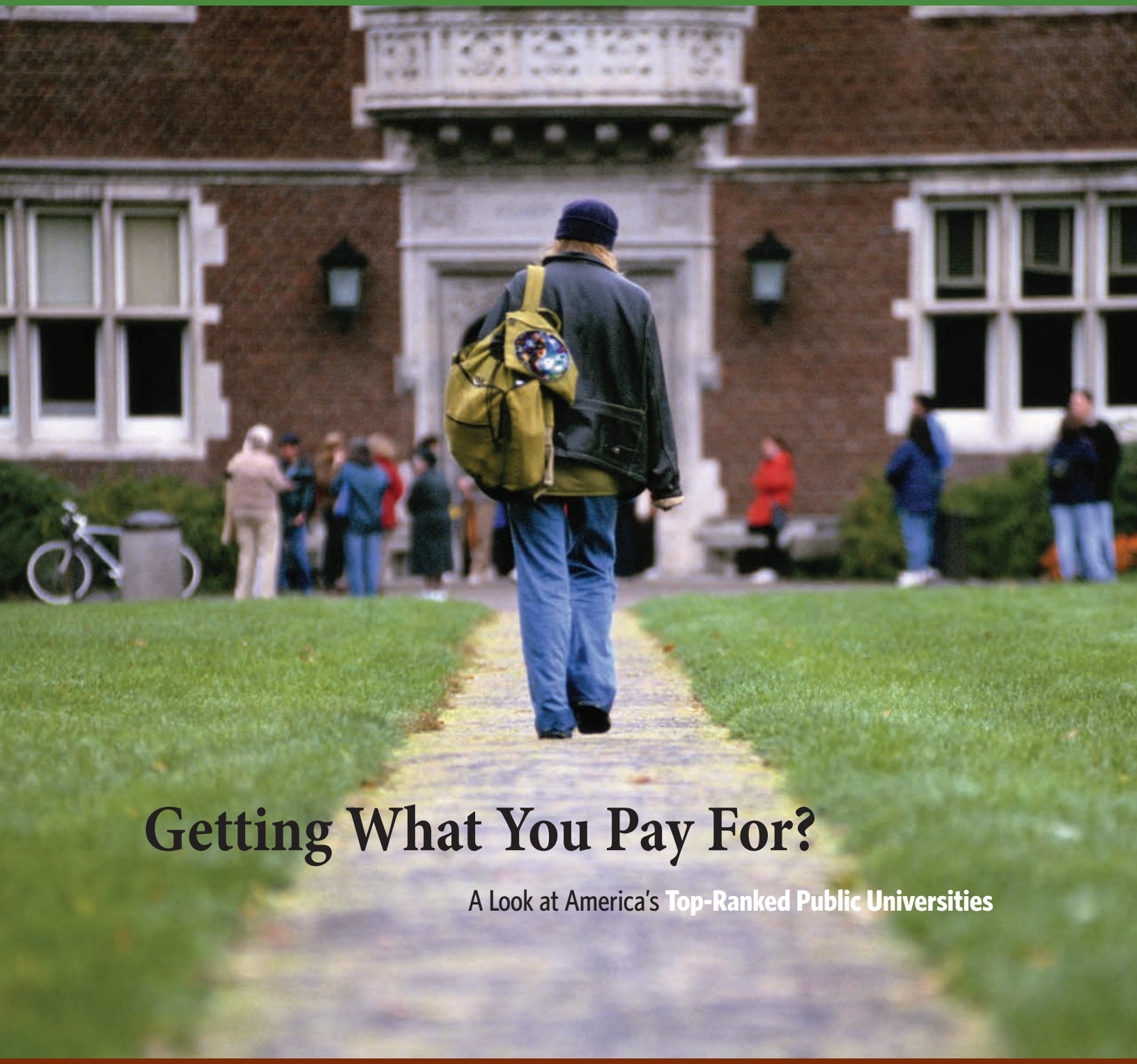

Getting What You Pay For?

A Look at America's Top-Ranked Public Universities

April 2014

AMERICAN COUNCIL OF TRUSTEES AND ALUMNI

ACTA
American Council of Trustees and Alumni

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The American Council of Trustees and Alumni is an independent, nonprofit organization committed to academic freedom, academic excellence, and accountability at America's colleges and universities. Founded in 1995, ACTA is dedicated to working with alumni, donors, trustees, and education leaders across the United States to support liberal arts education, uphold high academic standards, safeguard the free exchange of ideas on campus, and ensure that the next generation receives an intellectually rich, high-quality education at an affordable price.

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a report by the
American Council of Trustees and Alumni

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Since its founding in 1995, ACTA has counseled boards, educated the public, and published reports about such issues as good governance, historical literacy, core curricula, the free exchange of ideas, and accreditation. ACTA has previously published *Education or Reputation?: A Look at America's Top-Ranked Liberal Arts Colleges*; *Florida Rising: An Assessment of Public Universities in the Sunshine State*; *Best Laid Plans: The Unfulfilled Promise of Public Higher Education in California*; *The Diffusion of Light and Education: Meeting the Challenges of Higher Education in Virginia*; *Prepared in Mind and Resources?: A Report on Public Higher Education in South Carolina*; *Made in Maine: A State Report Card on Public Higher Education*; and *Here We Have Idaho: A State Report Card on Public Higher Education*, among other state-focused reports.

For further information, please contact:

American Council of Trustees and Alumni
1726 M Street, NW, Suite 802
Washington, DC 20036
Phone: 202-467-6787 • Fax: 202-467-6784
GoACTA.org • info@goacta.org

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> Every university community should embrace the shared responsibility to reexamine current practices and expenditures with a determination to keep its tuition and fees within the reach of every qualified student. We should all remind ourselves every day that the dollars we are privileged to spend come, for the most part, from either a family or a taxpayer.

– Mitch Daniels, president, Purdue University
January 18, 2013

Overview

America's great public universities were founded with the highest expectations of academic excellence and service to their states. For Thomas Jefferson and his fellow commissioners of the new University of Virginia, the purpose of the university was, among other public benefits, "To develop the reasoning faculties of our youth, enlarge their minds, cultivate their morals, and instill into them the precepts of virtue and order; to enlighten them with mathematical and physical sciences, which advance the arts, and administer to the health, the subsistence, and comforts of human life; and, generally, to form them to habits of reflection and correct action, rendering them examples of virtue to others, and of happiness within themselves." The Texas Constitution of 1876 sought to: ". . . establish, organize and provide for the maintenance, support and direction of a university of the first class, to be located by a vote of the people of this State, and styled 'The University of Texas,' for the promotion of literature, and the arts and sciences, including an agricultural and mechanical department." The mission and vision statements of the University of Illinois hold, "The University of Illinois is among the preeminent public universities of the nation and strives constantly to sustain and enhance its quality in teaching, research, public service and economic development. . . . The University of Illinois will transform lives and serve society by educating, creating knowledge and putting knowledge to work on a large scale and with excellence."[1]

These are indeed the goals that the American public should expect from its leading public institutions. How well have these institutions held on to these important principles? Unfortunately, when we move from rhetoric to data, the reality is deeply troubling.

Overall, these institutions, often called the "flagship universities," do a poor job of ensuring that undergraduate students engage in an intellectually vibrant campus culture and leave with a solid foundation of common skills and knowledge.

Overall, these institutions, often called the "flagship universities," do a poor job of ensuring that undergraduate students engage in an intellectually vibrant campus culture and leave with a solid foundation of common skills and knowledge. Of seven key subject areas: **Composition, Literature, intermediate-level Foreign Language, U.S. Government or History, Economics, Mathematics, and Natural or Physical Science**, 17 universities require two or less, and another 21 require only three of these crucial subjects. While almost two-thirds of these leading universities have at some point used a nationally-normed assessment of student progress in core collegiate skills, only one in four has taken the added step of making the results publicly available. Most of these prestigious institutions participate in the National Survey of Student Engagement (NSSE), but at those institutions

that report frequency data concerning time-on-task, nearly half of the seniors do not complete a single extended, comprehensive writing assignment during the entirety of their senior year. On average, 34% of the seniors at research universities spend ten hours or less each week studying or doing homework, a figure corroborated by school-specific findings detailed in this report. Overall, throughout American higher education, over one-third of first-year students report spending more hours each week under the influence of alcohol than in preparing for class. In this study, for example, the University of Vermont and the University of California–Santa Cruz report 13.0 and 18.7 substance abuse-related incidents per 100 students, respectively. Finally, the free exchange of ideas, which is the lifeblood of academic excellence, is under threat at almost all of America's flagship public institutions. The Foundation for Individual Rights in Education has given 21 of the universities "red light" warnings for substantial restrictions of free speech, and another 27 have received "yellow light" warnings for restrictions that jeopardize free expression.[2]

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Not all schools have succumbed to the disturbing academic trends our report documents, making it clear that America's great public universities can do better. The University of Georgia, for example, stands out among its peers with an "A" rating for its general education requirements. In addition to maintaining a strong core curriculum, with robust requirements for American history and government, the University of Texas was an early pioneer in the use of nationally-normed assessment of student growth in core collegiate skills.[3]

Cost is also a major issue. Between 1983 and the present, the "sticker price" of tuition and required fees at a public four-year university has risen 231% after adjusting for inflation. In the period 2008-13 alone, inflation-adjusted tuition and required fees at four-year public colleges increased 27%. In the most recent five-year period for which data are available (2007-12), the flagship institutions discussed in this report saw an average increase of 31% after adjusting for inflation. Students are the victims of these runaway prices, especially those from middle-class homes who do not qualify for major amounts of financial aid and are often forced to take on a crushing burden of student loans. Exacerbating the effects of rising tuition and fees is the low percentage of students who graduate from four-year universities on time—that is, in four years, rather than five, six, or more. At the 52 leading public institutions in this study, the average four-year graduation rate was 53.6%. This means, of course, lost opportunity costs and extra semesters of tuition bills.[4]

The United States outspends every other nation per pupil on higher education, spending nearly twice the average of other nations in the Organisation for Economic Co-operation and Development (OECD). Yet, its graduation rates are below the OECD average. The costs borne by students are heavy. Contrary to a myth widely disseminated by higher education leaders, educational debt is only "good debt" for the colleges and universities that benefit from the tuition dollars that students have borrowed. Millions of Americans carry student debt well into middle age, causing them to delay home purchase and often marriage and family. The societal consequences are severe.[5]

For too long, many higher education leaders have blamed state funding cuts, and state funding cuts alone, for the steep and steady upward trend in tuition. This report will look at some other culprits: broken faculty reward systems that push teaching responsibilities ever downward, runaway executive salaries and administrative bloat, and the campus building boom that continues to add underutilized physical facilities. This report will call on campus administration to follow the example Frank Brogan set as chancellor of the State University System of Florida, when he articulated in the midst of serious state budget reductions:

> During this period of fiscal constraint, we must continue to maximize the effective and efficient use of our resources and work with our partners in the Legislature to achieve the proper balance of revenue derived from appropriation and from tuition. We must also remain keenly aware that the economic pressures our students face are as real as the economic challenges our universities and the Legislature are experiencing.[6]

University of Georgia president Jere W. Morehead similarly observed: "We must never forget that our tuition and fees constitute a lot of money to students and families striving to realize the dream of achieving a UGA education. Keeping that dream available for as many as possible should be a priority for all of us."[7]

Some universities have clearly resisted the trend to offset decreases in state funding with increases in tuition and fees. The University of Maryland has aggressively pursued cost-cutting measures, including a 10% system-wide increase in teaching productivity. And it shows: the in-state tuition has risen only 0.9% in the past five years. Both Florida State University and the University of Florida have had to deal with quite substantial reductions in state funding. In 2008-09, the state contributed 68% of the funding for each full-time equivalent student in the state system, while in 2011-12 that contribution dropped to 55% and fell to 47% in 2012-13.

In specific terms, this means that between 2008-09 and 2012-13 per-student state funding at Florida State dropped from $8,975 to $5,033, and from $8,264 to $5,644 at the University of Florida. These institutions did increase their historically low tuitions ($4,566 and $4,373 in 2009), but they did not simply substitute tuition dollars for lost state funds. They made do with less, and at the same time increased their graduation rates and rose in the national rankings for research and development expenditures. The State University System of Florida now tracks and publishes data on "excess credit hours": universities are held accountable for the percentages of students who take more than 120 semester hours to complete their degrees.[8]

"While figures for the flagship institutions were more positive, the data over all put public colleges on a path to economic oblivion."

Chronicle of Higher Education, August 2013

Public higher education, including the most prestigious public universities, will need to make hard and judicious choices about priorities, and do it soon. Most of the top public universities have allowed runaway increases in athletic spending, often billed back to the students as mandatory student athletic fees or drawing resources away from other institutional needs. Many severely underutilize existing classroom space, yet keep on building new buildings. Few have followed the University of Maryland's example and changed faculty expectations to encourage more and better teaching.

As recently as the summer of 2013, there was more bad news from the financial sector. Moody's prediction for public universities was dour: "The developing trend of expense growth outpacing revenue growth is unsustainable." The *Chronicle of Higher Education* summarized: "While figures for the flagship institutions were more positive, the data over all put public colleges on a path to economic oblivion." These are serious warnings, and business visionary Clayton Christensen has predicted, "Fifteen years from now more than half of the universities will be in bankruptcy, including the state schools."[9]

The data in this report suggest that for many schools, there is no time to lose. And, most important, students, their families, and taxpayers deserve a better, more cost-effective education. The institutions we evaluate in this report are listed below.

Auburn University
Clemson University
College of William & Mary
Colorado School of Mines
Florida State University
Georgia Institute of Technology
Indiana University
Iowa State University
Miami University
Michigan State University
North Carolina State University
Ohio State University
Pennsylvania State University
Purdue University
Rutgers University
SUNY–Stony Brook University
SUNY–Binghamton University
SUNY–College of Environmental Science & Forestry
Texas A&M University
University of Alabama
University of Tennessee
University of Texas
University of California–Berkeley
University of California–Davis
University of California–Irvine
University of California–Los Angeles
University of California–San Diego
University of California–Santa Barbara
University of California–Santa Cruz
University of Colorado
University of Connecticut
University of Delaware
University of Florida
University of Georgia
University of Illinois
University of Iowa
University of Kansas
University of Maryland
University of Massachusetts
University of Michigan
University of Minnesota
University of Missouri
University of Nebraska
University of New Hampshire
University of North Carolina
University of Oklahoma
University of Pittsburgh
University of Vermont
University of Virginia
University of Washington
University of Wisconsin
Virginia Polytechnic Institute

General Education

> It cannot be assumed that students at any age will always select the subjects that constitute education. If we permit them to avoid them, we cannot confer upon them insignia which certify to the public that they are in our opinion educated. In any field the permanent studies on which the whole development of the subject rests must be mastered if the student is to be educated.

– Robert Maynard Hutchins, president (1929-1945) and chancellor (1945-1951) of the University of Chicago

1. What are students learning?

Around the nation, a consensus is building that college students must acquire certain core skills and knowledge to be ready for the responsibilities of citizenship and for the challenges of today's dynamic, ever-changing workplace. In August 2011, the GfK Roper group administered a national survey: 70% of the public responded that colleges and universities should require all students to take basic classes in core subjects such as writing, math, science, economics, U.S. history, and foreign language. The strongest support for the core curriculum (80%) came from respondents age 25-34—those who have recently transitioned from college into today's demanding workplace.[10]

Evidence is mounting that overall colleges must do a better job of ensuring that graduates have the basic collegiate skills and knowledge that employers expect. Demands from the public, the press, and policymakers for better results are increasing—rapidly, too.

The *National Adult Literacy Survey* and the *National Assessment of Adult Literacy*, conducted by the U.S. Department of Education in 1992 and 2003, revealed that most college graduates fall below proficiency in verbal and quantitative literacy. They cannot reliably answer questions that require the comparison of viewpoints in two different editorials, or compute the cost per ounce of food items. These shocking findings were confirmed in 2006 with an analysis conducted by the prestigious American Institutes for Research.[11]

A recent cover story for *TIME* magazine entitled "What Colleges Will Teach in 2025" investigated the role of a liberal arts core curriculum in higher education. Drawing upon the work of the American Council of Trustees and Alumni, *TIME* reported that slightly over half of the recent college graduates surveyed knew that the U.S. Constitution establishes the separation of powers, while 62% failed to identify the correct term lengths for members of Congress.[12]

Drawing upon the work of the American Council of Trustees and Alumni, *TIME* reported that slightly over half of the recent college graduates surveyed knew that the U.S. Constitution establishes the separation of powers, while 62% failed to identify the correct term lengths for members of Congress.

That article also cited the 2011 study *Academically Adrift: Limited Learning on College Campuses*, by professor Richard Arum of New York University and professor Josipa Roksa of the University of Virginia. Working with the Social Science Research Council, these distinguished sociologists examined Collegiate Learning Assessment scores from over 2,300 college students at 24 accredited institutions, from private liberal arts colleges to large research institutions. Their findings have rattled the nation: 45% of the students showed no significant intellectual gains after

the first two years of college, and 36% showed no improvement after four years. The study showed that "high- and low-performing students can be found at each institution and within each level of selectivity."[13]

Most recently, the Organisation for Economic Co-operation and Development compared the literacy levels of adults in developed nations. The United States did not fare well. What is particularly distressing—and damning—is that the United States leads the world in per pupil expenditure in higher education, but the average literacy of its college graduates, at best, hovers near the average of peers in other nations.

The economic reality of the 21st century is that the skills, knowledge, and intellectual agility that come from a solid general education are more valuable than ever: the Bureau of Labor Statistics reports that workers will hold an average of 11 different jobs between the ages of 18 and 46 alone. A significant number of graduates will find their careers taking them in directions they had not planned and far away from the subject they chose to major in when they enrolled in college. An education for the modern marketplace must be a preparation for challenge and change.[14]

This is a lesson that has not been lost on the leaders of business and industry. In a 2013 survey of over 300 employers, 93% of the executives responded that critical thinking, clear communication skills, and problem solving ability are more important to them than the undergraduate major. A majority called upon colleges to put more emphasis on writing, science, and mathematics, and over 40% called for greater emphasis on foreign language proficiency. In other words, they asked for better general education requirements. The phenomenally successful investor Charlie Munger sharply criticized contemporary higher education: "too many academic departments are too narrow, too territorial, too self-absorbed with parochial issues to focus on what they should be about, which is helping students become truly educated people."[15]

A robust collegiate core curriculum, also known as general education, ensures what employers call for, namely, a solid basis of common skills and knowledge outside of the major for all students, whatever their preparation. And requiring standard classes in foundational subjects is a far more cost-effective model than offering a large list of narrow and often esoteric courses.

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We have focused on these 52 elite public institutions of higher education because, beyond their status as research institutions, they are widely held to represent the highest standards of collegiate education. They were listed by *U.S. News & World Report* as the "Top 50" public institutions nationwide: "ties" in these rankings brought the actual number of schools to the 52 covered in our report. Students and their parents believe that those who attend these institutions benefit from the attention of outstanding teacher scholars, dedicated to preparing students for a lifetime of meaningful professional, civic, and cultural life. These leading institutions are deemed to be communities of discovery and learning devoted to the development of intellect and character, as well as advancing the frontiers of knowledge.

GENERAL EDUCATION REQUIREMENTS

INSTITUTION	Comp	Lit	Lang	US Gov/ Hist	Econ	Math	Sci	Tuition & Fees 2012-13 In-State	Tuition & Fees 2012-13 Out-of-State
Schools with One or Two Requirements									
North Carolina State University						●	●	$ 7,788	$20,953
Rutgers University	●						●	13,073	26,393
University of California–Berkeley	●							12,874	35,752
University of California–Davis	◒	◒						13,877	36,755
University of California–Irvine	●					●		13,122	36,000
University of California–Los Angeles	●						●	12,692	35,570
University of California–San Diego: Earl Warren College	●							13,217	36,095
University of California–San Diego: Eleanor Roosevelt College			●				●	13,217	36,095
University of California–San Diego: John Muir College	●					◒	◒	13,217	36,095
University of California–San Diego: Sixth College	●						●	13,217	36,095
University of California–Santa Cruz	●					●		13,416	36,294
University of Illinois			●					14,522	28,664
University of Massachusetts	●						●	13,415	26,830
University of Missouri	●						●	9,257	23,366
University of Nebraska			●				●	7,984	20,734
University of Pittsburgh	●						●	16,590	26,280
University of Vermont						●	●	15,284	35,612
University of Virginia			●				●	12,216	38,228
University of Washington	●					◒	◒	12,383	29,938
University of Wisconsin			●				●	10,378	26,628
Schools with Three Requirements									
Auburn University		●				●	●	9,446	25,190
College of William & Mary			●			●	●	13,570	37,344
Indiana University			●			●	●	10,033	31,483
Iowa State University	●					●	●	7,726	19,838
Miami University	●		●				●	13,594	29,158
Michigan State University	●					●	●	12,622	32,580
Ohio State University	●		●				●	10,037	25,445
Pennsylvania State University	●					●	●	16,444	28,746
Purdue University	●					●	●	9,900	28,702
SUNY–Binghamton University	●					●	●	7,645	16,795
SUNY–Stony Brook University	●					●	●	7,560	18,180
University of California–San Diego: Thurgood Marshall College	●					●	●	13,217	36,095
University of California–Santa Barbara	●	●				◒	◒	13,671	36,549
University of Colorado	●		●				●	9,482	31,378
University of Delaware	●					●	●	11,682	28,772
University of Florida	●					●	●	6,143	28,420
University of Kansas	●					●	●	9,678	23,748
University of Maryland	●					●	●	8,908	27,287
University of Michigan	●		●				●	12,994	39,122
University of Minnesota	●					●	●	13,459	18,709
University of New Hampshire	●					●	●	16,422	28,882
Virginia Polytechnic Institute	●					●	●	10,923	25,915
Schools with Four or More Requirements									
Clemson University	●	●				●	●	12,674	29,600
Florida State University	●	●	●			●	●	6,402	21,570
Georgia Institute of Technology	●			●		●	●	10,098	29,402
Texas A&M University	●			●		●	●	8,506	25,035
University of Alabama	●	●				●	●	9,200	22,950
University of California–San Diego: Revelle College	●	●	●			●	●	13,217	36,095
University of Connecticut	●	●	●			●	●	11,242	29,074
University of Georgia	●	●	●	●		●	●	9,842	28,052
University of Iowa	●	●	●				●	8,057	26,279
University of North Carolina	●		●			●	●	7,693	28,445
University of Oklahoma	●		●	●		●	●	8,706	20,343
University of Tennessee	●		●			●	●	9,092	27,582
University of Texas		●		●		●	●	9,790	33,128

Source: Tuition data are from Integrated Postsecondary Education Data System (IPEDS).
Note: Dollar amounts are expressed in 2012 inflation-adjusted numbers. The Colorado School of Mines and SUNY–College of Environmental Science & Forestry are not included because they do not offer four-year degree programs in the liberal arts.

But are they really? Emory University professor of English Mark Bauerlein notes that the cost of the exaggerated emphasis on research and the low commitment to students at research universities falls heavily on undergraduates who come to these institutions seeking an education. "Star" professors who seldom, if ever, teach undergraduates have little impact on their intellectual development. The prestige factor on which *U.S. News & World Report* rankings, as well as the popular imagination, rely can be illusory. Jeffrey Selingo, former editor-in-chief of the *Chronicle of Higher Education*, observed that springtime brings a spate of advertisements for colleges and universities aimed at garnering higher scores for reputation in the *U.S. News* rankings. All of this has precious little to do with student learning.[16]

Instead of examining schools on the basis of their prestige or their reputation for research, we have evaluated them in this section according to what they require all students in their various arts and sciences programs to master.

Using the most recent publicly available catalogs, we examined whether these institutions require their students to take general education courses in seven key subjects: **Composition, Literature, intermediate-level Foreign Language, U.S. Government or History, Economics, Mathematics, and Natural or Physical Science.**

To receive credit in this report, a course must be a true general education course—broad in scope, exposing the student to the rich array of material that exemplifies the subject. Further, a course must truly be a requirement. Many universities give the appearance of providing a core curriculum because they require students to take courses in several subject areas other than their majors—often called "distribution requirements." But these are "requirements" in name only, typically giving students dozens or even hundreds of "distributional" courses from which to choose. For further details on the criteria used for this section of the report, please see Appendix A.

Even when finances are good, a bloated curriculum is academically unsound. When resources are tight, as they are in this challenging fiscal landscape, reforming the general education curriculum offers financial advantages in addition to academic benefits. A more structured and coherent program of courses can improve student achievement and cut costs. Indeed, the Lumina Foundation has noted that students get "tangled up" when they have too many course choices, leading to lower graduation rates. Complete College America recommends a common set of core requirements to increase graduation rates.[17]

Solid, fundamental courses that students need are typically much less expensive to deliver than many of the "boutique" and "niche" programs. An English composition program, for example, will usually employ a very high proportion of adjuncts and graduate instructors under the guidance of a small core of senior professors. With this structure, thousands of students can receive high-quality writing instruction in small classes, in sharp contrast to specialized or trendy programs that have fewer majors and limited application to current business, industry, or public sector needs. Institutions looking to create distinguished undergraduate programs and cost efficiencies could consider the development of interdepartmental "signature" courses in such areas as United States economic history, world literature, or American institutions, leveraging the expertise of multiple departments and faculty.

Former University of Northern Colorado president Robert C. Dickeson, author of *Prioritizing Academic Programs and Services*, explains the fiscal prudence of maintaining rigorous general education requirements:

Of the top-ranked public universities reviewed:

Not **one** requires an economics course.

Only **five** require a survey course in U.S. history.

Only **ten** require a survey course in literature.

> General education creep is expensive. What might have been considered a peripheral luxury item before (offering a groaning buffet table with excessive course choices) should now be seen as a waste of precious resources.
>
> Academic departments proliferate their general education offerings in the absurd belief that by doing so more students will be produced. The truth is there are only so many students to go around. Instead, the question should be: How many quality general education courses ought we offer to mount a distinguished program?
>
> In practice, 80% of students typically enroll in less than 20% of general education offerings. Query: What is the cost of sustaining the unnecessary balance?[18]

As the chart on page 9 shows, there is significant variation among flagships when it comes to curricular expectations. But overall, the data are not reassuring. Some schools provide students with a coherent experience, but far more leave it to students to do it themselves. Twenty out of 55 schools reviewed (including four colleges of the University of California–San Diego, which each have separate general education requirements) require only one or two of these key areas of study, and another 22 schools require only three.

There are a few remarkable exceptions. Florida State University, UCSD's Revelle College, the University of Connecticut, and the University of Oklahoma all require five out of seven core subjects, while the University of Georgia stands out with the most comprehensive general education requirements, including every subject except Economics. In his 2013 State of the University address, former University of Georgia president Michael F. Adams recognized the school's distinction, reminding the community that despite operating in "an era of cafeteria course loads at many places," the university "has remained steadfast in the belief that in the first two years, all students should have a similar liberal arts foundation laid in preparation for the specialization to come." Georgia's new president, Jere W. Morehead, added his strong support for the core curriculum, recognizing: "We are privileged at UGA to enroll very strong, bright and committed students; we owe them an educational experience that is equal to their credentials."[19]

Most institutions fail to ensure that students receive college-level instruction in areas necessary to operate in an increasingly global economy, leaving them with vast gaps in their ability to acclimate to world markets and cultures. Secretary of Education Arne Duncan has called for action: "It's clear to all of us that schools, colleges, and universities need to invest more and smarter in linguistic instruction." Yet fewer than half

of the top public universities in the country require intermediate-level coursework in a foreign language. **Moreover, not a single school in this study ensures that college graduates have taken even an introductory course in economics**.[20]

And in a country where less than half of college graduates could correctly identify the American general at Yorktown, and fewer than 40% could accurately state the term limits of members of Congress, only five schools require a survey course in U.S. government or history. At many schools, U.S. government and history courses are just options in broad distribution areas that can also be satisfied by courses such as the University of Colorado–Boulder's "Wops and Dons to Movers and Shakers: The Italian American Experience," or Indiana University's "The Fame Monster: The Cultural Politics of Lady Gaga" and "Vampires, Ghosts and the Gothic in Popular Culture." Studying Lady Gaga or vampires may be fun or interesting, but does little to prepare college students for civic participation and the responsibilities of citizenship. It anticipates—wrongly—that students will graduate from high school with the intellectual depth and maturity to put into context such an array of narrow, specialized topics.[21]

Assessing Learning Outcomes

Since most schools do not expect students to fulfill core curricula, they have forfeited the most powerful and effective way of delivering to students the core skills and knowledge that characterize a college-educated person. A vague "quantitative literacy" or "writing across the curriculum" requirement carries little assurance that the student will graduate with the essential skills of effective expository writing and collegiate-level mathematics.

There are ways to test whether an institution's general education program is working as it should. Some schools have elected to administer one of the three nationally-normed assessments in wide use—the Collegiate Learning Assessment (CLA), ETS Proficiency Profile, or the Collegiate Assessment of Academic Proficiency (CAAP)—to measure academic progress in core collegiate skills, at least in the key areas of writing, critical thinking, and problem solving. These instruments can be used to show the value-added factor of a college education and to show attainment of skills relative to other institutions.[22]

A majority of the institutions in this report have taken an initial step to assess their effectiveness in general education. Based on a review of institutional websites, information from the designers of the nationally-normed instruments, and other publicly-available material, 33 out of 52 institutions have used or piloted one of these three standardized tests to assess student learning outcomes. But only one-quarter of the institutions publicly report these results.

While a nationally-normed instrument offers the opportunity to compare the performance of institutions within peer groups, even a self-designed instrument, such as that used at the University of Virginia, can be revealing. A recent writing assessment showed that only 69% of fourth-year students in the College of Arts and Sciences were "competent," below the school's target goal of 85%.

Other institutions may rely on rubrics and student portfolios as a way to measure program performance. Such methods lack the objectivity and comparability offered by a nationally-normed assessment of student learning. Especially in the absence of a coherent, rigorous core curriculum that ensures the teaching of key skills and knowledge, a portfolio or rubric will fail to provide students, families, trustees, and policymakers with a frame of reference necessary to compare institutions' general education programs or even to benchmark properly the progress of their students.

Education policy analyst Kevin Carey at the New America Foundation has warned that the public and policymakers are running out of patience with higher education's refusal to use valid and clear metrics to demonstrate its effectiveness in student learning. As he observed in the *Chronicle of Higher Education*, "If higher education has the courage to take responsibility for honestly assessing student learning and for publishing the results, the measuring stick will be a tool. If it doesn't, the stick could easily become a weapon. The time for making that choice is drawing to a close." Sadly, as of this moment, many flagships continue to believe that they are exempt from such scrutiny and accountability.[23]

Grade Inflation

Despite reports showing that undergraduates are studying and learning less and less in their four years at college, their GPAs are increasing. In 1991, the average student at a public college or university earned a 2.85. In 2006, that student would receive a 3.01. Are today's students really that much better than their earlier peers or has grade inflation become the academic norm? The evidence points to the latter.

A 2012 study by Stuart Rojstaczer and Christopher Healy found that, as of 2009, "A's represent 43% of all letter grades, an increase of 28 percentage points since 1960 and 12 percentage points since 1988."

A 2012 study by Stuart Rojstaczer and Christopher Healy found that, as of 2009, "A's represent 43% of all letter grades, an increase of 28 percentage points since 1960 and 12 percentage points since 1988. D's and F's total typically less than 10% of all letter grades." From 1960 to 2006, the University of Michigan saw its average GPA increase by .65; the University of Wisconsin–Madison by .7; the University of California–Berkeley by .76. Unfortunately, large increases appear to be the rule, instead of exceptions to it. When so many students are earning top marks, the value of those grades is substantially reduced. It also becomes rather difficult to distinguish excellent students from those who are average.[24]

While few students would complain about higher marks, this system of undeserved grades actually hurts students and weakens institutions. When students know they can put in little effort and still receive an A or B, they are far more likely to opt for the easy grade and more free time, instead of doing the hard work that academic excellence requires. Grade inflation may in fact explain why students are spending less time studying and more time partying than their earlier peers who had to work hard to earn high marks. Disciplines like mathematics (see below) that resist grade inflation risk unpopularity compared with easy and often trendy majors that readily award honors grades.

At the University of Colorado–Boulder in the 2007-08 academic year, A's and B's constituted 73% of the course grades awarded. The distribution of high grades among academic programs is uneven and revealing. In Applied Math more students actually earned C's than A's, and in Economics under a quarter of students earned A's, while half of the students got an A in English. In the entire School of Education, A's represented 75% of the grades awarded while C's, D's, and F's combined only 5%.

The same is true at the University of Wisconsin–Madison, where in the Spring 2013 term, 85% of the grades in the Counseling Psychology program were A's; 3.891 was the average GPA in the Education Department's Curriculum and Instruction courses; and over 64% of grades in Life Sciences Communication

- According to the National Survey of Student Engagement, 34% of college seniors at research-intensive universities study **ten hours per week or less**, while 54% study **15 hours or less**.
- Despite reports showing that undergraduates are studying and learning less and less in their four years at college, their GPAs are increasing.

were A's. At the same time, A's made up less than a quarter of the grades awarded in Mathematics.

In the Spring 2013 term at the University of Missouri, only 23 of the 162 scheduled Math classes had average GPAs above or equal to 3.0, while only two Women and Gender Studies courses of the 13 scheduled had average GPAs below 3.0. In other words, 14% of Math courses had an average grade of B or better while 84.6% of Women and Gender Studies courses had average grades of B or higher.[25]

This breakdown reflects just how unfair grade inflation is for students and society. It encourages students to game the system to ensure they do not diminish their chances of admission to graduate or professional school. Perhaps that is why, as many believe, students turn to classes like Indiana University's "The Fame Monster: The Cultural Politics of Lady Gaga" that do little for their education, but where the most common grade awarded is an A+. And it may also explain why America is having so much difficulty recruiting much-needed workers in the STEM (Science, Technology, Engineering, and Mathematics) fields. In the end, grade inflation often makes it exceedingly difficult for employers and graduate schools to tell students apart on the basis of their transcripts and grade point averages.[26]

One promising recent development is the "honest transcript" movement. Dartmouth, Columbia, Indiana University, and the University of North Carolina–Chapel Hill have begun to use one or another version of this system, in which next to each grade is the average grade that the particular professor gave to the class. In Texas, legislation has been introduced to require all public colleges and universities to implement an "honest transcript" system.

The bottom line is clear. To achieve an equitable grading system, return student focus to the classroom, and ensure a rigorous education, schools need to reverse an established and troubling trend of grade inflation and reinstate meaningful distribution of grades across all departments.[27]

Student Engagement

Low standards of academic rigor are also reflected in student survey data. In recent years, colleges and universities have administered the *National Survey of Student Engagement* (NSSE), a survey that provides a variety of data related to student academic life, academic standards, and campus culture. The nationwide data in this survey are disturbing: 34% of college seniors at research-intensive universities study ten hours per week or less, while 54% study 15 hours or less. In other words, *even at research universities*, most

students study no more than two hours per day—and many don't even do that. Many take on coursework with minimal reading or writing requirements—nearly half (46%) of seniors had not written a single paper over ten pages all year.

To put this problem in perspective, compare the time-on-task of the average college student with the expectations placed upon a new member of the workforce. The average full-time college student will spend approximately 15 hours per week in class, and then *15 hours or less* preparing for class. In other words, the average full-time student devotes, at best, three-quarters of the hours expected each week of a full-time employee. Employers who complain that newly-hired college graduates lack the skill and self-discipline to be effective will find much of the cause in the relatively low level of expectation for student work set at colleges and universities.[28]

Although NSSE is not the only survey available, nearly all of the 52 flagship institutions in this report have administered the NSSE to its students. The majority of these institutions make selected findings publicly available on their school websites, but in many cases they are presented in a limited format that is less useful for drawing conclusions. ACTA requested each institution send a copy of their Frequency Distribution Report, the form that documents time-on-task with the greatest specificity. Only two schools—the University of Colorado–Boulder and the University of Connecticut—responded with the information requested. ACTA researchers were able to obtain recent NSSE Frequency Distribution Reports from the websites of ten additional schools. While such transparency is commendable, the overall results are still troubling.

An alarming portion of college seniors at these elite institutions reflect broader national trends: 60% of seniors at Rutgers University spend 15 hours or less preparing for class, as do 59% at the University of Massachusetts and 54% at the University of Connecticut. And at several schools—including Rutgers University, the University of Massachusetts, the University of Texas, and the University of Wisconsin—at least a quarter of the senior class had failed to read more than four course-required books all year.[29]

Nearly half of students at many of these institutions will not complete a single writing assignment of 20 pages or more in their senior year. Of the 12 institutions for which frequency distribution data were publicly available, the percentage of college seniors who wrote no papers of 20 pages or more during their senior year ranged from 47% (North Carolina State University and the University of Minnesota) to 54% (the University of Texas and the University of Wisconsin).[30]

According to a survey of over 30,000 freshmen on 76 campuses, students who consumed at least one drink in the last two weeks spent an average of 10.2 hours a week drinking, versus an average of 8.4 hours a week studying.

Substance Abuse on Campus

When students' academic responsibilities are so minimal, they have a great deal of free time, and it is not unusual for the weekend to start on Thursday night and continue through Sunday night. Needless to say, time spent partying cuts directly into time that could be spent studying; indeed, many students report spending more time drinking each week than they spend studying. According to a survey of over 30,000 freshmen on 76 campuses, students who consumed at least one drink in the last two weeks spent an average of 10.2 hours a week drinking, versus an average of 8.4 hours a week studying.[31]

Federal law requires colleges and universities to report, on an annual basis, the frequency of drug- and alcohol-related incidents that occur on campus. According to data reported to the Department of Education, the average number of substance abuse-related incidents varies by campus, with as many as 18.7 incidents per 100 students at the University of California–Santa Cruz, and similarly high numbers at the University of Vermont (13.0) and the University of Colorado (12.7). While other schools report seemingly low numbers, they are not necessarily reflective of what is known to occur on campus. The University of Iowa reports only 3.2 incidents per 100 students, but it also carries the dubious honor of being the nation's "best party school" according to *The Princeton Review*, based on responses to student surveys that include questions on drug and alcohol use and popularity of Greek life. Likewise, thousands of students at the University of Illinois (2.3 reported incidents per 100 students) carry on an unofficial St. Patrick's Day tradition at local bars, resulting in hundreds of citations each year; or at the University of Massachusetts–Amherst, where an annual off-campus pre-St. Patrick's Day party called the "Blarney Blowout" ended with 73 arrests after partiers threw beer bottles at police instead of dispersing.[32]

At the University of Delaware, a party estimated at between three and four thousand students turned into a riot with students "urinating in public," "trespassing," "blocking traffic," and "walking on the hoods of cars." (The incident was captured on film by a company that exists solely to film undergraduate parties.) Of particular note, however, is that this out-of-control party did not happen over the weekend but on Monday night during the academic term—a vivid reminder of the connection between deteriorating campus culture and the decline of classroom rigor.

Some of America's most historic institutions have even made drinking a part of their campus tradition. Students at the University of Virginia have one particularly dangerous tradition: the "fourth-year fifth," which involves seniors attempting to drink an entire fifth of alcohol alone on the day of the year's last home football game.

And a reputation as a party school is expensive to shake. The University of Colorado–Boulder spent tens of thousands of dollars to develop a marketing campaign in part to change perceptions of the university as a party school—a perception perpetuated by Boulder placing 1st in 2011 and 3rd in 2013 on *Playboy*'s list of party schools. Instead of creative marketing, students would be better served by a serious academic culture—starting with scheduling classes at times that approximate a standard work week. A 2010 study at CU found that most classrooms were empty on Friday afternoons, with only 41% in use at 3:00 p.m.—and only 11% in use at 4:00 p.m.[33]

Intellectual Diversity

2. Do schools promote a free exchange of ideas?

The university should be a place where free expression of diverse views is the first and most sacred principle. It is this very principle which is at the heart of a university education and which undergirds the statement issued in 2006 by the Association of American Colleges and Universities—a national organization whose members include over 80% of the schools reviewed in this study: "In any education of quality, students encounter an abundance of intellectual diversity."

To make this possible, AAC&U maintains, students should learn to think critically—so that they understand "the inappropriateness and dangers of indoctrination . . . see through the distortions of propaganda, and . . . [can] assess judiciously the persuasiveness of powerful emotional appeals." Students then "require a safe environment in order to feel free to express their own views." They "need the freedom to express their ideas publicly as well as repeated opportunities to explore a wide range of insights and perspectives."[34]

Despite this necessary condition to the free exchange of ideas, many institutions have broad policies that punish so-called "offensive" speech or restrict expression to designated "free speech zones." A close review of schools by the Foundation for Individual Rights in Education (FIRE) has found that many state colleges and universities are failing to protect legitimate expression and free speech and are actively discouraging a robust exchange of ideas.

Dedicated to defending and sustaining individual rights at America's colleges and universities, FIRE examines speech codes and assigns a "red light," "yellow light," or "green light" rating to indicate whether a given school protects or restricts freedom of expression. According to FIRE, the vast majority of the top public colleges and universities in the country have restrictive policies in place. Twenty-seven schools earned "yellow light" warnings for jeopardizing or excessively regulating protected speech, while 21 schools are on the "red light" list for clear and substantial restrictions of free speech. (See the chart on the following page.)

The obstruction of the free exchange of ideas is not only an unconscionable assault on the intellectual values of higher education. It is also a violation of the U.S. Constitution for a publicly-funded university to abrogate the First Amendment rights of its students.

Auburn University's community residence standards require students to refrain from a very broad and ill-defined range of speech and expression, including "teasing, ridiculing, insulting, intimidating, harassing or discriminating" against groups or individuals. Georgia Tech's policy also punishes free expression, prohibiting "acts of intolerance" or "verbal comments that adversely affect the environment of an individual." In 2012, FIRE called Georgia Tech's policy "overbroad on its face." At Iowa State University, "inappropriate put-downs" fall under the category of

SPEECH CODES AT THE TOP-RANKED PUBLIC UNIVERSITIES

RED LIGHT SCHOOLS **21 out of 52** Institution has at least one policy that clearly and substantially restricts freedom of speech.	YELLOW LIGHT SCHOOLS **27 out of 52** Institution policies restrict a limited amount of protected expression or could too easily be used to restrict protected expression.	GREEN LIGHT SCHOOLS **4 out of 52** Institution policies do not seriously imperil free speech.
Auburn University	Clemson University	College of William & Mary
Florida State University	Colorado School of Mines	University of Nebraska
Georgia Institute of Technology	Indiana University	University of Tennessee
Iowa State University	Michigan State University	University of Virginia
Miami University	North Carolina State University	
Ohio State University	Purdue University	
Pennsylvania State University	Rutgers University	
SUNY–College of Environmental Science & Forestry	SUNY–Binghamton University	
Texas A&M University	SUNY–Stony Brook University	
University of Alabama	University of California–Berkeley	
University of California–Santa Cruz	University of California–Davis	
University of Connecticut	University of California–Irvine	
University of Iowa	University of California–Los Angeles	
University of Kansas	University of California–San Diego	
University of Massachusetts	University of California–Santa Barbara	
University of Michigan	University of Colorado	
University of Minnesota	University of Delaware	
University of Missouri	University of Florida	
University of New Hampshire	University of Georgia	
University of Texas	University of Illinois	
University of Wisconsin	University of Maryland	
	University of North Carolina	
	University of Oklahoma	
	University of Pittsburgh	
	University of Vermont	
	University of Washington	
	Virginia Polytechnic Institute	

Source: Research and evaluation for this chart completed by The Foundation for Individual Rights in Education (FIRE), www.thefire.org.

Of the public universities in this report, **only four** merited the Foundation for Individual Rights in Education's "green light" rating, meaning no serious threat to free speech.

sexual harassment, as do "derogatory or demeaning comments about women or men in general, *whether sexual or not*" (emphasis added). Student policy at Texas A&M goes so far as to say that "no custom, tradition or rule in conflict will be allowed to prevail" over the right to "respect for personal feelings." It appears that A&M believes campus policy commands greater respect than the United States Constitution.[35]

Like so many things in life, overly broad speech and sensitivity codes emerge because of good intentions. As some thinking goes, we should not offend; we should not make people uncomfortable. We need to get along. But in mounting this argument, those who look favorably upon speech codes miss an important point: speech codes often create a chilling atmosphere, effectively empowering the institution to silence students and faculty on the grounds that a person, or even a group, has been, or may be, "offended." When faced with speech codes or harassment policies (whatever the name and whatever the guise), students will hold back from expressing controversial opinions or making forceful arguments, worried that they might face administrative or disciplinary repercussions for constitutionally-protected speech.

Ultimately, speech codes are not a benign attempt to encourage civility and sensitivity. They are a threat to all of us in a democratic society that depends upon citizens evaluating multiple perspectives in order to determine what is in the country's best interest.

In addition to eliminating speech codes, another very positive step trustees can take is to ensure that crucial subjects such as military and constitutional history are not pushed out of the curriculum in favor of trendier, contemporary topics. In a recent semester, for example, UCLA offered no courses on U.S. military or constitutional history, but did introduce the option of specializing in one of three new "clusters," including "Gender, Sexuality, Women" and "History in Practice."

Boards of trustees—often charged by state law with overseeing institutional policy—have a critically important role to play in ensuring the free exchange of ideas on their campuses. In their role as fiduciaries, they have both the authority and the duty to see that their institutions do everything possible to guarantee the free exchange of ideas and the First Amendment rights of their students. Students, faculty, and the taxpayers who support public institutions depend upon those in charge to make sure the intellectual climate is healthy and open to a robust exchange of ideas.[36]

Cost & Effectiveness

3. How much are students paying?

The cost of higher education has gone up all over the country. Nationwide, during the five-year period ending in 2012-13, inflation-adjusted tuition and required fees at four-year public colleges increased by an average of 27%. Students will not accept endless tuition hikes in the place of logical spending cuts. In the past, students have protested from Connecticut to Oregon and most notably in California where, when faced with a 32% tuition increase in 2009, students at Santa Cruz and Berkeley occupied university buildings.[37]

The charts on the following pages show the tuition and fees at the top 52 public universities for 2007-08 and 2012-13 in constant 2012 dollars, along with the percent change over those years. On average, in-state tuition rose 31%, after adjusting for inflation. Two of the four schools with the highest percentage of in-state tuition increases—Florida State University and the University of Florida—did so from an already-low base of just under $3,800 per year. Commendably, three schools stand out as making only modest changes: in-state tuition at Texas A&M University, Ohio State University, and the University of Maryland rose by no more than 4.7%, with the University of Maryland's 0.9% change barely outpacing inflation.[38]

State colleges and universities have increasingly turned to admitting out-of-state students to raise revenue, relying on tuition rates that now rival the most selective private institutions. The average published tuition and fees at private non-profit four-year institutions was $29,056 in 2012-13, according to the College Board's *Trends in College Pricing 2012* report—21 of the top public universities in the country already charge at least this much in out-of-state tuition.[39]

The prestigious state flagships typically decrease the number of available places for resident students, who pay in-state rates, hoping to accommodate more out-of-state or foreign students who will pay higher tuition rates.

This is a zero-sum game for state taxpayers. The prestigious state flagships typically decrease the number of available places for resident students, who pay in-state rates, hoping to accommodate more out-of-state or foreign students who will pay higher tuition rates. (Some schools have even levied a foreign student surcharge, further enhancing their revenue.) Twenty-five percent of the freshman class at the University of Illinois at Champaign–Urbana is from out-of-state or overseas. At the University of Washington, 18% of the freshman class of 2012 is comprised of international students, up from 2% in 2006. At the University of Oregon, 47% of the school's fresh-

TRENDS IN UNDERGRADUATE IN-STATE TUITION & FEES FOR FIRST-TIME, FULL-TIME FRESHMEN

INSTITUTION	2007-08	2012-13	5-Year % Change
University of Pittsburgh	$14,258	$16,590	16.4%
Pennsylvania State University	14,222	16,444	15.6
University of New Hampshire	12,258	16,422	34.0
Colorado School of Mines	11,129	15,654	40.7
University of Vermont	13,348	15,284	14.5
University of Illinois	12,324	14,522	17.8
University of California–Davis	8,996	13,877	54.3
University of California–Santa Barbara	8,743	13,671	56.4
Miami University	11,687	13,594	16.3
College of William & Mary	10,147	13,570	33.7
University of Minnesota	10,628	13,459	26.6
University of California–Santa Cruz	8,467	13,416	58.5
University of Massachusetts	10,986	13,415	22.1
University of California–San Diego	8,256	13,217	60.1
University of California–Irvine	8,367	13,122	56.8
Rutgers University	11,833	13,073	10.5
University of Michigan	11,568	12,994	12.3
University of California–Berkeley	7,934	12,874	62.3
University of California–Los Angeles	7,934	12,692	60.0
Clemson University	11,483	12,674	10.4
Michigan State University	10,730	12,622	17.6
University of Washington	7,070	12,383	75.1
University of Virginia	9,623	12,216	27.0
University of Delaware	9,025	11,682	29.4
University of Connecticut	9,802	11,242	14.7
Virginia Polytechnic Institute	8,191	10,923	33.4
University of Wisconsin	7,956	10,378	30.4
Georgia Institute of Technology	5,874	10,098	71.9
Ohio State University	9,607	10,037	4.5
Indiana University	8,678	10,033	15.6
Purdue University	8,212	9,900	20.6
University of Georgia	6,225	9,842	58.1
University of Texas	8,493	9,790	15.3
University of Kansas	7,308	9,678	32.4
University of Colorado	7,348	9,482	29.0
Auburn University	6,460	9,446	46.2
University of Missouri	8,419	9,257	10.0
University of Alabama	6,312	9,200	45.8
University of Tennessee	6,569	9,092	38.4
University of Maryland	8,824	8,908	0.9
University of Oklahoma	7,205	8,706	20.8
Texas A&M University	8,122	8,506	4.7
University of Iowa	6,968	8,057	15.6
University of Nebraska	6,883	7,984	16.0
North Carolina State University	5,666	7,788	37.4
Iowa State University	6,822	7,726	13.2
University of North Carolina	5,913	7,693	30.1
SUNY–Binghamton University	6,657	7,645	14.8
SUNY–Stony Brook University	6,378	7,560	18.5
SUNY–College of Environmental Science & Forestry	6,284	6,593	4.9
Florida State University	3,715	6,402	72.3
University of Florida	3,607	6,143	70.3

Source: IPEDS.
Note: Dollar amounts are expressed in 2012 inflation-adjusted numbers.

TRENDS IN UNDERGRADUATE OUT-OF-STATE TUITION & FEES FOR FIRST-TIME, FULL-TIME FRESHMEN

INSTITUTION	2007-08	2012-13	5-Year % Change
University of Michigan	$34,660	$39,122	12.9%
University of Virginia	30,939	38,228	23.6
College of William & Mary	29,825	37,344	25.2
University of California–Davis	30,057	36,755	22.3
University of California–Santa Barbara	27,789	36,549	31.5
University of California–Santa Cruz	28,478	36,294	27.4
University of California–San Diego	29,982	36,095	20.4
University of California–Irvine	30,093	36,000	19.6
University of California–Berkeley	29,660	35,752	20.5
University of Vermont	30,936	35,612	15.1
University of California–Los Angeles	29,519	35,570	20.5
University of Texas	27,178	33,128	21.9
Michigan State University	26,077	32,580	24.9
Indiana University	24,711	31,483	27.4
University of Colorado	27,459	31,378	14.3
Colorado School of Mines	25,508	30,684	20.3
University of Washington	24,506	29,938	22.2
Clemson University	24,693	29,600	19.9
Georgia Institute of Technology	24,028	29,402	22.4
Miami University	26,998	29,158	8.0
University of Connecticut	25,242	29,074	15.2
University of New Hampshire	26,609	28,882	8.5
University of Delaware	21,482	28,772	33.9
Pennsylvania State University	26,257	28,746	9.5
Purdue University	24,609	28,702	16.6
University of Illinois	27,922	28,664	2.7
University of North Carolina	23,240	28,445	22.4
University of Florida	19,756	28,420	43.9
University of Georgia	22,950	28,052	22.2
University of Tennessee	20,124	27,582	37.1
University of Maryland	24,591	27,287	11.0
University of Massachusetts	22,699	26,830	18.2
University of Wisconsin	23,735	26,628	12.2
Rutgers University	21,985	26,393	20.1
University of Pittsburgh	24,788	26,280	6.0
University of Iowa	21,554	26,279	21.9
Virginia Polytechnic Institute	21,897	25,915	18.3
Ohio State University	23,569	25,445	8.0
Auburn University	18,087	25,190	39.3
Texas A&M University	17,357	25,035	44.2
University of Kansas	17,836	23,748	33.1
University of Missouri	19,432	23,366	20.2
University of Alabama	18,291	22,950	25.5
Florida State University	18,256	21,570	18.2
North Carolina State University	19,173	20,953	9.3
University of Nebraska	17,978	20,734	15.3
University of Oklahoma	17,297	20,343	17.6
Iowa State University	18,735	19,838	5.9
University of Minnesota	23,506	18,709	-20.4
SUNY–Stony Brook University	13,310	18,180	36.6
SUNY–Binghamton University	13,589	16,795	23.6
SUNY–College of Environmental Science & Forestry	13,216	15,843	19.9

Source: IPEDS.
Note: Dollar amounts are expressed in 2012 inflation-adjusted numbers.

- In-state tuition at the top 52 public universities, on average, **rose 31%** from 2007-08 to 2012-13, after adjusting for inflation.
- 21 of the top public universities in the country charge out-of-state tuition rates that **rival the average tuition and fees** charged by private institutions.

men were from out of state in 2010. The same year, the University of Colorado–Boulder admitted 43% of freshmen from out of state. Although between 2007 and 2012 the number of Indiana high school graduates increased by nearly 10%, the number of undergraduates from Indiana attending Purdue University fell by 3,447 while the number of international students increased by 2,864. Simultaneously, highly qualified in-state students are shut out: in 2011, for example, while increasing non-resident enrollment, the University of Washington cut its in-state freshman enrollments by several hundred places, rejecting students who had graduated Washington high schools as valedictorians and with outstanding test scores.

What is lost in the rush for students who will pay the high non-resident rates is service to resident students and taxpayers. Instead of a resolve to serve the state better, recognizing that state and household budgets are stretched to the breaking point, a sense of cynicism often surfaces. University of Washington president Michael Young was asked by the exasperated parents of in-state students rejected for admission if by paying the out-of-state rates they could secure places for their children in the freshman class: to this question President Young responded, "It does appeal to me a little." A former chief lobbyist for University of Washington was quoted by the *Chronicle of Higher Education* with the facetious solution to fiscal issues at the University of California and his own institution, saying, "The answer to both of our budget problems is, I take your kids and you take mine, and then they're both nonresidents."

University officials liken recruitment "to an interstate game of swap," denying students of their own state places, while aggressively crisscrossing the country in pursuit of non-resident enrollments, sometimes even using merit-aid to persuade them to matriculate. Elsewhere, affordability suffers in the form of cuts to need-based aid. The University of Virginia board, for example, recently voted to end its "no loans" policy for low-income students.[40]

Of course, many argue such practices and rising in-state tuition are the result of diminishing state appropriations. But cuts to state funding are not the sole cause of tuition increases—and the State University System of Florida has shown it. Between 2007 and 2012, state funding fell from $2.6 billion to $1.7 billion; state funding per full-time student fell from $7,656 to $4,387. While there have been tuition increases during this period, the System maintained its historically low tuition rates, significantly below the national average. The University of Florida continues to have the distinction of the lowest tuition rate in the Association of American Universities.[41]

Some have even argued that changing to a more privatized state "affiliated" (instead of state "controlled") institutional model is necessary to become financially sustainable. This idea runs counter to the very purpose of public flagship institutions—to serve the public—and ignores the significant financial investment taxpayers have contributed over the life of these institutions.

Increased tuition and fees are not an inevitable consequence of declining state support. Schools have many options for efficiency and cost-cutting, which will be explored in the "Where is the money going?" section of this report. American higher education spends more per pupil on higher education than any other nation in the world, and not surprisingly the American public when polled has shown its skepticism about higher education's fiscal responsibility and believes colleges and universities can do better with what they have.[42]

4. How does tuition compare to family income?

Increases in college costs place a heavy burden on families that, in many cases, are already straining to pay mortgages and put food on the table. The chart on the following page illustrates the problem by showing the rise in in-state tuition and fees as a percentage of the median household income in the state in which that college or university is located—the share of income demanded by the "sticker price" of tuition and fees. Over the five-year period studied, undergraduate tuition and required fees at all of the colleges and universities in this study demanded an increasing percentage of household income.

In 2007-08, in-state tuition at the flagship public universities in this report represented on average 15.2% of respective states' median household income. By 2012-13, that figure climbed to 21%, with nine schools setting their "sticker price" at over one-quarter of household income.

In 2007-08, in-state tuition at the flagship public universities in this report represented on average 15.2% of respective states' median household income. By 2012-13, that figure climbed to 21%, with nine schools setting their "sticker price" at over one-quarter of household income. To put this in context, in 1970, tuition at a four-year college or university cost on average 4% of median income nationwide. By 2010 the nationwide average was 11%, according to the Delta Cost Project.[43] (See the chart on the following page.)

The Rise of Student Debt

The high cost of a college education has long been justified as a prudent investment for increased earning capacity. Yet as tuition and fees continue to rise—on average by 231% at four-year public institutions since 1983—students and families must seriously consider the impact on long-term financial security of carrying substantial student debt loads.

The Federal Reserve Bank of New York reports that as of 2011 nationwide nearly 12 million individuals 40 or older still owed money on student loans. Astonishingly, approximately two million individuals 60 and over still owed money. The total amount of student debt held nationwide recently surpassed $1 trillion and comprises 9% of all consumer debt. Defaulting on a student loan has serious lifetime consequences, making it difficult to rent an apartment, sign up for a cell phone plan, or find a job. Unlike most other debts, student loan debt cannot be discharged in bankruptcy.[44]

The chart on page 29 summarizes data from the *Project on Student Debt*, a project of the Institute for College

UNDERGRADUATE IN-STATE TUITION AND FEES AS A PERCENTAGE OF MEDIAN HOUSEHOLD INCOME

INSTITUTION	2007-08	2012-13
University of Pittsburgh	26.6%	32.0%
Pennsylvania State University	26.5	31.7
Miami University	21.5	30.6
Clemson University	23.5	28.5
University of Illinois	21.2	28.1
University of Vermont	25.4	27.5
Colorado School of Mines	16.4	27.3
University of Michigan	21.2	26.0
Michigan State University	19.6	25.2
University of California–Davis	14.6	24.3
University of New Hampshire	16.4	24.2
University of California–Santa Barbara	14.2	24.0
University of Delaware	14.9	23.9
University of California–Santa Cruz	13.7	23.5
University of California–San Diego	13.4	23.2
University of California–Irvine	13.6	23.0
Ohio State University	17.7	22.6
University of California–Berkeley	12.9	22.6
University of California–Los Angeles	12.9	22.3
University of Minnesota	16.5	21.8
Indiana University	16.5	21.7
Auburn University	13.8	21.7
Purdue University	15.6	21.4
University of Alabama	13.5	21.2
University of Tennessee	14.4	21.1
University of Massachusetts	17.0	21.1
College of William & Mary	15.5	21.0
Georgia Institute of Technology	10.9	21.0
University of Georgia	11.6	20.5
University of Washington	11.0	19.9
Rutgers University	17.7	19.6
University of Wisconsin	14.0	19.6
University of Kansas	13.6	19.4
University of Virginia	14.7	18.9
University of Texas	16.7	18.9
North Carolina State University	11.8	18.7
University of Missouri	16.5	18.6
University of North Carolina	12.3	18.5
University of Oklahoma	15.1	18.0
University of Connecticut	13.8	17.5
Virginia Polytechnic Institute	12.5	16.9
University of Colorado	10.9	16.6
Texas A&M University	15.9	16.4
SUNY–Binghamton University	12.3	16.0
SUNY–Stony Brook University	11.8	15.9
University of Nebraska	12.6	15.3
University of Iowa	12.9	15.1
Iowa State University	12.6	14.5
Florida State University	7.3	13.9
SUNY–College of Environmental Science & Forestry	11.6	13.8
University of Florida	7.1	13.3
University of Maryland	12.1	12.4

Source: IPEDS and U.S. Census Bureau.
Note: Percentages are based on the median household income for the state in which the institution is located, and in-state tuition and fees for first-time, full-time undergraduate students.

STUDENT LOAN DEBT OF GRADUATES

INSTITUTION	Average Debt of Graduates 2011-12	% of Graduates with Debt 2011-12
University of New Hampshire	$35,168	78.0%
Pennsylvania State University	35,100	66.0
University of Pittsburgh	33,662	67.0
University of Delaware	33,649	56.0
Colorado School of Mines	33,209	51.0
Clemson University	31,172	45.0
Iowa State University	30,374	65.0
University of Minnesota	29,702	63.0
Indiana University	28,769	52.0
University of Iowa	28,554	55.0
University of Massachusetts	27,945	71.0
Miami University	27,817	55.0
University of Michigan	27,815	44.0
Purdue University	27,798	54.0
University of Alabama	27,639	43.0
University of Vermont	27,588	59.0
Rutgers University	27,535	75.0
Georgia Institute of Technology	26,412	44.0
Ohio State University	26,409	59.0
University of Texas	26,097	50.0
University of Oklahoma	26,005	50.0
SUNY–College of Environmental Science & Forestry	26,000	80.0
Virginia Polytechnic Institute	25,759	54.0
University of Maryland	25,276	46.0
Michigan State University	24,987	46.0
Auburn University	24,903	45.0
University of Wisconsin	24,700	49.0
University of Illinois	24,657	52.0
University of Connecticut	24,373	62.0
College of William & Mary	24,344	41.0
SUNY–Binghamton University	23,710	53.0
University of Kansas	23,468	51.0
University of Colorado	23,413	45.0
University of Nebraska	23,280	60.0
Texas A&M University	22,955	46.0
University of Tennessee	22,860	49.0
North Carolina State University	22,626	57.0
Florida State University	22,405	51.0
University of Virginia	21,591	36.0
SUNY–Stony Brook University	20,954	59.0
University of Washington	20,800	49.0
University of California–San Diego	20,474	56.0
University of California–Los Angeles	20,409	46.0
University of California–Santa Cruz	20,358	56.0
University of California–Irvine	19,828	50.0
University of Florida	19,636	51.0
University of Georgia	19,621	44.0
University of California–Santa Barbara	19,325	53.0
University of California–Davis	19,285	55.0
University of California–Berkeley	17,964	40.0
University of North Carolina	16,983	35.0
University of Missouri	N/A	N/A

Source: Project on Student Debt

Note: Dollar amounts were not adjusted for inflation in the Project on Student Debt report. The University of Missouri was not included in the latest edition of the Project on Student Debt report. Average debt amounts are for students who graduated with debt, and include both federal and non-federal debt.

- As of 2011 nationwide **nearly 12 million individuals 40 or older** still owed money on student loans. Astonishingly, approximately two million individuals **60 and over** still owed money.
- **30 out of 52 schools** in this report graduated more than half of the Class of 2012 with some level of debt.

Access and Success. On average, members of the Class of 2012 who graduated with debt left with $25,203 in student debt with 30 out of 52 schools leaving more than half their graduates with some level of debt.

Yet far more disturbing are the numbers of former students—with and without degrees—who have ended up in default. The federal government recently released the first year of three-year cohort default data—the percentage of borrowers who default within the first three years of entering repayment. Nationwide, 9.3% of borrowers from four-year public schools who entered repayment in FY 2010 defaulted on their loans, including 12,605 borrowers from the 52 prestigious institutions in this study. In light of the national average, default rates of 5-8% are unacceptable at flagship public institutions, which serve as a primary point of access to higher education to the academically distinguished students in their respective states.[45]

Recognizing the tremendous financial risks taken on by students, some institutions and states have taken admirable steps toward making consumer data more accessible to prospective students. The University of Texas's seekUT website incorporates data from 68,000 alumni, and allows site visitors to view student debt loads and earnings by program of study. At the state level, the State Council of Higher Education for Virginia (SCHEV) Longitudinal Data System provides prospective students with historical wage data for graduates of institutions in the state, often disaggregated by program. Such information provides students and families with valuable insight prior to making a significant financial commitment.[46]

5. Where is the money going?

Increased tuition might be tolerable if it were devoted to improving student learning. But nationwide, a growing share of school funds is going to pay for layers and layers of administration. Some support staff are integral to the process of instruction. However, the long-term trend nationwide is simply unsustainable. A 2010 study of higher education costs at 198 leading public and private colleges and universities showed a 39.3% increase from 1993-2007 in expenditures per student for instruction, a 37.8% increase for expenditures in research and service, but a *61.2% increase per student for administration*. Furthermore, a recent report documents this diversion of resources from faculty to administrators. It found that the ratio of faculty and staff positions per administrator has declined at public research universities from 3.5 in 1990 to 2.7 in 2000, and all the way down to 2.2 in 2012.[47]

Spending Priorities

The charts on the following pages display data submitted to the U.S. Department of Education by the colleges and universities studied in this report. In the five-year period ending 2011-12, three schools cut administrative spending by 25% or more: Florida State University, Indiana University, and the University of Pittsburgh, with Indiana University coupling a 37.3% decrease in administrative spending with a 20.6% increase in instructional spending. But the sad reality is that at more than half of these schools, notwithstanding the recession, growth in administrative spending outpaced growth in instructional spending. In some cases, such as the University of Missouri, year-to-year fluctuations can be explained by changes in accounting practices. For the most part, however, the federal data provide the most meaningful comparisons available across institutions.

[T]he sad reality is that at more than half of these schools, notwithstanding the recession, growth in administrative spending outpaced growth in instructional spending.

Given these trends, it is not surprising that the media and public are increasingly calling out schools for unnecessary spending. The University of Connecticut was challenged for having a chief of campus police who made $256,000 annually. In 2011-12, the University of Minnesota University Senate Committee on Finance and Planning reviewed the school's administration and discovered wasteful practices. Instead of centralized administrative functions, several different administrative units maintained their own communications, information technology, and public relations staff, and there was strong suspicion that these same functions were subject to further wasteful duplication at the college and department level. When a subsequent *Wall*

INSTRUCTIONAL VS. ADMINISTRATIVE SPENDING

Administrative Spending Growing Faster than Instructional Spending

INSTITUTION		2006-07 FY Expenditures	2011-12 FY Expenditures	$ Change	% Change
College of William & Mary	*Instruction*	$107,964,931	$126,859,624	$18,894,693	17.5%
	Administration	19,381,099	24,900,543	5,519,444	28.5
Colorado School of Mines	*Instruction*	52,520,069	67,823,850	15,303,781	29.1
	Administration	8,258,345	11,181,511	2,923,167	35.4
Georgia Institute of Technology	*Instruction*	270,334,058	273,327,264	2,993,207	1.1
	Administration	52,005,111	63,987,435	11,982,324	23.0
Iowa State University	*Instruction*	312,593,440	349,266,732	36,673,292	11.7
	Administration	30,541,628	37,457,438	6,915,810	22.6
Miami University*	*Instruction*	244,920,264	224,661,831	-20,258,433	-8.3
	Administration	46,776,553	46,687,751	-88,802	-0.2
Michigan State University	*Instruction*	623,932,327	670,221,959	46,289,631	7.4
	Administration	78,090,470	104,858,697	26,768,226	34.3
North Carolina State University	*Instruction*	410,834,416	445,390,906	34,556,490	8.4
	Administration	61,042,849	75,564,359	14,521,510	23.8
Ohio State University	*Instruction*	965,333,347	1,016,685,204	51,351,857	5.3
	Administration	152,441,239	216,947,838	64,506,599	42.3
Purdue University	*Instruction*	554,693,138	577,771,802	23,078,665	4.2
	Administration	111,743,460	147,666,326	35,922,866	32.1
Rutgers University	*Instruction*	719,246,482	825,704,084	106,457,603	14.8
	Administration	122,747,376	146,375,757	23,628,381	19.2
SUNY–College of Environmental Science & Forestry	*Instruction*	33,676,464	32,460,814	-1,215,650	-3.6
	Administration	8,361,763	9,376,710	1,014,947	12.1
University of California–Davis	*Instruction*	739,104,768	782,234,747	43,129,979	5.8
	Administration	88,030,394	149,744,049	61,713,655	70.1
University of California–Irvine	*Instruction*	578,918,538	641,487,100	62,568,562	10.8
	Administration	52,531,016	63,352,466	10,821,450	20.6
University of California–Santa Cruz	*Instruction*	167,187,936	164,246,076	-2,941,860	-1.8
	Administration	34,722,676	39,436,573	4,713,897	13.6
University of Connecticut	*Instruction*	385,292,767	555,020,605	169,727,839	44.1
	Administration	76,687,283	135,456,650	58,769,367	76.6
University of Delaware	*Instruction*	325,496,976	357,654,108	32,157,132	9.9
	Administration	52,844,575	66,840,126	13,995,551	26.5
University of Georgia	*Instruction*	318,241,080	321,817,730	3,576,649	1.1
	Administration	64,800,218	69,224,274	4,424,056	6.8
University of Kansas	*Instruction*	400,577,859	420,682,045	20,104,186	5.0
	Administration	54,862,553	66,061,124	11,198,571	20.4
University of Maryland	*Instruction*	501,359,864	536,684,288	35,324,425	7.0
	Administration	76,652,228	94,810,699	18,158,472	23.7
University of Michigan	*Instruction*	924,963,161	1,028,959,063	103,995,902	11.2
	Administration	127,239,036	158,584,284	31,345,248	24.6
University of Minnesota	*Instruction*	1,023,247,050	965,924,008	-57,323,042	-5.6
	Administration	155,860,325	184,456,999	28,596,674	18.3
University of Missouri**	*Instruction*	312,169,961	357,947,568	45,777,607	14.7
	Administration	25,155,717	56,062,570	30,906,853	122.9
University of Nebraska	*Instruction*	239,226,100	245,578,770	6,352,670	2.7
	Administration	37,499,438	42,784,289	5,284,851	14.1
University of New Hampshire	*Instruction*	165,667,454	178,336,580	12,669,126	7.6
	Administration	19,876,796	27,035,024	7,158,227	36.0
University of North Carolina*	*Instruction*	822,147,073	811,019,514	-11,127,559	-1.4
	Administration	86,767,806	86,147,103	-620,703	-0.7
University of Oklahoma	*Instruction*	273,711,125	311,878,308	38,167,183	13.9
	Administration	31,832,251	37,730,993	5,898,741	18.5
University of Tennessee	*Instruction*	567,578,841	598,828,168	31,249,327	5.5
	Administration	86,945,260	112,976,496	26,031,236	29.9
University of Wisconsin*	*Instruction*	633,483,020	601,254,569	-32,228,450	-5.1
	Administration	67,298,831	66,995,697	-303,134	-0.5
Virginia Polytechnic Institute	*Instruction*	340,398,052	331,902,487	-8,495,564	-2.5
	Administration	52,262,382	53,580,721	1,318,339	2.5

Source: IPEDS.

Note: Data are reported in 2012 inflation-adjusted numbers, and are for the most recent five-year span of data available. Public Institutions use the Government Accounting Standards Board (GASB) accounting standards, with the exception of the University of Delaware, which uses the Financial Accounting Standards Board (FASB) accounting standards. Data are for main campuses only, with the exception of Miami University, Rutgers University, the University of Connecticut, and the University of Minnesota, which represent system-wide data.

** Cuts in instructional spending at Miami University, the University of North Carolina, and the University of Wisconsin outpaced cuts in administrative spending, making administrative spending larger relative to instructional spending.*

***See page 31 regarding the University of Missouri's administrative spending.*

INSTRUCTIONAL VS. ADMINISTRATIVE SPENDING

Instructional Spending Growing Faster than Administrative Spending

INSTITUTION		2006-07 FY Expenditures	2011-12 FY Expenditures	$ Change	% Change
Auburn University	*Instruction*	$239,628,373	$269,176,142	$29,547,769	12.3%
	Administration	55,546,352	60,240,266	4,693,914	8.5
Clemson University*	*Instruction*	230,530,373	222,370,011	-8,160,362	-3.5
	Administration	30,793,601	29,523,430	-1,270,170	-4.1
Florida State University	*Instruction*	322,864,670	350,076,149	27,211,479	8.4
	Administration	73,838,836	47,746,013	-26,092,823	-35.3
Indiana University	*Instruction*	478,007,619	576,309,039	98,301,420	20.6
	Administration	160,280,225	100,470,099	-59,810,126	-37.3
Pennsylvania State University	*Instruction*	1,006,586,334	1,350,725,859	344,139,525	34.2
	Administration	181,615,004	241,983,190	60,368,186	33.2
SUNY–Binghamton University	*Instruction*	154,338,426	162,967,015	8,628,589	5.6
	Administration	35,110,863	36,415,132	1,304,269	3.7
SUNY–Stony Brook University	*Instruction*	359,231,322	429,899,195	70,667,873	19.7
	Administration	109,176,239	97,679,092	-11,497,148	-10.5
Texas A&M University	*Instruction*	583,138,028	600,538,010	17,399,982	3.0
	Administration	68,782,466	57,244,872	-11,537,594	-16.8
University of Alabama	*Instruction*	256,983,740	337,248,077	80,264,337	31.2
	Administration	62,933,949	67,923,413	4,989,464	7.9
University of California–Berkeley	*Instruction*	685,515,752	745,792,891	60,277,139	8.8
	Administration	147,516,423	157,366,595	9,850,172	6.7
University of California–Los Angeles	*Instruction*	1,403,375,103	1,853,456,686	450,081,583	32.1
	Administration	141,549,940	156,681,709	15,131,769	10.7
University of California–San Diego	*Instruction*	668,555,862	911,530,202	242,974,340	36.3
	Administration	115,375,540	107,430,137	-7,945,403	-6.9
University of California–Santa Barbara	*Instruction*	251,464,651	276,898,087	25,433,436	10.1
	Administration	39,151,699	35,866,184	-3,285,515	-8.4
University of Colorado	*Instruction*	353,429,888	414,905,329	61,475,441	17.4
	Administration	37,240,377	41,951,706	4,711,330	12.7
University of Florida	*Instruction*	757,477,983	801,099,223	43,621,240	5.8
	Administration	121,389,855	109,303,112	-12,086,744	-10.0
University of Illinois	*Instruction*	549,126,809	736,454,152	187,327,343	34.1
	Administration	40,467,954	44,018,090	3,550,137	8.8
University of Iowa	*Instruction*	449,320,925	487,309,154	37,988,230	8.5
	Administration	71,285,748	62,671,663	-8,614,085	-12.1
University of Massachusetts	*Instruction*	330,368,228	346,698,282	16,330,054	4.9
	Administration	55,268,833	56,345,398	1,076,565	1.9
University of Pittsburgh	*Instruction*	513,506,322	561,095,034	47,588,712	9.3
	Administration	121,172,237	90,645,127	-30,527,110	-25.2
University of Texas	*Instruction*	715,238,443	796,252,418	81,013,975	11.3
	Administration	102,418,129	112,407,411	9,989,283	9.8
University of Vermont	*Instruction*	197,662,668	211,895,157	14,232,490	7.2
	Administration	48,268,266	45,146,338	-3,121,928	-6.5
University of Virginia	*Instruction*	425,676,585	442,268,597	16,592,012	3.9
	Administration	78,784,395	73,820,378	-4,964,017	-6.3
University of Washington	*Instruction*	1,142,179,133	1,242,564,201	100,385,068	8.8
	Administration	159,931,158	164,923,120	4,991,962	3.1

Source: IPEDS.

Note: Data are reported in 2012 inflation-adjusted numbers, and are for the most recent five-year span of data available. Public Institutions use the Government Accounting Standards Board (GASB) accounting standards, with the exception of Penn State University and the University of Pittsburgh, which use the Financial Accounting Standards Board (FASB) accounting standards. Data are for main campuses only, with the exception of Penn State University and the University of Washington, which represent system-wide data.

* *Cuts in administrative spending at Clemson University outpaced cuts in instructional spending, making instructional spending larger relative to administrative spending.*

- 32 of the institutions in this study pay their president or chancellor a salary that **equals or exceeds** that of the President of the United States.
- Public universities in Division I of the NCAA now spend **three to six times** as much on athletics per athlete than they spend on academics per student.

Street Journal article criticized the university's level of administrative spending, the Minnesota state legislature required the school to examine its cost-efficiency. The university's administration commissioned studies and selected consultants to perform the studies. After spending 12 weeks and $495,000 of school funds, one of the two groups hired concluded that the university administration had already made important steps to improve efficiency, although it had significant room for improvement. The controversy continued. Some legislators criticized the report as having "lacked depth" and cited concerns about the quality of the data.[48]

Sharp increases in administrative spending that overshadow growth in instructional spending are only one aspect of the problem. Skyrocketing presidential compensation also draws resources from student needs and sits ill with the public and elected officials. On average in fiscal year 2012, the 49 schools in this report that had accessible data paid their chief executive a base salary of $431,986. The University of California–Santa Cruz and the University of California–Santa Barbara have, in comparison, relatively lower presidential salaries: $310,000 and $315,000, respectively.

Generous packages for administrators have a price that may be passed on to students. The University of Colorado increased tuition by 9.3% three years ago and used part of the revenue generated to give large administrative raises. A significantly higher percentage of administrators than faculty received increases, and nine highly paid administrators received increases over $10,000, including a $49,000 raise for the chancellor of University of Colorado–Boulder, which the system president justified as "build[ing] up for their retirement." In 2012, the CU board allowed a 5% increase instead of the requested 15.7%, but still much above inflation. An 8.7% increase was approved in 2013, drawing inquiries from credit rating agencies, a reminder of the consequences of runaway costs.

No one would claim that the task of serving as the chief executive officer of a major public university is easy or should not be well-compensated. But should the base salary of a college president be larger than the base salary of the chief executive of the United States of America? The base salary of the President of the United States for over a decade has been set at $400,000 per year. Thirty-two of the institutions in this study pay their president or chancellor a salary that equals or exceeds that of the president of this nation. Meanwhile, the average salary of a full professor at these 32 universities is $133,194.[49]

It is not surprising that the appointment of the highly and justifiably acclaimed new president of Penn State University gave rise to controversy when it was

announced that he would receive a first-year base salary of $800,000 plus a $200,000 signing bonus. Even a gifted leader will find his or her credibility diminished by an outsized salary in these times of economic recession and escalating tuition. (Penn State already has the second highest in-state tuition among the universities in this report.)[50]

With tuitions rising, schools have an obligation to make sure their presidents are earning their generous salaries. Boards of trustees can do this by tying presidential compensation to presidential performance. For example, Purdue University's trustees, at the suggestion of its new president, made payment of nearly one-third of its executive's salary dependent on success based on five performance metrics each year: fundraising, graduation rates, student debt, institutional academic excellence, and student academic knowledge. Other schools, however, evaluate their presidents with vaguer standards and less of a focus on students.

The University of Virginia Board of Visitors evaluates its president on metrics from "Maintains a positive relationship with the faculty and staff" to "Effectively presents the University's resource needs to government officials and private contributors." The UVA president's salary, however, is not specifically keyed to performance as it is at Purdue. Instead the "Assessment Committee" that reviews the president will also simply provide a recommendation regarding future compensation adjustments.[51]

Public institutions of higher education are supposed to provide an affordable education and effectively utilize taxpayer dollars. They cannot do that unless they begin to rein in wasteful and duplicative administrative spending. Many of the schools in this report have proven that it can be done. The rest need to follow their lead.

Athletic Spending

And what about athletic spending? Universities are not required to report their athletic department's expenditures to the Department of Education as a separate item, so it is harder to say what exactly is going on. According to a recent study by the Delta Cost Project, public universities in Division I of the National Collegiate Athletic Association now spend three to six times as much on athletics per athlete than they spend on academics per student. *USA Today* revealed that barely one in ten Division I athletic departments at public institutions brings in more money than it spends.

[A]t least 33 of the top public universities have allowed their athletic spending to grow at a higher rate than did their instructional spending during the five-year period ending in 2010-11.

In addition, based on information obtained by *USA Today* through a Freedom of Information Act request, at least 33 of the top public universities have allowed their athletic spending to grow at a higher rate than did their instructional spending during the five-year period ending in 2010-11. Student athletic fees also continued to rise during this time—by as much as 413.3% at the University of California–Santa Barbara and 318.3% at Auburn University. The chart on the following page illustrates the trend of increased athletic spending and student fees.

In 2010-11, the athletic operating expenses of the Division I schools in this report totaled almost $3 billion, up more than $800 million from five years prior. Out of 45 flagship institutions reporting athletic expenses, 34 would appear to be profitable. But that number drops to 14 if one excludes from revenue stu-

TRENDS IN ATHLETIC SPENDING

INSTITUTION	Total Athletic Operating Expenses			Student Fees		
	2005-06	2010-11	% Change	2005-06	2010-11	% Change
University of Alabama	$71,284,600	$110,627,625	55.2%	$3,295,498	$ 0	-100.0%
Indiana University	48,710,263	72,982,151	49.8	1,204,232	0	-100.0
University of Michigan	79,833,873	117,762,585	47.5	0	0	0.0
College of William & Mary	16,557,736	23,929,538	44.5	7,868,399	10,594,644	34.6
Auburn University	74,355,444	105,815,425	42.3	1,084,192	4,534,938	318.3
University of Delaware	26,682,187	37,983,668	42.4	0	0	0.0
University of Kansas	56,266,687	75,801,480	34.7	1,139,516	1,952,604	71.4
University of Iowa	69,624,540	92,716,873	33.2	1,757,587	594,559	-66.2
University of Texas	106,672,408	140,760,587	32.0	1,987,763	0	-100.0
University of Oklahoma	75,617,401	99,357,008	31.4	176,339	0	-100.0
Florida State University	69,962,205	91,550,580	30.9	7,067,458	7,926,335	12.2
University of Vermont	13,718,096	17,942,871	30.8	1,769,513	2,645,910	49.5
Iowa State University	39,196,694	51,034,619	30.2	1,280,413	1,779,099	38.9
University of Illinois	59,456,971	77,364,698	30.1	3,344,330	3,104,289	-7.2
Rutgers University	49,168,451	63,374,940	28.9	6,827,860	9,510,279	39.3
University of California–Davis	21,090,246	27,080,487	28.4	11,868,450	18,670,709	57.3
University of Virginia	60,650,668	76,231,262	25.7	10,730,102	13,659,754	27.3
University of Washington	57,617,167	71,493,673	24.1	0	0	0.0
University of Minnesota	67,045,754	83,100,826	23.9	0	0	0.0
University of Tennessee	82,956,155	102,743,679	23.9	1,175,597	1,052,913	-10.4
Virginia Polytechnic Institute	53,268,042	65,906,876	23.7	6,920,694	7,620,027	10.1
University of Florida	92,479,210	112,827,875	22.0	2,940,510	2,612,773	-11.1
University of California–Santa Barbara	12,963,471	15,727,785	21.3	1,268,517	6,510,852	413.3
University of Massachusetts	23,514,950	28,389,794	20.7	8,124,227	8,274,045	1.8
University of New Hampshire	23,784,947	28,571,574	20.1	8,509,953	10,744,011	26.3
University of California–Irvine	13,282,784	15,565,237	17.2	8,366,903	4,058,328	-51.5
University of Georgia	73,155,722	85,032,726	16.2	3,541,741	3,366,570	-4.9
University of Colorado	53,761,842	62,318,362	15.9	1,762,792	1,644,094	-6.7
University of Nebraska	74,425,674	86,250,932	15.9	0	0	0.0
Texas A&M University	72,251,617	82,454,466	14.1	0	0	0.0
Miami University	24,938,829	28,402,926	13.9	12,528,572	14,922,276	19.1
University of California–Los Angeles	61,189,644	69,496,358	13.6	2,842,757	2,661,173	-6.4
University of Connecticut	58,676,509	66,327,184	13.0	7,462,771	9,207,347	23.4
Clemson University	55,092,201	61,456,305	11.6	1,653,881	1,678,778	1.5
University of Maryland	58,220,904	64,893,135	11.5	8,881,198	10,011,390	12.7
University of North Carolina	70,469,813	78,244,706	11.0	5,677,581	7,376,803	29.9
University of Wisconsin	92,690,325	100,683,064	8.6	0	0	0.0
Ohio State University	119,681,430	128,757,436	7.6	0	0	0.0
Michigan State University	82,548,509	88,449,146	7.1	0	0	0.0
North Carolina State University	49,919,898	53,235,876	6.6	2,826,958	1,096,469	-61.2
University of California–Berkeley	63,156,250	65,985,438	4.5	2,314,005	2,377,364	2.7
Purdue University	60,926,738	62,573,971	2.7	0	0	0.0
University of Missouri	65,900,627	67,555,276	2.5	0	0	0.0
Georgia Institute of Technology	57,247,419	57,978,931	1.3	2,466,879	5,040,146	104.3
SUNY–Stony Brook University	22,727,696	22,645,178	-0.4	5,868,955	7,675,695	30.8
SUNY–Binghamton University	16,474,311	14,682,831	-10.9	4,479,442	5,405,812	20.7
Colorado School of Mines	N/A	N/A	N/A	N/A	N/A	N/A
Pennsylvania State University*	N/A	106,698,502	N/A	N/A	0	N/A
SUNY–College of Environmental Science & Forestry	N/A	N/A	N/A	N/A	N/A	N/A
University of California–San Diego	N/A	N/A	N/A	N/A	N/A	N/A
University of California–Santa Cruz	N/A	N/A	N/A	N/A	N/A	N/A
University of Pittsburgh*	N/A	N/A	N/A	N/A	N/A	N/A

Source: USA Today

Note: The USA Today *study covered only those schools in NCAA Division I. Dollar amounts are expressed in 2012 inflation-adjusted numbers.*

** Public universities in Pennsylvania are exempt from Pennsylvania's Right to Know Law. Penn State University voluntary disclosed data for 2010-11 to* USA Today.

dent fees and institutional funds—monies that could otherwise go toward student instruction or reducing tuition. In other words, students are being forced to shoulder an even greater burden of the cost.

More broadly, athletic spending has a negative impact on institutions' abilities to grow in areas pertinent to their academic mission. Attracting and retaining prominent faculty requires not only offering competitive salaries, but often requires investment in technologically sophisticated and costly research facilities. Doing so can be difficult when the highest-paid state employee is a school's head football or basketball coach—as was the case in 2011 in Oklahoma, Connecticut, and Maryland. Governing boards have the duty to control the rapid growth of non-academic budgets relative to those of other functions of the university and remedy misaligned priorities.[52]

Endowment

The average endowment at the top public universities (including university systems) was just shy of $2 billion at the end of FY 2012-13, according to the most recent data from the National Association of College and University Business Officers (NACUBO).

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While this figure includes foundations for state university systems that have additional campuses not covered in this report, the number is still astounding. Nationwide, in the three-year period leading up to June 2013, the average public institution endowment grew by 10.3%, suggesting that these funds largely weathered the financial crisis of 2009.

The chart on the following page shows the value of each school's endowment assets at the end of fiscal year 2012-13.

Large endowments, however, have not held down the rising sticker price of a college education, a particular barrier to middle-class families that do not qualify for substantial levels of grant aid. To put this in context, 1% of the endowment of the University of Michigan would be enough to cut in-state tuition and fees in half for nearly 13,000 students. At the University of Virginia, over 8,400 students would benefit, at the University of North Carolina, over 6,100—yet these two schools still managed to raise in-state tuition over five years by 27% and 30.1%, respectively. In-state tuition and fees at the University of Washington increased by about $1,800 in 2012-13, a 17.1% jump; 1% of the school's endowment would be enough to pay this increase for nearly 13,000 students. It is certainly true that by far, most of the funds in university endowments are restricted for particular uses according to donor intent, but it is also clear that there are significant amounts of unrestricted and partially-restricted funds to ease student tuition burdens substantially.

One-third of the University of Virginia's endowment is classified as an unrestricted net position. In June 2013, the University of North Carolina had over $53 million in unrestricted funds from accumulated income and appreciation of the endowment alone. Twenty percent of the University of Washington's endowment funds are classified as "long-term operating monies" not restricted by donor purpose.[53]

Institutions must also be transparent about their reserve funds, as became evident in a recent controversy with the University of Wisconsin system. The

VALUE OF ENDOWMENT ASSETS

INSTITUTION	FY 2013
University of Texas System	$20,448,313,000
Texas A&M University System and Foundations	8,732,010,000
University of Michigan	8,382,311,000
University of California	6,377,379,000
University of Virginia	5,166,660,000
Ohio State University	3,149,169,000
University of Pittsburgh	2,975,896,000
Pennsylvania State University	2,956,803,000
University of Minnesota & Foundations	2,757,476,000
University of North Carolina at Chapel Hill & Foundations	2,381,151,000
University of Washington	2,346,693,000
Purdue University	2,182,171,000
University of Wisconsin Foundation	2,020,019,000
University of Illinois & Foundation	1,925,949,000
Indiana University & Foundation	1,735,086,000
Georgia Institute of Technology & Foundations	1,714,876,000
Michigan State University	1,637,164,000
UCLA Foundation	1,526,901,000
University of Florida Foundation, Inc.	1,359,643,000
University of Nebraska	1,338,728,000
University of Oklahoma	1,324,313,000
Kansas University Endowment Association	1,288,995,000
University of Missouri System	1,259,738,000
University of California, Berkeley Foundation	1,243,182,000
University of Delaware	1,171,166,000
University of Iowa & Foundation	1,094,803,000
University of Alabama System	1,054,890,000
University of Tennessee System	919,408,000
University of Colorado Foundation	885,384,000
University System of Maryland Foundation, Inc	867,017,000
University of Georgia Foundation	786,171,000
Rutgers, the State University of New Jersey	783,492,000
North Carolina State University & Related Foundations	769,404,000
College of William & Mary & Foundations	697,724,000
Iowa State University & Foundation	673,515,000
University of Massachusetts Foundation, Inc.	664,240,000
Virginia Tech Foundation	660,340,000
Florida State University Foundation	548,095,000
University System of New Hampshire & Foundations	540,992,000
Clemson University & Foundation	528,697,000
Auburn University & Foundation	522,145,000
UC San Diego Foundation	438,869,000
Miami University Foundation	416,658,000
University of Vermont & State Agricultural College	374,316,000
University of Wisconsin System	352,086,000
University of Connecticut & Foundations	344,174,000
University of California, Irvine Foundation	330,104,000
Michigan State University Foundation	321,186,000
University of Maryland College Park Foundation	247,896,000
UC Davis Foundation	240,391,000
Colorado School of Mines Foundation, Inc.	230,840,000
SUNY, Stony Brook Foundation	180,716,000
UC Santa Barbara Foundation	123,822,000
Foundation for SUNY at Binghamton, Inc.	76,759,000
SUNY–College of Environmental Science & Forestry*	N/A
University of California–Santa Cruz*	N/A

Source: National Association of College and University Business Officers (NACUBO) and Commonfund Institute.
Note: Institution and foundation names are listed as they were identified in the NACUBO report. Endowments for state systems may include campuses not covered in this report.
** SUNY–College of Environmental Science & Forestry and the University of California–Santa Cruz were not included in the NACUBO data.*

- One percent of the endowment for the University of Washington could have paid its 2012-13 tuition increase for nearly **13,000 students**.
- At ten of the top-ranked public institutions, over one-third of undergraduate degree programs **graduate fewer than ten students** in their first major.

nonpartisan Wisconsin Legislative Fiscal Bureau, for example, discovered that the University of Wisconsin system in June 2012 held a reserve fund of almost $650 million. This fund included $414.1 million in tuition receipts and came on the heels of 5.5% tuition increases each year since 2009. State legislators demanded that the university freeze tuition while spending down the reserve fund. While there is general agreement that keeping a reserve fund is appropriate and necessary, state legislators will properly demand that such reserves be clearly disclosed and that schools be sensitive to the burden a tuition increase imposes on students and their families.[54]

Academic Program Prioritization

The steady addition of new programs is an immense contributor to costs, and any efforts to reduce costs and enhance productivity must include prioritization and, where appropriate, the closing of programs. In *Prioritizing Academic Programs and Services*, former University of Northern Colorado president Robert C. Dickeson describes the problem: "[F]or the most part, adding academic programs results in a substantial *diminution of resources for existing programs*," and the *"price for academic bloat for all is impoverishment of each*." Dickeson recommends that governing boards take the lead in the important job of academic prioritization.[55]

Particularly for large institutions, the number of students graduating from an academic program is one indicator of effectiveness, at the very least a barometer of how much that program answers real student needs. And yet while most major public universities have undergraduate enrollment in the tens of thousands, at many schools, smaller, niche departments and programs account for a significant proportion of the academic programs offered.

The chart on the following page shows the number of baccalaureate degree programs at each institution, and the percentage of those programs that produced fewer than ten graduates in 2011-12. At four institutions—SUNY–Binghamton, the University of Delaware, the University of Nebraska, and the University of Vermont—more than 40% of programs each produced fewer than ten graduates. A total of 182 baccalaureate programs at these 52 institutions produced no graduates in 2011-12, including 26 programs at the University of Minnesota (ranging from Actuarial Science to Technical Teacher Education).

Despite having one of the smallest undergraduate populations of any school in this study, the Colorado School of Mines is the only school not to have any programs with fewer than ten completions. This is mainly a product of its compact selection of program offerings—its 4,156 undergraduates choose

UNDERGRADUATE PROGRAMS WITH FEW COMPLETIONS

INSTITUTION	# of Bachelor Programs with Fewer than 10 Completions 2011-12	% of Bachelor Programs with Fewer than 10 Completions 2011-12
University of Minnesota	60	39.0%
Purdue University	55	36.4
University of Nebraska	55	40.7
University of Delaware	43	41.0
University of Vermont	41	43.6
University of Illinois	40	30.5
University of Michigan	39	35.1
Miami University	38	35.2
University of Georgia	35	26.9
University of Iowa	32	35.2
University of Wisconsin	31	24.2
SUNY–Binghamton University	30	41.1
University of Oklahoma	30	30.9
University of California–Los Angeles	29	28.2
University of New Hampshire	29	36.7
Michigan State University	27	22.5
University of Texas	27	26.5
Ohio State University	25	17.9
Indiana University	24	26.7
University of California–Davis	24	25.3
University of Connecticut	24	25.8
Florida State University	22	22.9
University of California–Irvine	22	28.9
University of California–San Diego	22	29.3
Pennsylvania State University	19	14.7
Rutgers University	19	21.1
University of California–Berkeley	19	20.9
University of Washington	18	16.7
Iowa State University	17	18.1
SUNY–Stony Brook University	16	27.1
University of Maryland	16	18.0
North Carolina State University	15	15.8
University of Massachusetts	14	18.2
University of Pittsburgh	14	17.5
Clemson University	13	18.8
Texas A&M University	13	13.1
University of California–Santa Barbara	13	18.6
University of Florida	13	13.8
University of Kansas	13	15.1
University of Tennessee	13	15.7
Auburn University	11	12.2
University of North Carolina	11	16.9
University of Alabama	9	12.9
University of Colorado	9	14.8
University of Missouri	9	11.4
University of California–Santa Cruz	8	14.8
University of Virginia	6	12.8
College of William & Mary	5	16.1
SUNY–College of Environmental Science & Forestry	4	23.5
Virginia Polytechnic Institute	4	6.1
Georgia Institute of Technology	2	5.9
Colorado School of Mines	0	0.0

Source: College Navigator.
Note: Data reported are for first majors only.

from two dozen possible programs. It is important to note that the school is one of the most selective universities in the region, with an international reputation for research. By way of comparison, out of 12 undergraduate-level engineering programs at the University of California–Berkeley, four had fewer than ten completions each.[56]

A low number of majors and completions should not alone be a reason to terminate a program—for example, a foreign language department may produce few majors, but still provide crucial courses for the student body at large. However, in a world of limited resources, completion rates remain an important trigger for further review and scrutiny.

Building Utilization

States often set guidelines for how often classrooms should be in use as a way of containing capital expenditures and maximizing access and enrollment, yet many public institutions fail to meet minimum expectations for hours of classroom use.

State standards in California require public universities to generate student contact of at least 35 hours per station per week. Yet out of nine University of California campuses, only one (UC-Santa Cruz) met this standard, at 35.9 hours per week. Other UC schools ranged from 20.8 hours per week (UC-Merced) to 32 hours per week (UC-San Diego).

In South Carolina, where the state expects that rooms are to be scheduled for a minimal 30 hours per week of instruction, Clemson University falls short (26.8 hours per week). As one South Carolina state representative made clear, this shortcoming is reflective of a larger problem: institutions repeatedly request more and more funding to build new buildings, while deferring necessary maintenance on the facilities they already have. The end result: more buildings, but fewer prime locations.

In Virginia, the weekly room use standard is 40 hours per week: the College of William & Mary, the University of Virginia, and Virginia Polytechnic Institute all fail to meet the standard.[57]

Of the institutions studied, very few actually met minimum state standards for classroom usage. Two exceptions: the University of Washington meets the state's standard of 22 hours per week of scheduled class time in each classroom, and at the University of Maryland, classroom use between 8:00 a.m. and 5:00 p.m. exceeds the state-recommended standard of 67%.[58]

There is commonly a significant drop-off in classroom use on Friday afternoons, as well as in most early morning and late afternoon hours. The Penn State University strategic plan recognizes that poor use of space has caused significant waste:

> The University has invested heavily in both the construction of classroom and laboratory facilities and the renovation of existing facilities to accommodate new modes of teaching and learning and the greater use of technology. **Too often, these facilities are not fully utilized—and the University constructs additional facilities—because of lack of use outside of certain "prime time" class periods or times of the day.** Classroom space at University Park, for example, is near fully utilized between 10:00 a.m. and 2:00 p.m. on a typical day, but much capacity is underutilized at other times of the day. While a notable reduction in classroom utilization has occurred at 8:00 a.m., in response to student (and some faculty) preferences, mid- and late-afternoon scheduling remains significantly lower.[59]

Florida's public universities fall into a similar category. According to a 2009 study by the Florida

- Of the institutions studied, **very few** actually met minimum state standards for classroom usage.
- Teaching load is a crucial metric for academic quality and cost-effectiveness. At today's public universities, tenured and tenure-track faculty can be expected to teach **as few as three classes per year**.

Office of Program Policy Analysis & Government Accountability, classroom use on Fridays at the University of Florida and Florida State University was just over half the usage during prime hours (between 9:00 a.m. and 1:00 p.m., Monday through Friday). Meanwhile, at the University of North Carolina–Chapel Hill, only 19% of rooms are in use starting at 3:00 p.m. on Fridays, and at North Carolina State University, usage drops to 3% by Friday at 4:00 p.m.[60]

The University of Iowa's Office of the Registrar has recognized the problem, a solution, and its added benefits: "Classroom utilization on Fridays is currently well below campus standard. Therefore, departments who schedule one day a week discussion sessions or required courses on Fridays would expand the current level of usage and return student focus towards the classroom." They also note that this can help reduce operating costs—"especially imperative in these fiscally challenged years ahead." The University System of Georgia has also taken an admirable step toward addressing this issue by demanding comprehensive data on classroom utilization systemwide and recently completing a two-year study of classroom utilization at system campuses. The results indicate that significant work lies ahead—the 440 classrooms at the University of Georgia are used only 18.5 hours per week on average.[61]

Teaching Loads

Timely degree completion often rests on the availability of courses to complete one's major or general education requirements. A study by the University of Texas found that students who needed five years to graduate had taken nearly the same number of credit hours as those who graduated in four years, and that "the patterns revealed in the data suggested that having enough hours to graduate may be less of a barrier to timely graduation than having the courses required to graduate." The report identified the existence of "bottleneck" courses required for graduation, but without sufficient seats offered to meet student demand—and recommended that faculty be provided incentives to teach these courses.[62]

The limited data on teaching loads collected by the federal government fails to provide the public and policymakers with sufficient information to ensure that faculty time—universities' most precious resource—is being used in a cost-effective manner. The Department of Education's Data Analysis System contains teaching load data for only a select number of years, the most recent being 2004. Moreover, it is self-reported faculty survey data, a far less reliable method than those used by universities to track course schedules and faculty rolls.[63]

Recognizing the opportunities to broaden student access and maintain academic quality, the University System of Maryland increased teaching loads across the system by 10%, as part of an initiative that helped the system bring time-to-degree to historic lows, and add 5,000 more students without the need for additional funding—while still freezing tuition for four straight years.[64]

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Expectations of teaching loads vary significantly, but it is a crucial metric for both academic quality and cost-effectiveness, and it should be carefully monitored by university administration. This is rarely the case, however. Auburn University's faculty handbook, for instance, provides that "Considerable flexibility is given to the individual department head" in determining teaching loads, and that there is "no set teaching load formula at the University level."[65]

Moreover, the trend at prestigious schools seems ever downward. In Fall 2010, the College of William & Mary's School of Education reduced its teaching load for tenured/tenure-track faculty to two courses per semester (down from a previously 3:2 course load), with clinical supervision qualifying as the equivalent of one course assignment. In other words, faculty are in the classroom approximately six hours per week.[66]

The University of Illinois offers a "Humanities Release Time" program to all tenure-line faculty with a 2:1 teaching load (three courses per year), allowing participants to be exempted from all teaching requirements for one semester to perform research in selected areas of the humanities.[67]

The College of Engineering and Applied Science at University of Colorado–Boulder, even after the recession of 2008, urged its faculty to seek course reductions: "Research-active faculty are encouraged to 'buy down' their teaching responsibilities to two courses per academic year . . . . The teaching weight for evaluation purposes may be reduced when there is a reduction in teaching." Faculty less active in research were encouraged to take on an additional course, but the message was loud and clear: research is the gold standard.[68]

The various activities that qualify as exemptions from teaching requirements—often referred to as release time—make it difficult for the public and policymakers to quantify faculty productivity. In the University of California System, there have been attempts to define teaching responsibility very broadly. The expected annual teaching load ranges from three courses for faculty in the biological sciences to four-five courses for humanities faculty. In 2007, however, the University reported to the California legislature that any activity that contributes to students' advancement toward graduation should be deemed part of a professor's teaching load:

> [I]f students obtain academic credit toward graduation as a result of an instructional activity, then the faculty who guided that activity should receive instructional workload credit as well. In the existing methodology, faculty workload measured primary classes per FTE and excluded independent study enrollments. The new system corrects this problem by counting all instructional activities as "classes."

Given such a broad and vague definition, it is perhaps not surprising that the University boasts that the more

"accurate" teaching load is over eight courses per year. It is fair to say that such a faculty-centered calculation does little to help the students clamoring for admission to a UC campus or those who would like to graduate on time but cannot find seats in the courses they need to complete their programs.[69]

Institutions were asked to provide data on teaching loads of tenured and tenure-track faculty. Out of 52 institutions, two schools provided substantive responses. Texas A&M's policy requires that full-time faculty complete nine "teaching workload credits" every semester. While the policy allows faculty to obtain credits through certain non-teaching activities, data provided by the university confirm that professors indeed spend significant time in the classroom. In Fall 2012, tenured and tenure-track faculty members at Texas A&M taught, on average, the equivalent of slightly more than three undergraduate courses or two graduate courses during the semester.[70]

The University of Connecticut's College of Liberal Arts and Sciences prescribes a standard teaching load of three courses per semester for faculty not engaged in research, while teaching expectations for faculty engaged in research are set by academic department. Departments may also reduce expectations in individual cases to allow faculty to participate in administrative functions or "to take advantage of an exceptional opportunity." Data provided by the university do not provide sufficient information to determine the average number of hours that faculty spend in the classroom per week. However, there are some indications that the number is decreasing: between 2011 and 2013, the average number of "academic year credit hours" generated by permanent (tenured and tenure-track) faculty decreased by 9.8%. Meanwhile, during the same period, the number of permanent full-time instructional faculty increased from 962 in 2010-11 to 1,028 in 2012-13—suggesting that faculty rolls are increasing as the average number of courses taught is decreasing.[71]

How an institution allocates its resources—how often buildings are used, how much time faculty spend teaching, how many departments are supported—is a determining factor for student access and affordability.

6. Are students graduating and doing so on time?

According to the most recent national data publicly available from the U.S. Department of Education, less than 59% of the first-time, full-time students who begin college earn a degree from that school in six years: 56% of the students in public institutions and 65% of the students in private, non-profit colleges and universities. Even allowing for students who transfer and finish at another institution, these low rates put the U.S. behind global competitors. Despite spending more per student on higher education than any other Organisation for Economic Co-operation and Development country, the U.S. ranks 14th in the percentage of young adults who have completed college. Students who enter college but do not graduate represent a failed investment, with consequences for the student, the institution, and taxpayers.[72]

The national six-year graduation rate is not only unacceptably low, but it is also an inappropriate standard for assessing college completion—a baccalaureate degree is supposed to take only four years, not six. Accordingly, the chart on the following page shows the four-year graduation rates for first-time, full-time students. The results are surprising for a group representative of the top public institutions in the country: a full 17 schools have four-year graduation rates of under 50%, while only five schools manage to graduate seven out of ten freshmen within four years.

[O]f the top public institutions in the country: a full 17 schools have four-year graduation rates of under 50%, while only five schools manage to graduate seven out of ten freshmen within four years.

These numbers are sadly typical of many colleges and universities—of those who started at any four-year public institution in 2005, only 32% managed to graduate within four years, a number only slightly higher than the dismal 26% of freshmen entering in 1996.[73]

BACCALAUREATE GRADUATION RATES FOR FIRST-TIME, FULL-TIME FRESHMEN

INSTITUTION	4-Year Graduation Rate	
	Class of 2005	Class of 2010
University of Nebraska	23.0%	29.0%
Georgia Institute of Technology	33.0	34.0
University of Oklahoma	25.0	36.0
University of Tennessee	29.0	36.0
University of Kansas	31.0	37.0
Auburn University	34.0	38.0
Iowa State University	32.0	39.0
North Carolina State University	37.0	39.0
Purdue University	36.0	39.0
Colorado School of Mines	41.0	40.0
University of Alabama	39.0	41.0
University of Colorado	41.0	42.0
SUNY–College of Environmental Science & Forestry	40.0	44.0
SUNY–Stony Brook University	39.0	47.0
University of Iowa	40.0	47.0
University of Missouri	41.0	47.0
Texas A&M University	38.0	49.0
University of Minnesota	37.0	50.0
University of Texas	47.0	51.0
University of California–Davis	43.0	52.0
University of California–Santa Cruz	46.0	52.0
Florida State University	48.0	53.0
Michigan State University	44.0	53.0
Ohio State University	40.0	53.0
University of Wisconsin	46.0	53.0
University of Georgia	48.0	54.0
University of Massachusetts	49.0	54.0
Indiana University	50.0	55.0
University of Washington	48.0	56.0
Clemson University	46.0	57.0
Rutgers University	48.0	57.0
University of California–San Diego	56.0	57.0
Virginia Polytechnic Institute	51.0	59.0
University of New Hampshire	59.0	60.0
University of Pittsburgh	55.0	62.0
University of Maryland	58.0	63.0
University of Florida	53.0	64.0
Pennsylvania State University	58.0	65.0
University of Vermont	56.0	65.0
University of California–Irvine	51.0	66.0
University of California–Santa Barbara	50.0	67.0
University of Connecticut	54.0	67.0
University of Delaware	64.0	67.0
Miami University	67.0	68.0
SUNY–Binghamton University	62.0	68.0
University of California–Berkeley	61.0	68.0
University of Illinois	63.0	69.0
University of California–Los Angeles	66.0	71.0
University of Michigan	70.0	76.0
University of North Carolina	71.0	76.0
College of William & Mary	84.0	83.0
University of Virginia	84.0	87.0

Source: IPEDS.
Note: Original data were reported without decimal points. Class of 2005 and Class of 2010 refer to the cohorts of first-time, full-time freshmen who entered in 2001 and 2006.

Recommendations

Recommendations

Understand Your Role in Strengthening Public Higher Education

Governors are accountable for their state universities through the boards that they appoint. It is their responsibility to find men and women who will ask probing questions and be active fiduciaries, not merely cheerleaders and fundraisers.

Trustees have the authority—and responsibility—to require detailed reporting on university activity and to set policy, both fiscal and academic. They are accountable not just to their institutions, but to present and future students and to taxpayers.

Legislators can help state public higher education improve by tying funding to appropriate performance metrics.

Donors can target their gifts to programs that fulfill their intentions and vision.

Parents can make their thoughts known through contact with the admissions office, the administration, the Board of Trustees, and, if appropriate, the State Legislature.

Action Steps

1. Get the data on academic standards and academic rigor. Find out what the level of academic focus and rigor really is and determine how effectively your school adds value.
    - Ask to see all of the National Survey of Student Engagement (NSSE) indicators, especially those that pertain to the number of hours students spend in academic pursuits, and the rigor of their courses.
    - If state institutions do not use one of the three nationally-normed tests of core collegiate skills, trustees or legislators can require that they do so and make the findings on the institution's effectiveness publicly available. Individuals can themselves arrange to take the new CLA+ exam as a credential for employment.
    - Ask to see the percentage of A, B, C, D, and F grades awarded each semester in each department and program. Ask for data that shows how these percentages have changed over time.
2. Take steps to restore academic standards and rigor.
    - Do not assume students arrive at college with a common foundation of core skills and knowledge. Colleges and universities need to embrace a deliberate and disciplined curriculum that will ensure students have a common foundation in essential skills and knowledge: math, science, writing, literature and foreign language, U.S. history, and economics. Different institutions will develop different curricula, but it is imperative that school leaders—trustees, administrators and faculty—thoughtfully determine what college graduates should know and be able to do. Governors and legislators also have the right and responsibility to make their voices heard about curricular standards in public higher education.

- Be careful when revising credit transfer policies. When the CUNY system tried to streamline the process of transferring credits from community colleges to four-year institutions, it ended up gutting its core by capping the number of required courses at each institution.[74]
- Take steps to control grade inflation. Percentages of A and B grades should be an item in all faculty evaluations. Institutions may wish to consider Princeton University's example of capping the number of A-range grades a department can award, or the "honest transcript" program described on page 14 of this report.
- Use data gained from nationally-normed assessments of student progress in writing, critical thinking, and problem solving to supplement the evidence of course grades that students receive. Establish benchmarks and requirements to ensure that all students gain high levels of proficiency before graduating.

3. Create a safe and academically focused campus environment.

- First get the data you need. Trustees can commission a professional survey on student use of alcohol and drugs. They can also obtain information on utilization of classrooms and laboratories by day of the week and time of day in a clear, readable format. Are facilities in full use on Friday afternoons? Are classrooms in full use at 8:00 a.m., keeping the schedule of the working world that students hope to join?
- If there is an excessive "party culture" on campus, trustees can work with faculty and administration to take steps to replace it with an engaging and vibrant academic culture.
- Trustees, working with administration and faculty, can ensure that Friday remains a working day, with quizzes, tests, and assignments due.
- Everyone needs to take appropriate remedial action if there is evidence of illegal and dangerous behavior. Legislators can create funding incentives to encourage reduction in substance abuse related incidents.

4. Protect the free exchange of ideas.

- Trustees can determine the level of free expression in the classroom with a campus climate survey.
- Trustees and the college community need to acknowledge the goal of free exchange of ideas and intellectual diversity at convocations, commencement, and in the course catalog. Professors may wish to articulate these principles in their classroom materials.
- Colleges must eliminate restrictions on the free exchange of ideas, such as speech codes and limitation of controversial topics to "free speech zones."
- Colleges must also review disciplinary policies to ensure that they are not so broadly written as to impinge upon vigorous debate, inquiry, and argument, but that they do strictly forbid the disruption of classes and duly scheduled campus programs and the use of heckling and intimidation. Trustees can lead this initiative.
- Colleges must encourage intellectual diversity through faculty recruitment initiatives and speakers programs.

- Legislators can require that institutions regularly report actions taken to ensure the free exchange of ideas on campus and the implementation of appropriate protections for freedom of expression.

5. Keep public higher education financially accessible.

- Trustees should obtain from their administration the data they need on classroom utilization, administrative staffing and salaries, teaching loads, athletic expenditure, and student life programs.
- Trustees should make comparisons of administrative staffing and salary over time a part of all budgeting discussions. State legislatures can be particularly effective in challenging excessive executive compensation levels.
- Trustees should evaluate their top leadership based on objective criteria tied directly to the mission of the institution and to the benefit of the students. Trustees should consider the example of Purdue University, whose president's compensation is based on metrics including graduation rates, reduction of student debt, and "demonstrated student outcomes in knowledge and understanding."[75]
- Trustees should annually review all executive administrative compensation packages above a fixed level.
- Trustees should challenge new building projects in the absence of clear evidence of need for additional facilities. Legislatures should create guidelines for capital projects that reflect the level of usage of existing buildings.
- Working with faculty and administration, trustees should change the faculty reward system to encourage more and better teaching. Investigate innovative models such as the Iowa State Position Responsibility Statement that assigns each faculty member specific, flexible, and mutually agreed upon standards and expectations as the basis for evaluation and promotion.[76]
- Colleges must ensure that growth in athletic expenditure does not outdistance the higher priority of instructional spending. Legislators should require institutions to make data on athletic expenditures publicly available. This disclosure should also include the sources of athletic funding and whether a program is self-sustained by its revenue.
- Trustees and administrators must vet campus programs carefully with the recognition that campus fees are an increasing burden for students and their families.
- Legislatures should consider performance-based models of state funding. Tennessee conditions 100% of its funding, above a base amount set aside for operational support, on institutional outcomes; and in 2014, 80% of state funding for Ohio's four-year institutions will be performance based. Many other states, including Florida, Louisiana, Maine, and Mississippi also have an outcomes-based component in their funding formula.[77]

For more information, see ACTA's series of guides for trustees, including: *Substance Abuse on Campus: What Trustees Should Know*; *Cutting Costs: A Trustee's Guide to Tough Economic Times*; *Are They Learning? A College Trustee's Guide to Assessing Academic Effectiveness*; *Restoring a Core: How Trustees Can Ensure Meaningful General Education Requirements*; and *Measuring Up: The Problem of Grade Inflation and What Trustees Can Do.*

Appendices

Appendix A

CRITERIA FOR EVALUATING CORE COURSES

Distribution requirements on most campuses today permit students to pick from a wide range of courses that often are narrow or even outside the stated field altogether. Accordingly, to determine whether institutions in fact have a solid core curriculum, ACTA defines success in each of the seven subject areas as follows:

Composition
An introductory college writing class focusing on grammar, clarity, argument, and appropriate expository style. Remedial courses and SAT/ACT scores may not be used to satisfy a composition requirement. University-administered exams or portfolios are acceptable only when they are used to determine exceptional pre-college preparation for students. Writing-intensive courses, "writing across the curriculum" seminars, and writing for a discipline are not acceptable *unless* there is an indication of clear provisions for multiple writing assignments, instructor feedback, revision and resubmission of student writing, and explicit language concerning the mechanics of formal writing, including such elements as grammar, sentence structure, coherence, and documentation.

Literature
A comprehensive literature survey or a selection of courses of which a clear majority are surveys and the remainder are literary in nature, although single-author or theme-based in structure. Freshman seminars, humanities sequences, or other specialized courses that include a substantial literature survey component count.

Foreign Language
Competency at the intermediate level, defined as at least three semesters of college-level study in any foreign language. No distinction is made between B.A. and B.S. degrees, or individual majors within these degrees, when applying the foreign language criteria.

U.S. Government or History
A survey course in either U.S. government or history with enough chronological and topical breadth to expose students to the sweep of American history and institutions. Narrow, niche courses do not count for the requirement, nor do courses that only focus on a limited chronological period or a specific state or region. State- or university-administered and/or state-mandated exams are accepted for credit on a case-by-case basis dependent upon the rigor required.

Economics
A course covering basic economic principles, preferably an introductory micro- or macroeconomics course taught by faculty from the economics or business department.

Mathematics
A college-level course in mathematics. Specific topics may vary, but must involve study beyond the level of intermediate algebra and cover topics beyond those typical of a college-preparatory high school curriculum. Remedial courses or SAT/ACT scores may not be used as substitutes. Courses in formal or symbolic logic, computer science with programming, and linguistics involving formal analysis count.

Natural or Physical Science
A course in astronomy, biology, chemistry, geology, physical geography, physics, or environmental science, preferably with a laboratory component. Overly narrow courses, courses with weak scientific content, and courses taught by faculty outside of the science departments do not count. Psychology courses count if they are focused on the biological, chemical, or neuroscientific aspects of the field.

Half-Credit
If a requirement exists from which students choose between otherwise qualifying courses within two subject areas (e.g., math or science; history or economics, etc.), one-half credit is given for both subjects.

Appendix B

SCHOOL EVALUATION NOTES FOR CORE COURSES

Below we explain, as applicable, why we did not count as core subjects certain courses that might appear, at first glance, to meet core requirements. The colleges and universities are listed alphabetically.

Auburn University
No credit given for Composition because students may test out of the "English Composition" requirement through SAT or ACT scores. No credit given for Foreign Language because the requirement only applies to select degree programs and may be fulfilled with elementary-level study. No credit given for U.S. Government or History because the qualifying courses for the "History" requirement are world history courses rather than American government or history surveys.

Clemson University
No credit given for Foreign Language because intermediate-level language study is only required for select degree programs.

College of William & Mary
No credit given for Composition because the "Lower-Division Writing" section of the "Writing Proficiency" requirement may be satisfied by "Freshman Seminars" that are offered in a range of disciplines and do not focus primarily on expository writing instruction. No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Literature and History of the Arts" requirement. No credit given for U.S. Government or History because a survey course in American government or history is an option, but not required, to fulfill the "World Cultures and History" requirement.

Indiana University
No credit given for Composition because students may test out of the "English Composition" requirement through SAT or ACT scores, and the "Intensive Writing" requirement may be satisfied by topic courses in a range of disciplines that do not focus primarily on writing instruction. No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Art and Humanities" requirement.

Iowa State University
No credit given for Foreign Language because students may fulfill the requirement with elementary-level study.

Miami University
No credit given for Literature because it is one of four areas of the College of Arts and Sciences "Humanities" requirement from which students need only choose two. Furthermore, the required "Composition and Literature" course of the "Foundation I. English Composition" requirement is not a literature survey. No credit given for U.S. Government or History because a survey course in American government or history is an option, but not required, to fulfill the "Historical Perspective" requirement. No credit given for Economics because it is one of six areas of the College of Arts and Sciences "Social Science" requirement from which students need only choose

two. No credit given for Mathematics because both the "Mathematics, Formal Reasoning, Technology" requirement of the "Global Miami Plan" and the "Formal Reasoning" requirement in the College of Arts and Sciences may be satisfied by courses with little college-level math content.

Michigan State University
No credit given for Foreign Language because intermediate-level language study is only required for select degree programs.

North Carolina State University
No credit given for Composition because students may test out of the "Introduction to Writing" requirement through ACT scores. No credit given for Foreign Language because students may fulfill the requirement with elementary-level study.

Ohio State University
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Literature" section of the "Arts and Humanities" requirement. No credit given for Mathematics because the "Mathematical and Logical Analysis" section of the "Quantitative and Logical Skills" requirement for the B.A. degree may be satisfied by courses with little college-level math content.

Pennsylvania State University
No credit given for Foreign Language because the requirement only applies to select degree programs. No credit given for U.S. Government or History because the "United States Cultures" requirement may be satisfied by courses narrow in scope.

Purdue University
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "United States Tradition" and "Western Heritage" requirements. No credit given for Foreign Language because intermediate-level language study is only required for select degree programs. No credit given for U.S. Government or History because a survey course in American government or history is an option, but not required, to fulfill the "United States Tradition" requirement. Moreover, this requirement only applies to select degree programs.

Rutgers University
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Arts and Humanities" requirement. No credit given for Foreign Language because language study is only an option in the "Arts and Humanities" requirement. No credit given for Mathematics because both the "Quantitative Information" and the "Mathematical or Formal Reasoning" requirements can be satisfied by courses with little college-level math content.

State University of New York–Binghamton University
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Humanities" requirement. No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. No credit given for U.S. Government or History because the "Pluralism in the United States" requirement may be satisfied by niche courses or courses that are narrow in scope.

State University of New York–Stony Brook University
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Interpreting Texts in the Humanities" requirement. No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. No credit given for U.S. Government or History because the "American History Competence"

requirement may be satisfied by courses narrow in scope. No credit given for Economics because a course in economics is an option, but not required, to fulfill the "Social and Behavioral Sciences" requirement.

Texas A&M University
No credit given for Literature because the requirement only applies to select degree programs. No credit given for Foreign Language because intermediate-level language study is only required for select degree programs.

University of Alabama
No credit given for Foreign Language because the requirement may be fulfilled with elementary-level study. No credit given for U.S. Government or History because a survey course in American government or history is an option, but not required, to fulfill the "History" requirement.

University of California–Berkeley
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Arts and Literature" requirement. No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework. No credit given for Economics because a course in economics is an option, but not required, to fulfill the "Social and Behavioral Sciences" requirement. No credit given for Mathematics because students may test out of the "Quantitative Reasoning" requirement through SAT or ACT scores. No credit given for Natural or Physical Science because the "Biological Science Breadth" and "Physical Science Breadth" requirements may be satisfied by courses with little science content.

University of California–Davis
One-half credit given for both Composition and Literature because students may take either a course in expository writing or a literature survey to satisfy the "Lower Division Writing" component of the "English Composition" section of the "Literacy with Words and Images" requirement. Full credit is not given for Composition because the "Upper Division Writing" requirement may be satisfied by courses that do not focus primarily on expository writing; because students may test out of the "Entry Level Writing" requirement through SAT or ACT scores; and because the "Writing Experience" requirement may be satisfied by topic courses in a range of disciplines that do not focus primarily on expository writing instruction. Full credit is not given for Literature because a survey course in literature is an option, but not required, to fulfill the "Arts and Humanities" requirement. No credit given for Foreign Language because the requirement only applies to select degree programs and may be fulfilled with elementary-level study. No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework, and the "American Cultures, Government, and History" requirement may be satisfied by courses that are not history or government surveys. No credit given for Mathematics because the "Quantitative Literacy" requirement may be satisfied by courses with little college-level math content. No credit given for Natural or Physical Science because the "Science and Engineering" and "Scientific Literacy" requirements may be satisfied by courses with little science content.

University of California–Irvine
No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. No credit given for U.S. Government or History because the "American History and Institu-

tions" requirement may be satisfied by high school coursework. No credit given for Natural or Physical Science because the "Science and Technology" requirement may be satisfied by courses in computer science and mathematics.

University of California–Los Angeles
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Literary and Cultural Analysis" section of the "Foundations of the Arts and Humanities" requirement. No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework or by courses narrow in scope. No credit given for Mathematics because students may test out of the "Quantitative Reasoning" requirement through SAT or ACT scores.

University of California San Diego–Earl Warren College
No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework. No credit given for Mathematics because the "Formal Skills" requirement and the "Natural Sciences, Math & Engineering" program of concentration may be satisfied by courses with little college-level math content. No credit given for Natural or Physical Science because the "Natural Sciences, Math & Engineering" program of concentration may be satisfied by courses with little science content.

University of California San Diego–Eleanor Roosevelt College
No credit given for Composition because students may test out of the "UC Entry Level Writing Requirement" requirement through SAT or ACT scores. No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework. No credit given for Mathematics because the "Quantitative Methods" requirement may be satisfied by courses with little college-level math content.

University of California San Diego–John Muir College
No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework. One-half credit given for both Mathematics and Natural or Physical Science because math and science are folded into the "Math/Natural Sciences" requirement, thus students may choose between one or the other.

University of California San Diego–Revelle College
No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework. Moreover, the "American Cultures" requirement may be satisfied by courses narrow in scope.

University of California San Diego–Sixth College
No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework. No credit given for Mathematics because the "Structured Reasoning" and "Exploring Data" requirements may be satisfied by courses with little college-level math content.

University of California San Diego–Thurgood Marshall College
No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework.

University of California–Santa Barbara
No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by courses narrow in scope. One-half credit given for both Mathematics and Natural or Physical Science because math and science are folded into the "Quantitative Literacy" and "Science, Mathematics, and Technology" requirements; in each case, students may choose either one or the other.

University of California–Santa Cruz
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Textual Analysis and Interpretation" requirement. No credit given for U.S. Government or History because the "American History and Institutions" requirement may be satisfied by high school coursework. No credit given for Natural or Physical Science because the "Scientific Inquiry" requirement may be satisfied by courses in linguistics and the history of science. Furthermore, science courses are options, but not required, to satisfy the "Mathematical and Formal Reasoning" and "Statistical Reasoning" requirements.

University of Colorado
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Literature and the Arts" requirement. No credit given for U.S. Government or History because the "United States Context" requirement may be satisfied by courses narrow in scope. No credit given for Mathematics because the "Quantitative Reasoning and Mathematical Skills" requirement may be satisfied by courses with little college-level math content.

University of Delaware
No credit given for Foreign Language because the requirement only applies to select degree programs. No credit given for U.S. Government or History because a survey course in American government or history is an option, but not required, to fulfill the "History and Cultural Change" requirement.

University of Florida
No credit given for Foreign Language because students may fulfill the requirement with elementary-level study.

University of Illinois
No credit given for Composition because students may test out of the "Composition I" requirement through ACT scores, and the "Advanced Composition" requirement may be satisfied by courses offered in a range of departments that do not focus primarily on expository writing instruction. No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Humanities & The Arts" requirement. No credit given for Mathematics because the "Quantitative Reasoning" requirement may be satisfied by courses with little college-level math content. No credit given for Natural or Physical Science because the "Natural Sciences & Technology" requirement may be satisfied by courses with little science content.

University of Iowa
No credit given for Mathematics because the "Quantitative or Formal Reasoning" requirement may be satisfied by courses with little college-level math content.

University of Kansas
No credit given for Foreign Language because the requirement only applies to select degree programs.

University of Maryland
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the"Humanities" requirement.

University of Massachusetts
No credit given for Foreign Language because intermediate-level language study is only required for select degree programs. No credit given for Mathematics because students may test out of the "Basic Mathematics" requirement through a university-administered examination, and the "Analytic Reasoning" requirement may be satisfied by a course with little college-level math content.

University of Michigan
No credit given for Mathematics because the "Quantitative Reasoning" requirement may be satisfied by science courses.

University of Minnesota
No credit given for Literature because the "Literature" requirement may be satisfied by courses that are not literature surveys. No credit given for Foreign Language because the requirement only applies to select degree programs.

University of Missouri
No credit given for U.S. Government or History because the "American History or Government" requirement may be satisfied by courses narrow in scope. No credit given for Mathematics because students may test out of the "College Algebra" requirement through SAT or ACT scores, and the "Math Reasoning Proficiency Requirement" may be satisfied by courses with little college-level math content.

University of Nebraska
No credit given for Composition because the "Written Communication" requirement may be satisfied by writing courses offered in a range of departments and in languages other than English. No credit given for Literature because "Modern Languages and Literatures" is one of six areas of the "Humanities" requirement, from which students need only choose two. No credit given for Mathematics because the "Natural, Physical and Mathematical Sciences" requirement may be satisfied by science courses. Furthermore, the "ACE 3" general education requirement may be satisfied by courses with little college-level math content.

University of New Hampshire
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Humanities" requirement. No credit given for Foreign Language because the requirement only applies to select degrees and may be fulfilled with elementary-level study. No credit is given for U.S. History or Government because a survey course in American government or history is an option, but not required, to fulfill the "Historical Perspectives" and "Humanities" requirements. No credit given for Economics because a course in economics is an option, but not required, to fulfill the "Social Science" requirement.

University of North Carolina
No credit given for Literature because the "Literary Arts" requirement may be satisfied by courses that are not literature surveys. No credit given for U.S. Government or History because a survey course in American government or history is an option, but not required, to fulfill the "Historical Analysis" and "U.S. Diversity" requirements.

University of Pittsburgh
No credit given for Literature because the "Literature" requirement may be satisfied by courses that are not literature surveys. No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. No credit given for U.S. Government or History because a survey course in American history or government is an option, but not required, to fulfill the "Historical Change" requirement. No credit given for Mathematics because students may test out of the "Algebra" skills requirement through SAT or ACT scores or a university-administered examination, and

the "Quantitative and Formal Reasoning" requirement may be satisfied by courses with little college-level math content.

University of Tennessee
No credit given for Literature because a survey course in literature is an option, but not required, to fulfill the "Arts and Humanities" requirement. No credit given for U.S. Government or History because the "United States Studies" requirement may be satisfied by courses narrow in scope.

University of Texas
No credit given for Composition because students may test out of the "Rhetoric and Composition" requirement through SAT or ACT scores, and the "Writing Flag" requirement may be satisfied by courses offered in a range of departments that do not focus primarily on expository writing instruction. No credit given for Foreign Language because intermediate-level language study is only required for select degree programs.

University of Vermont
No credit given for Literature because the requirement only applies for select degree programs. No credit given for Foreign Language because the requirement only applies to select degree programs and may be fulfilled with elementary-level study.

University of Virginia
No credit given for Composition because students may test out of the "First Writing Requirement" section of the "Competency Requirements" through SAT or ACT scores, and the "Second Writing Requirement" may be satisfied by courses offered in a range of departments that do not focus primarily on expository writing instruction. No credit given for Literature because it is one of three areas of the "Humanities" requirement, from which students need only choose two. No credit given for U.S. Government or History because a survey course in American government or history is an option, but not required, to fulfill the "Historical Studies" requirement. No credit given for Economics because a course in economics is an option, but not required, to fulfill the "Social Sciences" requirement. No credit given for Mathematics because the "Natural Science and Mathematics" requirement may be satisfied by science courses.

University of Washington
No credit given for Foreign Language because students may fulfill the requirement with elementary-level study. One-half credit given for both Mathematics and Natural or Physical Science because math and science are folded into the "Natural World" requirement, thus students may choose either one or the other.

University of Wisconsin
No credit given for Composition because only students who do not receive a satisfactory score on a university-administered examination must take a "Communication A" writing course, and the "Communication B" requirement may be satisfied by topic courses in a range of disciplines that do not focus primarily on expository writing instruction. No credit given for Literature because the "Literature" section of the College of Letters & Science "Humanities" requirement may be satisfied by niche courses or courses that are narrow in scope. No credit given for Mathematics because the "Quantitative Reasoning A" requirement may be satisfied by courses with little college-level math content, and the "Quantitative Reasoning B" requirement may be satisfied by science courses.

Virginia Polytechnic Institute
No credit given for Foreign Language because students may fulfill the requirement with elementary-level study.

End Notes

1. Thomas Jefferson, *Report of the Commissioners for the University of Virginia* (1818), http://mailer.fsu.edu/~njumonvi/jefferson_uva.htm; Tex. Const. art. VII, § 10, http://tarlton.law.utexas.edu/constitutions/texas1876/a7; "Mission and Values," University of Illinois, accessed November 4, 2013, http://www.uillinois.edu/about/mission.
2. "What Will They Learn? A Guide to What College Rankings Don't Tell You," American Council of Trustees and Alumni, accessed January 20, 2014, www.whatwilltheylearn.org. Campus-specific data on time-on-task are from websites of institutions from which NSSE Frequency Distribution Reports were available, including: North Carolina State University, Purdue University, Rutgers University, University of Colorado, University of Connecticut, University of Massachusetts, University of Minnesota, University of North Carolina, University of Texas, University of Washington, University of Wisconsin, and Virginia Polytechnic Institute. National student engagement data are for students at institutions with Carnegie classification of "Research Universities (very high research activity)." Forty-two out of 52 institutions in this report fall in this category. Nine schools are categorized as "Research Universities (high research activity)." SUNY–College of Environmental Science & Forestry is classified as a "Doctoral/Research University." See "Institution Lookup," Carnegie Foundation for the Advancement of Teaching, accessed January 24, 2014, http://classifications.carnegiefoundation.org/lookup_listings/institution.php. Center for Postsecondary Research & Planning, *National Survey of Student Engagement: NSSE 2013 U.S. Grad Frequencies; Seniors* (2013), 7, question 7c, 13, question 15a, http://nsse.iub.edu/2013_institutional_report/pdf/Frequencies/Freq%20-%20SR%20by%20Carn.pdf; "College Students Spend More Time Drinking Than Studying," *EverFi (Formerly Outside the Classroom)*, March 11, 2009, http://www.outsidetheclassroom.com/news-events/news/press-releases/09Naspa.aspx; Brandon Busteed, "What Are the Most Common Misconceptions about College-Age Drinking?," *Trusteeship Magazine*, March/April 2009, http://www.outsidetheclassroom.com/Upload/images/PDF/Trusteeship09.pdf; "Campus Safety and Security Data Analysis Cutting Tool," U.S. Department of Education, accessed November 22, 2013, http://ope.ed.gov/security/. Substance-abuse related incidents are defined as the number of reported disciplinary actions and arrests on campus for the violation of drug or liquor laws. Enrollment is based on figures reported for the school's main campus, except when schools reported enrollment aggregated across multiple campuses. In such cases, the average number of incidents per 100 students may actually be underreported. All figures given are based on a three-year average from 2010-2012. U.S. Department of Education, Office of Postsecondary Education, *The Handbook for Campus Safety and Security Reporting* (Washington, DC: 2011), http://www2.ed.gov/admins/lead/safety/handbook.pdf; Foundation for Individual Rights in Education, *Spotlight on Speech Codes 2013: The State of Free Speech on Our Nation's Campuses* (Philadelphia: 2013), http://thefire.org/public/pdfs/Spotlight_on_Speech_Codes_2013.pdf?direct.
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American Council of Trustees and Alumni
1726 M Street, NW, Suite 802
Washington, DC 20036
Phone: 1-888-ALUMNI-8 or 202-467-6787
Fax: 202-467-6784
Email: info@goacta.org • Website: GoACTA.org