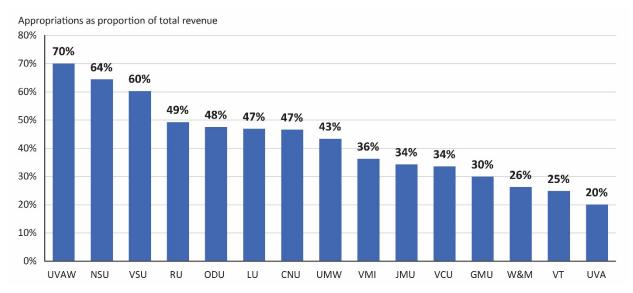
SOURCE: JLARC analysis of institutions' audited financial statements, FY23.

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.

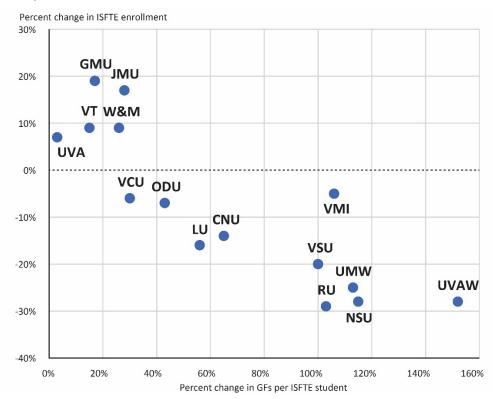
In addition, the base plus approach also lacks objectivity. Annual funding changes for institutions may reflect an institution's ability to advocate for its needs, rather than actual funding needs at an institution.

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

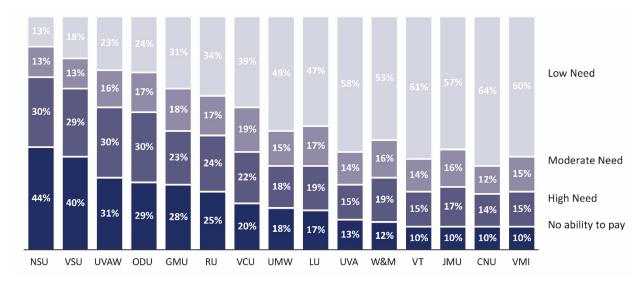
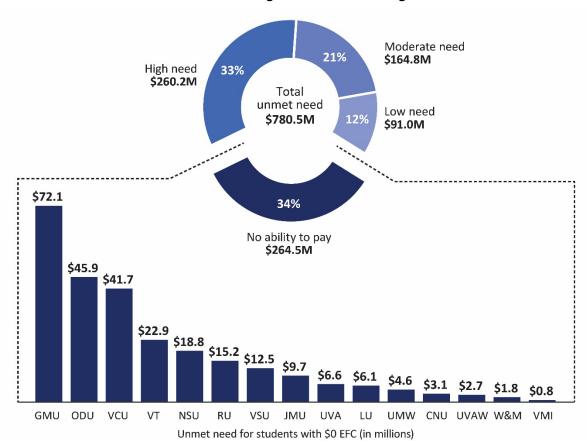


Figure F-1 The two HBCUs have the highest proportion of students with no ability to pay or high need

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 th percentile | Median | 75 th 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: ^a 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 ^a | 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: ^a 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 | 18.2 * | | |

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. *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 | 1 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 ⁻ |
| 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).

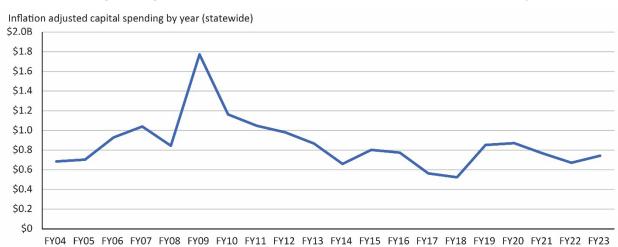
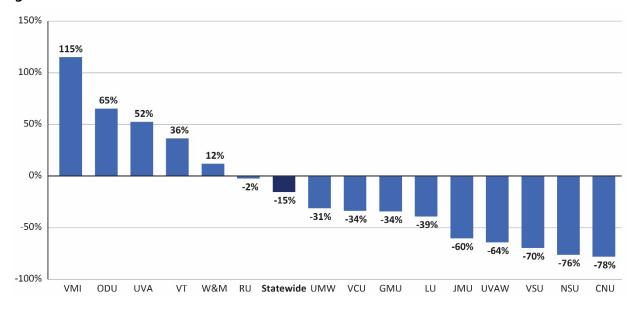


FIGURE I-1 Capital spending at Virginia institutions peaked in FY09 then remained relatively flat

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.

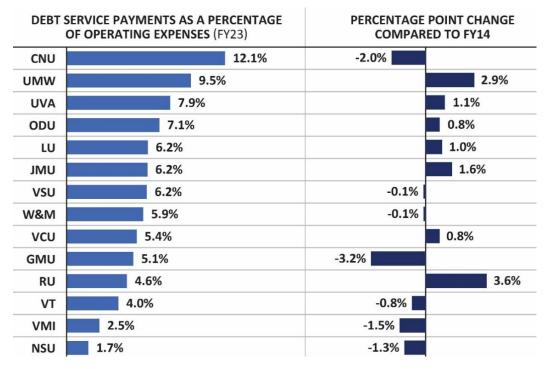
- the percentage of total operating costs that comprises payments for debt service, which is an indicator of the scale of debt service payment relative to overall spending by the institution, and
- the cost of institutional debt service standardized on a per FTE student basis.

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.

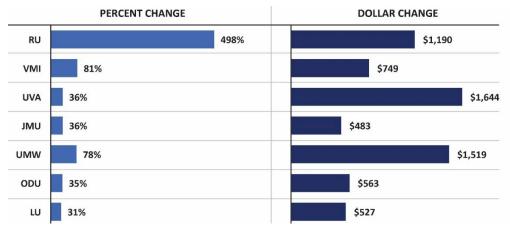


FIGURE I-4 Debt service was a spending driver at seven institutions (FY14–FY23)

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

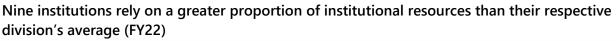
Students attending Virginia's public, four-year institutions pay directly for intercollegiate athletics through a portion of non-E&G fees, with athletics comprising the largest proportion—a 40 percent average—of non-E&G fees. The total annual fee averaged \$4,768 across Virginia's 15 public four-year

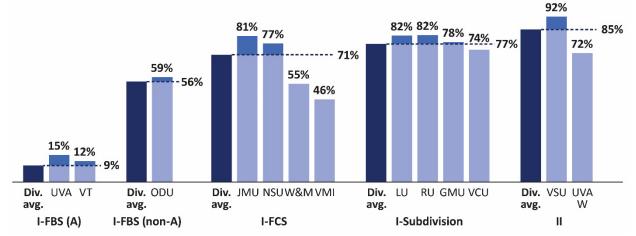
institutions in academic year 2021–22. Most institutions also provide additional institutional support —paid for by institutional funds from sources other than student fees—to pay for a portion of intercollegiate athletics, which contributes to overall institutional spending.

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

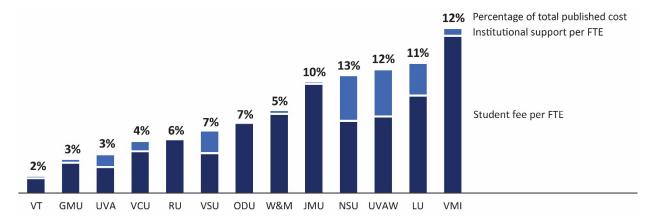




SOURCE: JLARC analysis of institutions' intercollegiate athletics financial statements and NCAA finance database. NOTE: Only includes D-I and D-II (football) institutions. The parentheticals '(A)' and '(non-A)' denote institutions competing in the I-FBS autonomy and I-FBS non-autonomy. JMU moved to the 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 rd 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 | Since 2021, the university's health sciences program has: Leveraged faculty startup packages with major equipment purchases; leveraging equipment purchases to generate service agreement savings; Leveraged VT expertise through buy-outs for technical support of its core facilities; Contracted support services at health-care partners to secure expertise, guarantee response time and coverage while saving FTEs; Reduced costs in advancement fund raising efforts. | | \$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 | Since 2021 Student Affairs has 1. Centralized available salary/benefits if/when hiring under available budget. Funding is used to adjust positions across division when needed because of position changes, compression, & parity. Regularly reviewed positions and redistributing to serve essential needs (4 in FY24). Used single fiscal tech position in CMSS to serve three units, freeing up position in Student Accountability. Used vacated positions in Student Life to provide new position in Advancement and Student Accountability. | \$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: |
| | 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. |
| | 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. |
| VCU | 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. |
| | 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. |
| | 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 |
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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. |

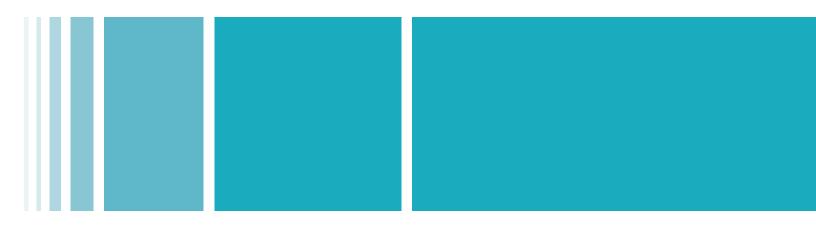
SOURCE: JLARC Cost Efficiency Information Collection Instrument (2024).

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 |
| | student and professional staff housing (approximately 40 beds): 502 Tyler Ave, Cummins Corp Apartment, and 1809 Kingsport |
| | 600 Tyler Avenue Office space - 3,924 square-foot offices relocated to vacant space on main campus |
| | 1015 Calhoun Student housing - 21,538 square feet – beds removed from university inventory |
| | • 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: |
|-----------------|---|
| | 611 Jefferson - St Student housing - 14 beds |
| | Greenhill Apartments - Student housing - 272 beds - leased as temporary housing during COVID |
| | Lawrence Street - Student housing - 32 beds – leased as temporary housing during COVID |
| | 1106 Calhoun Street - Student housing 24 beds – leased as temporary housing during COVID |
| | Downey Street - Student housing 54 beds – leased as temporary housing during COVID |
| | Clement Street - Student housing 72 beds leased as temporary housing during COVID |
| | 506 Fairfax Street - Student housing 12 beds leased as temporary housing during COVID |
| | 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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