AGENDA ITEM SUMMARY

NAME: Finance and Facilities Com	DATE: November 16, 2022	
TITLE: FY2024-2025 Biennial Budg	et Request (Second Reading)	
☐ Proposed New Policy / Amendment to Existing Policy	□ Approvals Required by Policy	☐ Other Approvals
\square Monitoring/Compliance	☐ Information	

PRESENTERS

Bill Maki, Vice Chancellor for Finance and Facilities
Satasha Green-Stephen, Senior Vice Chancellor for Academic and Student Affairs
Larry Lundblad, Executive Director for Workforce and Economic Development
Edward Inch, President, Minnesota State University, Mankato
Joe Mulford, President, Pine Technical & Community College
Steve Ernest, System Director, Financial Planning & Analysis

PURPOSE

Every two years the Board of Trustees submits its biennial operating budget request to the governor and the state legislature for their review and consideration. Board Policy 5.9, Biennial and Annual Operating Budget Planning and Approval, requires the Board of Trustees to approve the system's biennial request. This is the second reading of the request for the FY2024-FY2025 biennium.

CONTEXT AND HISTORY

Minnesota State is the nation's third largest system of colleges and universities, with 54 campuses in 47 communities across the state. Roughly 300,000 students are provided credit and non-credit education each year. Approximately 63 percent of all Minnesota residents pursuing an undergraduate credential do so at a Minnesota State college or university. The seven universities and 26 colleges offer over 4,000 academic programs and provide the bulk of the state's health care workers, peace officers, teachers, welders, plumbers, etc., by awarding over 36,000 degrees, certificates, and diplomas each year. Fourteen thousand faculty and staff across the state account for over a third of all State of Minnesota employees, and actively partner with local business and industry to provide educational opportunities that fit the community, including almost 10,000 customized training, occupational, and professional classes.

State appropriation is one of two primary sources of funding for our colleges and universities, the other main source being tuition. At the system level, the relationship between tuition and appropriation was nearly a 1/3 tuition and 2/3 appropriation split in fiscal year 2002, which is the goal set by the legislature in Minnesota Statute. In recent years, the relationship has generally been around 50 percent tuition and 50 percent appropriation. Currently, the relationship is roughly 47 percent tuition to 53 percent state appropriation. The mix of tuition and appropriation differs at individual colleges and universities, with colleges generally more reliant on state appropriation and universities generally more reliant on tuition revenues. Appropriation percentages of total funding have decreased as the higher education portion of the overall state budget has decreased. When Minnesota State was created in 1995, higher education's share (including the University of Minnesota and the Office of Higher Education with the state grant program) totaled over 12 percent of the state's general fund budget. Since 1995, higher education's share has been cut nearly in half (to 6.5 percent) due to competing priorities such as health and human services and E-12 education.

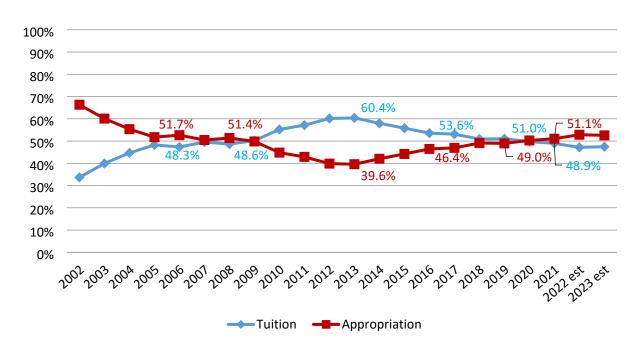


Chart 1: Appropriation and Tuition Relationship

Tuition revenues have also experienced downward trends as system enrollment has decreased over many years. Fiscal year 2011 was the apex in the system's enrollment of 157,903 full-year equivalent (FYE) credit students. Since that peak, the system has over 53,000 (34 percent) fewer FYE in fiscal year 2023 budgets compared to fiscal year 2011. This decline has negatively affected the tuition revenue at our colleges and universities.

Further complicating the relationship between appropriation and tuition have been legislative limitations and freezes on tuition rate increases. While appropriation amounts have received increases over the years, those increases have not always offset tuition rate limitations that have been included in legislation since fiscal year 2014. For institutions that rely more on tuition or have historically low tuition rates, these limitations make financial planning more difficult.

Comparing the amounts the system has requested for campus operations and strategic initiatives to the amounts ultimately allocated, the average success is around 13.5 percent of the requested amounts. Most recently, for the FY2022-FY2023 biennium, the amount requested totaled \$120 million (\$75 million for campus support; \$45 million for equity and affordability), and the amount appropriated totaled \$56.4 million. For FY2020-FY2021, \$246 million was requested and \$80.3 million was appropriated. For FY2018-FY2019, \$178 million was requested and \$106.2 million was appropriated.

BIENNIAL BUDGET DEVELOPMENT PROCESS

During the month of September 2022, the Chancellor, Board of Trustees Chair, and the Chairs of the Academic and Student Affairs, Audit, and Finance Committees participated in a series of listening sessions held across the state. A total of twelve listening sessions were held on campuses of the Minnesota State system.

More than 550 students, faculty, staff, business and community leaders, including 14 legislators, attended the listening sessions. Participants provided valuable insights and specific ideas for the biennial budget request.

At the October board meeting, the Finance & Facilities Committee heard how the information collected in the statewide listening sessions contributed to the development of a \$350 million biennial budget request focusing in the areas of Student Support, Minnesota State Stabilization, and Workforce & Economic Development.

Following the Board meeting, consultation continued on campuses, including budget-specific conversations with the statewide college and university student associations and statewide bargaining units. This consultation was supported by local campus discussions, including conversations with students, faculty, staff, and campus leadership. Informed by consultation sessions and campus discussions, the Presidents reviewed and provided feedback on programmatic aspects of the proposed biennial request.

Feedback strongly supported a large request along with the three components: Student needs, inflationary funding, and specific workforce needs. Some of the key themes included the following.

- The request may not be large enough to cover inflationary costs and provide competitive compensation.
- Increases in system base funding are crucial to ensure that institutions can address
 pressures in ongoing costs and maintain strength in classroom and non-classroom
 resources that students and communities rely on. The word "stabilization" may not
 fully capture the significance of this need.
- Financial support for students, including scholarships, higher student worker wages, and an efficient, sufficiently funded emergency grant system are necessary for students to be able to afford higher education.
- Student services are essential to student success and completion.

LEGISLATIVE BIENNIAL OPERATING BUDGET REQUEST

The proposed FY2024-FY2025 legislative operating budget request focuses on protecting Minnesota State's commitment to inclusive excellence and ensuring all Minnesotans receive an extraordinary, affordable, accessible education and provide our businesses the workforce they need. The proposed request totals \$350 million in additional funding over the biennium, with \$140 million in FY2024 and \$210 million in FY2025. The request includes \$125 million over the biennium for student support investments, \$125 million over the biennium for Minnesota State stabilization, and \$100 million over the biennium for workforce and economic development investments. Table 1 provides a summary of the components of the request by year.

Table 1: Proposed FY2024-25 Biennial Budget Request

Proposed 2024-25 Biennial Budget Request	FY2024	FY2025	Biennium
Student Support	\$50	\$75	\$125
Minnesota State Stabilization	\$40	\$85	\$125
Workforce & Economic Development	\$50	\$50	\$100
Total	\$140	\$210	\$350
		(dollars in	millions)

The request is designed to support students, strengthen communities through workforce and economic development, and provide the system resources necessary to maintain programs and services to support the success of the first two areas.

STUDENT SUPPORT

In this area we will focus on access, student success, and equitable educational outcomes. Many of our students have challenges outside the classroom that can be barriers to completion even if they are progressing in the classroom. We need to ensure that all Minnesotans accomplish their educational goals no matter their background or socioeconomic status.

This request focuses on four priority areas to support students:

- (1) Freezing tuition and reducing cost of attendance (\$77 million)
- (2) Expanding student support services (\$26 million)
- (3) Transfer scholarships (\$12 million)
- (4) Emergency grants (\$10 million)

Tuition Freeze and Cost of Attendance Reductions (\$77 million)

This request will allow colleges and universities to freeze tuition rates where they currently are. Freezing tuition costs provides an across-the-board cost reduction to students by replacing the revenue that would have come from normal tuition rate changes with state appropriation dollars. According to provisions of the FY2022-FY2023 biennial appropriation law, the assumption is that tuition rates would increase by 3.5 percent without this funding.

Also included in this proposal is funding to reduce students' total cost of attendance by seeking out and expanding free offerings for a wide range of course materials and resources. Additional open educational resources (OERs) will be provided or developed for high-demand fields of study, transfer pathways, and gaps in the existing marketplace. Extending OERs to Z-degrees, degrees that have zero costs for textbooks, will be expanded.

Expanded Student Support Services (\$26 million)

One broad need expressed by students is for support in figuring out how they can fit their educational goals within the broader complexities of their lives. Students do not just come to our campuses right after finishing high school, but at many different ages, different points in their personal and professional lives, with different family needs, with different financial needs, with different emotional and mental health needs. Student support services help students plan how their educational efforts will fit into their other life activities, coordinate educational concerns with other concerns, navigate requirements, take advantage of opportunities, and manage complex activities made more difficult by a student's personal challenges. This initiative will provide funding directly to campuses for services such as student advisors, social workers, basic needs coordinators, community resource connectors, and mental health support staff. Each college or university will have different specific needs based on the makeup of its student body and existing staffing and programming. Each campus will have the flexibility to apply these funds as needed.

Electronic connections for peer support and professional clinical support for mental health will be enhanced. These electronic platforms will be available online, via phone and text, 24 hours a day, seven days a week. They are customized for each college and university to include campus-specific information, including crisis response as well as referrals to campus-based and community-based mental health providers and resources, supplemental clinical therapy resources, and telepsychiatry. Support will be personalized to support the needs of each individual student, with heightened focus on inclusive and culturally relevant practices. Data reporting from the platform, including trend data, will be available for each institution to use to help improve local conditions.

Mental Health Education and Training is another component of this request. Experiential education and training opportunities will be provided, focusing on mental health and wellbeing, including mental health first aid and other evidence-based training. Training will be available to students, faculty, and staff, designed to increase understanding of mental health concerns, health and wellness support resources, and techniques for promoting positive mental health and wellbeing. Experiential training components will include bystander intervention training.

Access to the Basic Needs Resource Hub will be expanded and sustained. This hub has been established through a partnership with United Way 211 to provide students with access to basic needs resources on their campus and in their community, available via text and phone 24 hours a day and 7 days a week. The system became available on August 22, 2022, as classes began on our campuses this fall, and within the first two weeks received 50-75 calls. Basic needs resources may assist with challenges in areas such as housing and food insecurity, child and family care, transportation, and access to technology.

All of the above activities will continue to be coordinated at the system-wide level, facilitating use of the various assessment tools, assuring the data is being used to improve programs and address local needs in the best way possible, and promote additional related collaboration to continue to improve value to students and efficiency at the same time.

Transfer scholarships (\$12 million)

Transfer scholarships help students continue towards completion of their educational goals when they might otherwise have to cut their education shorter than they wanted or at least delay it, often making eventual completion more difficult. Annually, over 5,000 students have transferred from a system college to a system university in recent years. Two different transfer scholarship options will be offered to support students transferring from a Minnesota State college to a Minnesota State university. Both options would be a last dollar scholarship program meaning they would be in addition to all other financial aid without reducing eligibility from other sources. Awards will start at the college attended and finish at the university attended.

The Transfer Pathways option targets students who complete any one of the 26 Transfer Pathways associate degree programs at a Minnesota State college. Completion of one of these programs guarantees junior year status to students admitted to a Minnesota State university and that all 60 associate degree credits will count toward the related bachelor's degree. This saves students time and money by not losing credits or taking extra courses.

The Transfer Guarantee option targets students who complete any Associate of Arts, Associate of Science or Associate of Fine Arts degree at any Minnesota State college. Completing one of these degrees guarantees admission to every one of the seven Minnesota State universities. This also helps students to be admitted into the university program of their choice and to achieve greater success once they are in those university studies. This collaboration ensures that students can seamlessly and reliably transfer from Minnesota State colleges to Minnesota State universities and saves students money by taking advantage of the lowest tuition rates in Minnesota at Minnesota State colleges and universities.

Emergency grants (\$10 million)

Over the past several years, federal Higher Education Emergency Relief Funds (HEERF) provided a temporary source of funding for emergency grants. At least ten percent of the approximately \$300 million in HEERF student grants awarded since fiscal year 2020 were awarded as emergency grants. Beginning in fiscal year 2024, HEERF funding for emergency grants will no longer be available, but many of our students will continue to experience unexpected emergencies and need immediate access to additional financial support.

Almost of all of this requested funding would be distributed to students through our colleges and universities, but it would also provide support to improving emergency grant application processes that are administratively streamlined, easy to use, customized by each college and university, and focused on need and equity in decision making. A mobile application will be used that includes the entire application process. Access to live support functionality for students who

require assistance navigating the mobile application will also be available. Regular data reports would also be provided to institutions to indicate utilization, student needs, requested and awarded amounts, and other relevant data.

MINNESOTA STATE STABILIZATION

Our colleges and universities rely on state appropriation to cover a significant portion of their general fund operating budgets. An increase in state appropriation is needed for Minnesota State colleges and universities to continue to provide an exceptional education and ensure there are adequate programs and services to serve our students. Without increases in general fund revenues, campuses will need to reduce the breadth of academic programs and student services that are available to students at the same time that demands have increased. Past biennial appropriations have often provided a smaller increase or even a decrease in the second year of the biennium, as shown in Table 2. This structural imbalance makes it more difficult for colleges and universities to plan for the second year of the biennium.

Table 2: State Appropriation History

fiscal year	appropriation in \$millions	change from previous year
2014*	587.9	7.7%
2015*	622.1	5.8%
2016**	672.9	8.2%
2017	673.5	0.1%
2018**	731.0	8.5%
2019	721.9	-1.2%
2020	758.7	5.1%
2021	765.7	0.9%
2022	792.0	3.4%
2023	789.5	-0.3%

^{*}colleges and universities received funding for tuition freezes

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Among the side effects of the pandemic have been a resurgence of inflation due to supply and demand issues and increases in labor costs due to shifts and shortages in labor market participation. Colleges and universities reassess and reallocate spending on a continual basis to maintain focus on student success and other priorities while preserving affordability. In order to maintain academic programs and keep tuition affordable, however, additional resources are required. This portion of the request includes \$125 million, \$40 million in fiscal year 2024 and \$85 million in fiscal year 2025, to address these needs. This request will increase the state appropriation by roughly 5 percent each year to address inflationary needs. This will include an increase of over 6 percent for the amount allocated directly to colleges and universities each year, and an increase of approximately 3 percent each year for systemwide technology (including the NextGen project and the PALS library system) and system office operations.

WORKFORCE AND ECONOMIC DEVELOPMENT

The proposal includes \$100 million to address the challenges associated with current and future workforce needs for Minnesota. All \$100 million of the state funds requested will be matched one-to-one with \$100 million of non-state funds in-kind or cash. Succinct goals will be established to demonstrate the return on investment in strengthening the workforce. These strategic investments will provide Minnesota with the talent it needs for its continued economic development.

This request focuses on three priority areas:

- (1) Upgrade college and university equipment and learning environments (\$49 million)
- (2) Increase workforce development scholarships (\$25.5 million)
- (3) Develop and expand industry sector programming (\$25.5 million)

Upgrade college and university equipment and learning environments (\$49 million)

Minnesota State will enhance state-of-the art skill and applied research laboratories using interactive, hands-on, and multi-disciplinary approaches in science, technology, and career or technical programs. State-of-the-art equipment and learning environments are defined as those that are the best available because they represent the most modern techniques and technology. Minnesota is at risk of falling behind investments made by neighboring states in learning environments that attract and retain students and workers.

Solving complex problems in the modern world requires collaboration across many fields, including social, behavioral sciences, and technical fields. Colleges and universities will utilize funding to enhance stand-alone equipment, technologies or learning environments, such as: labs for applied research, data visualization spaces, and spaces for collaboration. For example, this program will permit sharing equipment across our institutions, such as highly-technical and high-powered tractors equipped with precision ag software and equipment that can be used by our agricultural programs. Shared spaces will be encouraged; for example, regionally-based simulation "hubs" for nursing and allied health programs. Simulation laboratories are an essential part of student learning that provide a foundation for critical reasoning, synthesis, and analysis of increasingly complex health care situations. Labs are complete with simulated patient care equipment and video cameras for analysis of student learning.

Technical fields may focus on artificial intelligence, automation/mechanization, and data sciences to enhance students' preparation for the future. Faculty and industry, in partnership, will enhance our capacity and support for expertise and exposure to new technologies. Whether plant or water sciences, advanced construction or energy production, Minnesota State's laboratories and equipment are where students become the scientists, engineers, technicians, makers and builders of the future.

Increase workforce development scholarships (\$25.5 million)

This request is to expand the Workforce Development Scholarship program to enhance access and to increase affordability for college and university students and to encourage enrollment in high-demand fields to meet the state's workforce needs.

The program is currently funded with \$4,500,000 annually, with a 10 percent hold-back of funds matched 1:1 with private dollars. Scholarships may be awarded in the following areas: healthcare, information technology, agriculture, transportation, manufacturing, and early childhood education. Colleges may also select an additional area based on regional workforce needs. Current funding provides approximately 2,100 scholarships each year.

Additional funding of \$25,500,000 over the biennium is requested to:

- Add three new degree fields for scholarship eligibility: construction, education, and peace officers and public safety.
- Expand eligibility to state university students for the first two years of their education either as 1st year freshman or as a transfer student in all eligible degree fields. Increase annual award amount to \$3,500 for students in university programs (college students will be eligible for \$2,500 per year in line with the current program). This difference is in recognition of the difference in tuition and fees paid at a college versus a university.
- Add select credit and non-credit certificates and short-term stackable credentials for full
 cost of instruction (up to \$1,500) and eligible credit-for-prior learning (CPL) fees.
 Completion must result in a certificate per federal Workforce Innovation and Opportunity
 Act (WIOA) guidelines.
- Funding will be provided to colleges and universities on a basis that is proportional to enrollment in the eligible programs.

This funding level will provide more than 12,000 scholarships over the biennium, helping roughly three times as many students get workforce training than the current funding does.

Develop and expand industry sector programming (\$25.5 million)

Industry sector program development will focus on high-demand occupations that are experiencing extraordinary changes in occupational skills due to technological changes in Minnesota's increasingly advanced and diverse economy. Focusing on industry partnerships, these program developments will build capacity and adequate support for new and re-designed curricular options. As a growing number of students pursue certificates or industry-recognized credentials, engaging with students over their career by addressing emerging skills, rather than solely focusing on traditional degrees, is vital to the relevance of our college and university programs.

Many of the exciting new fields of study are inherently multi-disciplinary, and often do not fit neatly into past models of 2+2 pathways. New programs or curricular changes must address education and career pathways that overlap occupations and allow students to build a resume of degrees, certificates, licenses, and other skill-based credentials. Industry research reflects that students value customization to prepare for the hybrid jobs of the future – the ability to design an education that fits an individual's unique career goals.

In addition, students take many paths into higher education, and our high school students face particular challenges in understanding advanced technology jobs and accessing career and technical education in high school. By offering more program pathways through post-secondary

enrollment options (PSEO) and concurrent enrollment, we can build a more efficient K-12 pipeline into career and technical occupations with students who are prepared for an increasingly technological job market.

With a focus on Minnesota's key industry sectors in healthcare, information technology, agribusiness/agri-science, transportation, manufacturing, engineering and energy, this request will support development of new or multi-disciplinary programs at colleges and universities. In addition, funding preference will be given to programs that include work-place experiences, such as "earn & learn"; micro-credentials; internships; or applied research.

Examples include:

- Manufacturing and cyber-physical systems credential (credit or non-credit). Cyber-physical systems integrate sensing, computation, control and networking into physical objects and infrastructure, connecting them to the Internet and to each other to protect computer-controlled manufacturing processes.
- Regenerative precision agriculture. Today's agriculture is about building soil health, water
 quality, and carbon sequestration while using precision technology to support producer
 financial viability. This sophisticated balance requires graduates who are well-trained in
 all aspects of environmental impact and efficient food production from the crop planning
 phase to the store shelf and beyond.
- The transportation industry has seen recent and rapid changes to vehicle technology in autonomous (self-driving), connected, computer controlled, and electric drive technology. This program will add non-credit and credit options for certifications to address each of these emerging technologies.
- Development of a solar photovoltaic technician certificate through a unique schedule and a customized learning environment and offered to all electrical program students in the Minnesota State system.
- To grow the nursing and allied health workforce, new pathways will be created to allow, for example, high school students to become practical nurses or a nursing student to become a college nurse educator through a streamlined pathway from an associate's to master's degree. Re-envisioning curriculum built on simulation scenarios and hands-on experiences will benefit students in their preparation for future healthcare occupations.

Minnesota State hosts eight Centers of Excellence (Northern Agriculture, Southern Agriculture Energy, Engineering, HealthForce, Information Technology, Advanced Manufacturing, and Transportation), collectively funded at \$3.9 million per year currently, which play an important role with program development to fulfill the state's goal to support a diverse workforce and that offers equitable employment outcomes for our students. Centers partner with industry, secondary schools, community, and our colleges and universities to carry out three strategies: (1) guide students to meaningfully expand their knowledge and selection of careers, (2) engage industry to create informed and up-to-date college programs, and (3) ensure college and university programs offer innovative and high-quality education and training. This request seeks funding to support two additional Centers of Excellence in: (1) Public Safety (peace officers, first responders, and firefighting) and (2) Construction/Building Trades.

Goals

The focus of this proposal is to provide the highest quality, most relevant educational experiences to prepare students for the complexity of technology-oriented workplaces and jobs. In addition, students must have access to high-value, short-term credentials that allow for immediate entry into the workforce or retraining for another job or career. Minnesota State currently reports a high rate of related employment to students' academic degree fields, so our measures will focus on increasing enrollment and credential attainment in Minnesota's high-growth employment sectors of healthcare, manufacturing, information technology, and others. Our goal positions our colleges and universities to meet employers' needs for skilled workers in career and technical education and STEM disciplines.

Career, Technical, and STEM Education

- Five percent annual increase in the number of awards in career and technical education*
- Licensure exam passing rate (increases year over year)*
- Forty percent of CTE students complete industry-recognized or micro-credential in both credit and non-credit programs
- A measure of median wage growth of CTE students (longitudinal data)*

System-level goals

- Employer satisfaction with skills of graduates or employer satisfaction with the quality of Minnesota State's instructional facilities
- Increase in student satisfaction with preparation for career opportunities and new technologies
- Increase in number of employer-sponsored educational opportunities for students, e.g., internships, applied research, earn and learn, etc.
- Increased retention and graduation in STEM (science, technology, engineering, and math) fields; diversity of STEM graduates

Non-Credit Workforce Courses

- Ten percent increase in non-credit workforce course enrollments*
- Twenty new or re-designed industry-recognized credentials offered annually
- At least ten percent of non-credit CTE students transition from non-credit to credit courses*

* These measures are part of the Voluntary Framework of Accountability (VFA), which is the first comprehensive national accountability system created by community colleges and facilitated by the American Association of Community Colleges (AACC). South Central College and Minnesota State Community and Technical College currently participate in the VFA.

Goals will also be established by assessing supply and demand in key industries and occupations. For example, potential goals for enrollment, completion, and exam rates in Nursing could include increasing enrollment by 1,400 students (a 65 percent increase) with an 80 percent graduation rate within five years. A goal for the RN licensure exam pass rate could be increasing to 86 percent (currently 82 percent).

RECOMMENDED COMMITTEE MOTION

The FY2024-FY2025 legislative request strengthens the state's commitment to inclusive excellence and ensuring our students receive an extraordinary, affordable, and accessible education. It further strengthens communities and the State or their continued economic and workforce viability. The Finance and Facilities Committee recommends that the Board of Trustees approve the FY2024-FY2025 biennial budget request in the amount of \$929,611,000 in FY2024 and \$999,611,000 in FY2025 for a total of \$1,929,222,000. This includes \$125 million for Student Support efforts, \$125 million for Minnesota State Stabilization, and \$100 million for Workforce & Economic Development efforts.

The Board of Trustees has been granted the authority in state statute to govern and operate Minnesota State. The board, after full consultation with Minnesota State constituencies, will make final budget decisions, including setting tuition rates, at the conclusion of the legislative session.

RECOMMENDED BOARD MOTION

The FY2024-FY2025 legislative request strengthens the state's commitment to inclusive excellence and ensuring our students receive an extraordinary, affordable, and accessible education. It further strengthens communities and the State or their continued economic and workforce viability. The Board of Trustees approves the FY2024-FY2025 biennial budget request in the amount of \$929,611,000 in FY2024 and \$999,611,000 in FY2025 for a total of \$1,929,222,000. This includes \$125 million for Student Support efforts, \$125 million for Minnesota State Stabilization, and \$100 million for Workforce & Economic Development efforts.

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Date Presented to the Finance Committee: 11/16/22
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Date of Implementation: 11/16/22