

IV. Findings on Remedial Education

The findings presented in this section provide a financial picture of CUNY's remedial activities, and should be viewed in conjunction with other findings and observations presented by the Task Force staff and Rand. This section summarizes the data by type of college (senior, hybrid, and community) and describes findings related to the following questions:²

- A. How many CUNY students participate in remedial education?
- B. How much does CUNY spend on remedial education?
- C. How much does CUNY spend per student on remedial education?
- D. What are the revenue sources that cover the costs of remedial education?

A. How many CUNY students participate in remedial education?

There are two ways to consider the magnitude of CUNY student participation in remedial education programs: (1) headcount, which reflects the number of students participating at some level without accounting for whether that is one course, four courses, or participation in an immersion program; (2) full-time equivalent, which allows aggregation of all the part-time participation in remedial education programs and demonstrates what proportion of CUNY's total instructional delivery is dedicated to remedial education.

1. Headcount comparison

The total remedial undergraduate student headcount³ at CUNY is 70,108, or 36% of the total university undergraduate headcount of 197,178. Since neither of these headcount numbers includes enrollment in continuing education,⁴ 36% likely underrepresents the total remedial student participation by as much as 5% when considering that many students take remedial education courses through the division of Adult and Continuing Education.

How high is 36%? Data on first-year enrollment in remedial courses in a number of states, shown in Table 1 below, suggest that CUNY's rates—which include all years, not just first-year remedial participation—may not be unusual, even if not desirable.

² Appendix C of this report contains detailed data by college that elaborates on many of the tables included in this section.

³ Headcount numbers reflect only the remedial core (basic skills, ESL, language immersion and pre-freshman immersion courses) and do not include participation in SEEK/CD and other grant programs, as there is significant overlap among students in the remedial core and in these supplementary remedial programs.

⁴ The university's data systems were unable to consider duplication in resident and continuing education enrollments for either remedial education or overall CUNY enrollment, thus enrollment data for continuing education are not included in aggregate participation numbers.

Table 1: First-year Remedial Participation in Public Higher Education by State⁵

| State | First-year Remedial Participation |
|---------------|------------------------------------------|
| West Virginia | 53% |
| Louisiana | 49% |
| Kentucky | 47.5% |
| Georgia | 39.1% |
| New York | 36.4% |

Table 2, below, illustrates the headcount of resident, matriculated students that participate in remedial programs.⁶ Students at the community colleges, predictably, have a high remedial headcount—60% of students participate in some form of remedial education at the community colleges. Senior and hybrid colleges have lower remedial headcounts—18% and 35% respectively.

⁵ Brenneman, David W. and Haarlow, William N. “Remediation in Higher Education,” Washington, D.C.: Thomas Fordham Foundation, July 1998.

⁶ The headcounts calculated for the Basic Skills and ESL programs were based on unduplicated headcounts, so a student enrolled in more than one remedial, developmental or compensatory course at the same time within either of those two categories was counted only once. However, if a student was enrolled in both a Basic Skills course and an ESL course at the same time, the student was counted twice. Headcount numbers should be reviewed in light of these data deficiencies.

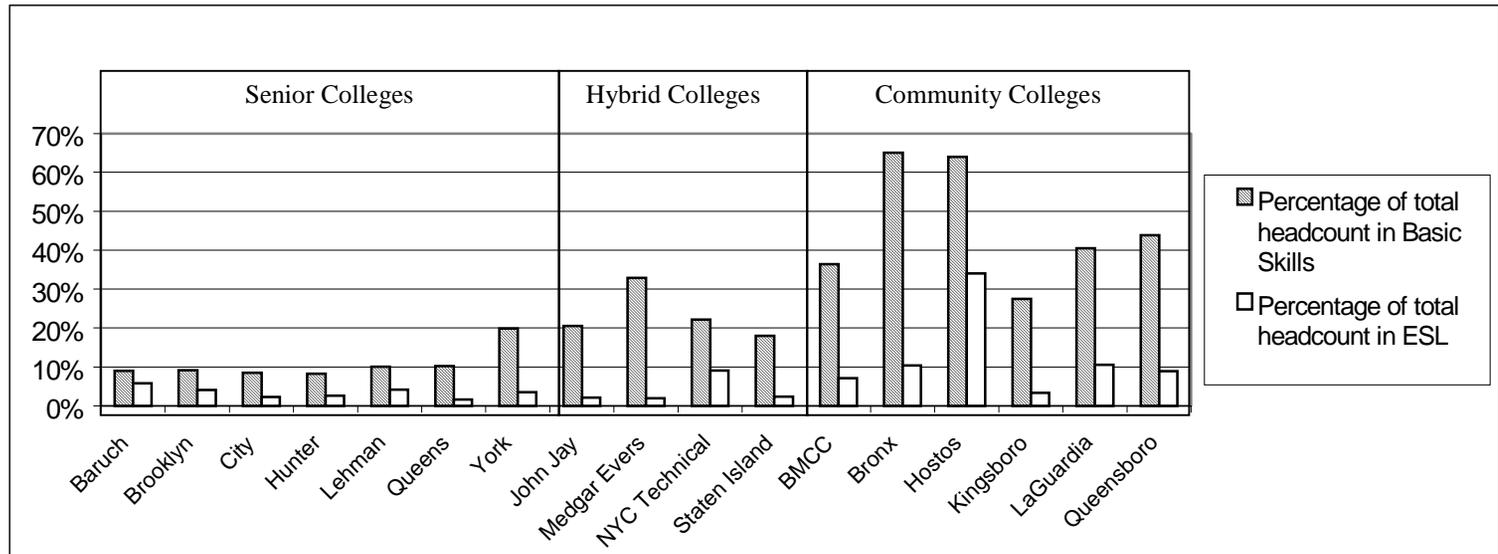
Table 2: Remedial Education as Percentage of Total Student Headcount, by College Type (1996-97)⁷

| Program | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|--------------------------|-----------------|---------------------|-----------------|---------------------|--------------------|---------------------|------------------|---------------------|
| | Headcount # | % of Total Remedial | Headcount # | % of Total Remedial | Headcount # | % of Total Remedial | Headcount # | % of Total Remedial |
| Basic Skills | 9162 | 53% | 8497 | 62% | 27300 | 69% | 44959 | 64% |
| ESL | 3123 | 18% | 1586 | 12% | 6177 | 16% | 10886 | 16% |
| Language Immersion | 341 | 2% | 492 | 4% | 1198 | 3% | 2031 | 3% |
| Pre-freshman Immersion | 4500 | 26% | 3071 | 23% | 4661 | 12% | 12232 | 17% |
| Remedial Core Total | 17126 | 100% | 13646 | 100% | 39336 | 100% | 70108 | 100% |
| Total All CUNY Headcount | 92994 | | 38872 | | 65312 | | 197178 | |
| Remedial as % of Total | | 18% | | 35% | | 60% | | 36% |

As shown in Table 2, basic skills and ESL programs for resident education students together make up the largest portion of total remedial student headcount. The community colleges have the highest participation rates by students in both programs, 85%, followed by the hybrid colleges, 74%, and then the senior colleges, 71%. Figure 3, below, takes the analysis one step further and illustrates the varying levels of student participation in these two programs at the individual colleges.

⁷ Detailed by college in Table 18, page 46.

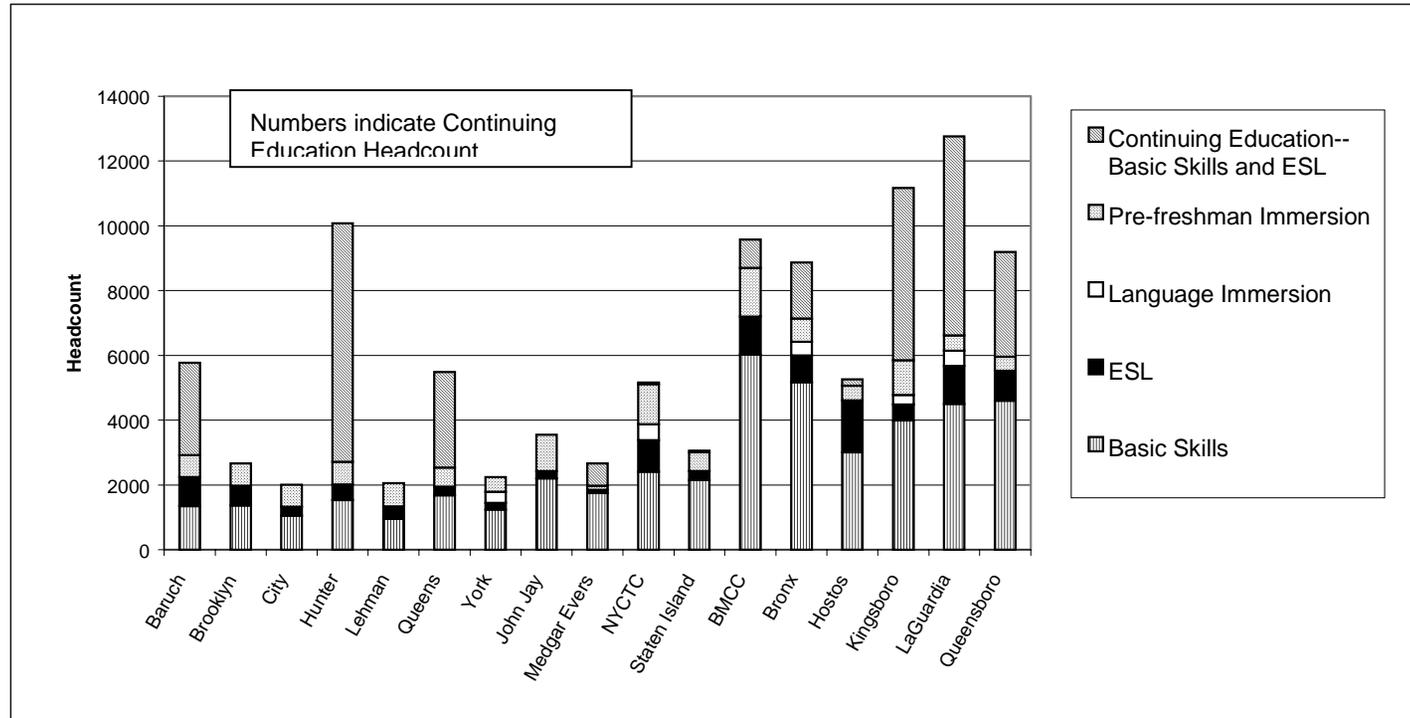
Figure 3: Percentage of College Headcount Participating in Basic Skills and ESL Programs, by College (1996-97)



The senior and hybrid colleges have a larger percentage of remedial students in their pre-freshmen immersion programs than the community colleges – 26% and 23% of total remedial headcount compared to 12% at the community colleges.

Due to data inconsistencies, it is impossible to understand the impact of students taking basic skills and ESL classes through continuing education as a percentage of total university students. Instead, continuing education remedial students can be shown alongside other remedial education students as seen in Figure 4, below.

Figure 4: Continuing Education Headcount vs. Other Remedial Education Headcount, by College (1996-97)



As Figure 4 shows, a number of colleges have been shifting the burden of remedial education away from regular student enrollment and into the Adult and Continuing Education division. Three senior colleges offer basic skills and ESL through their continuing education programs to significant numbers of participants – Baruch, Hunter and Queens. Kingsborough and LaGuardia Community Colleges also have significant continuing education programs that provide basic skills and ESL courses, 5,322 and 6,150 students respectively.

Thirty percent of Hostos’ remedial student headcount consists of ESL for resident education students – the most of all the colleges.

A majority of remedial students at the hybrid colleges who participate in basic skills and ESL programs are pursuing associate degrees. Figures 5a and 5b on the next page depict the headcount by degree levels for the basic skills and ESL programs.

Figures 5a and 5b: Hybrid Colleges Composite Basic Skills and ESL Associate and Baccalaureate Degree Headcount (1996-97)



Table 3: Associate and Baccalaureate Degree Headcount, by Hybrid College (1996-97)

| | John Jay | | Medgar Evers | | NYC Technical | | Staten Island | |
|--------------------------------------------|--------------|-------------|--------------|-------------|---------------|-------------|---------------|-------------|
| | Headcount | % of Total | Headcount | % of Total | Headcount | % of Total | Headcount | % of Total |
| Associate Basic Skills | 1,031 | 43% | 1,434 | 81% | 2,338 | 70% | 1,821 | 76% |
| Baccalaureate Basic Skills | 1,162 | 48% | 243 | 14% | 28 | 1% | 285 | 12% |
| Associate ESL | 83 | 3% | 91 | 5% | 959 | 29% | 226 | 9% |
| Baccalaureate ESL | 146 | 6% | 10 | 1% | 8 | 0% | 49 | 2% |
| Total Basic Skills and ESL Students | 2,422 | 100% | 1,778 | 100% | 3,333 | 100% | 2,381 | 100% |

As Table 3 illustrates, three of the hybrid colleges – Medgar Evers, NYC Technical, and Staten Island – have larger percentages of their total student enrollment seeking associate degrees – 60%, 91% and 54%, respectively, and correspondingly, significantly more remedial students in basic skills and ESL courses pursuing associate degrees than baccalaureate degrees. In contrast, John Jay, with 71% of baccalaureate students, has approximately the same numbers of remedial students in basic skills and ESL courses pursuing baccalaureate and associate degrees.

2. Full-time equivalent (FTE) comparison

Full-time equivalent provides a measure of the proportion of CUNY instructional activity dedicated to remedial education. Table 4 shows that remedial students in the remedial core programs, including basic skills, ESL, and language immersion⁸ represent approximately 15% of total student full-time equivalents (FTE) for the university, compared to 36% when measured using headcount. Twenty-nine percent of all community college student FTE is related to remedial education programs, compared to only 6% at the senior college level. Hybrids predictably fall in the middle at 13%.

Table 4: Remedial Education as Percentage of Full-time Equivalents, By College Type (1996-97)⁹

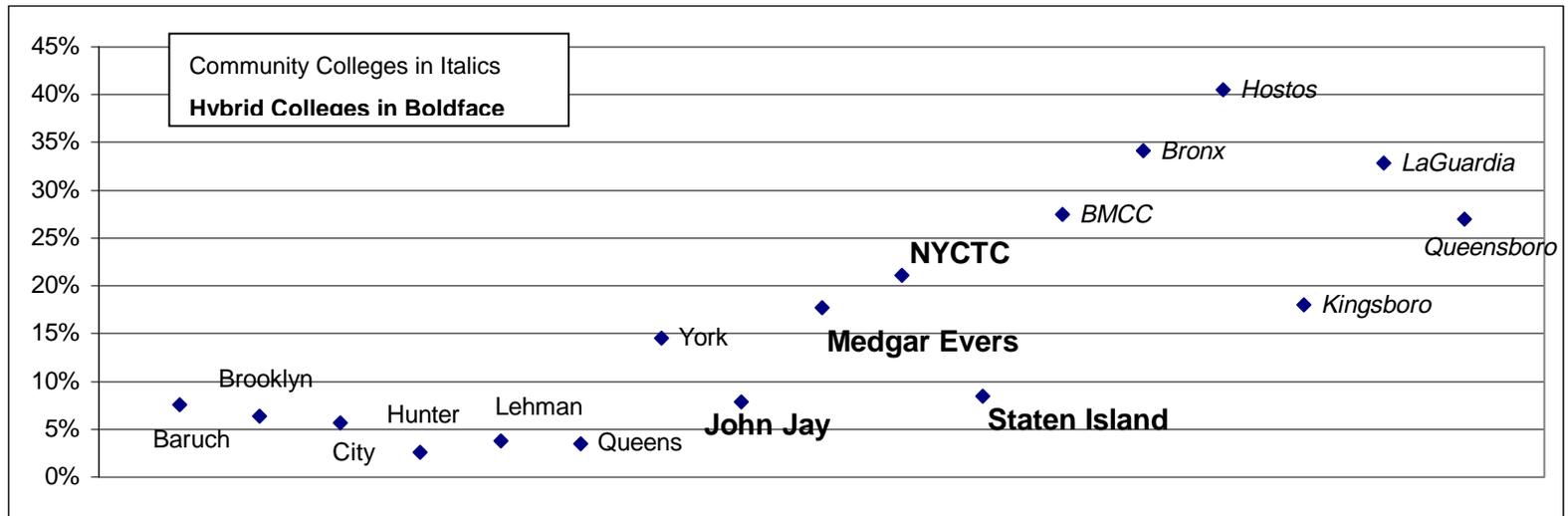
| Program | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|---------------------------------------------------------------|-----------------|---------------------|-----------------|---------------------|--------------------|---------------------|------------------|---------------------|
| | # FTE | % of Total Remedial | # FTE | % of Total Remedial | # FTE | % of Total Remedial | # FTE | % of Total Remedial |
| Basic Skills | 2,096 | 58% | 2,759 | 73% | 10,468 | 72% | 15,323 | 70% |
| ESL | 1,321 | 37% | 703 | 19% | 3,444 | 24% | 5,468 | 25% |
| Language Immersion | 185 | 5% | 297 | 8% | 650 | 4% | 1,132 | 5% |
| Remedial Core Total (not including Pre-freshman Immersion) | 3,602 | | 3,759 | | 14,562 | | 21,923 | |
| Total CUNY FTE | 64,479 | | 28,602 | | 50,960 | | 144,041 | |
| Remedial as % of Total | | 6% | | 13% | | 29% | | 15% |

Sixty-six percent of remedial FTE hours is concentrated in the community colleges; the hybrid colleges host 17% of remedial FTEs and the senior colleges 16%. Figure 6, below, shows remedial student FTE by college.

⁸ Complete FTE data not available for Pre-freshman Immersion and therefore are not considered here; numbers are relatively small and do not significantly affect this discussion.

⁹ Detailed by college in Table 19, page 46.

Figure 6: Remedial Student FTE as a Percentage of Total Student FTE, by College (1996-97)



The senior colleges as a group have lower FTE percentages of remedial students. Only York College has a relatively high percentage of remedial student FTEs within this group - 15%.

Of the community colleges, Hostos has the largest remedial student FTE, 40%, while Kingsborough has the lowest at 18%.

For total remedial programs as shown in Figure 6, above, the hybrid colleges vary in their levels of remedial student FTE as well as their offerings of baccalaureate and associate programs. While NYCTC and Medgar Evers have the highest percentages of total remedial student FTEs for the hybrid colleges, 21% and 18% respectively, they also have larger number of students in associate programs than the other hybrid colleges. John Jay and Staten Island have the largest percentages of baccalaureate students--71% and 34%, respectively--and have total remedial students FTEs similar to the senior colleges at 8% each.

B. How much does CUNY spend on remedial education?

1. Remedial expenditures in total

CUNY spent approximately \$124 million on remedial education out of total related current fund expenditures of approximately \$1.5 billion for FY 1996-97. This represents approximately 8% of total current fund expenditures.¹⁰

After factoring out non-remedial university expenditures--auxiliaries, the law school, the graduate center, construction funds and scholarship funding that passes through the university to students--total university expenditures are \$1.15 billion, as shown in Table 5. Remedial education is 11% of the total related university expenditures.

Further analysis of the expenditures on remedial education in relation to total expenditures by college predictably reveals remedial education as a higher proportion of total expenditures at the community colleges (23%) than at the senior colleges (5%). The proportions of expenditure for remedial education at the hybrid colleges (9%) are more in line with the expenditure proportions at all senior colleges, even though these colleges in total have a higher percentage of associate degree students (55.6%) than baccalaureate degree students (44.4%).

Table 5: Remedial Education as a Percentage of Total College Current Fund Expenditures (Dollars in Thousands, 1996-97)

| College Type | Total College Expenditures | Remedial Education Expenditures | Remedial Education as % of Total |
|--------------------|----------------------------|---------------------------------|----------------------------------|
| Senior Colleges | \$605,751 | \$28,967 | 5% |
| Hybrid Colleges | \$214,516 | \$19,428 | 9% |
| Community Colleges | \$334,241 | \$76,067 | 23% |
| Total | \$1,154,508 | \$124,462 | 11% |

In total, the community colleges spent approximately \$76 million on remedial education. Average spending per college was \$12.7 million, with most of the community colleges allocating between \$9 and \$11 million, compared to an average of \$4.9 million at the hybrid colleges and \$4.1 million at the senior colleges.

¹⁰ Remedial expenditure data shown in total covers all elements of remedial education, including basic skills, ESL, and immersion programs, as well as adult and continuing education basic skills and ESL programs, SEEK/CD programs and other grant programs.

Table 6: Remedial Expenditures by Program Type (Dollars in Thousands, 1996-97)¹¹

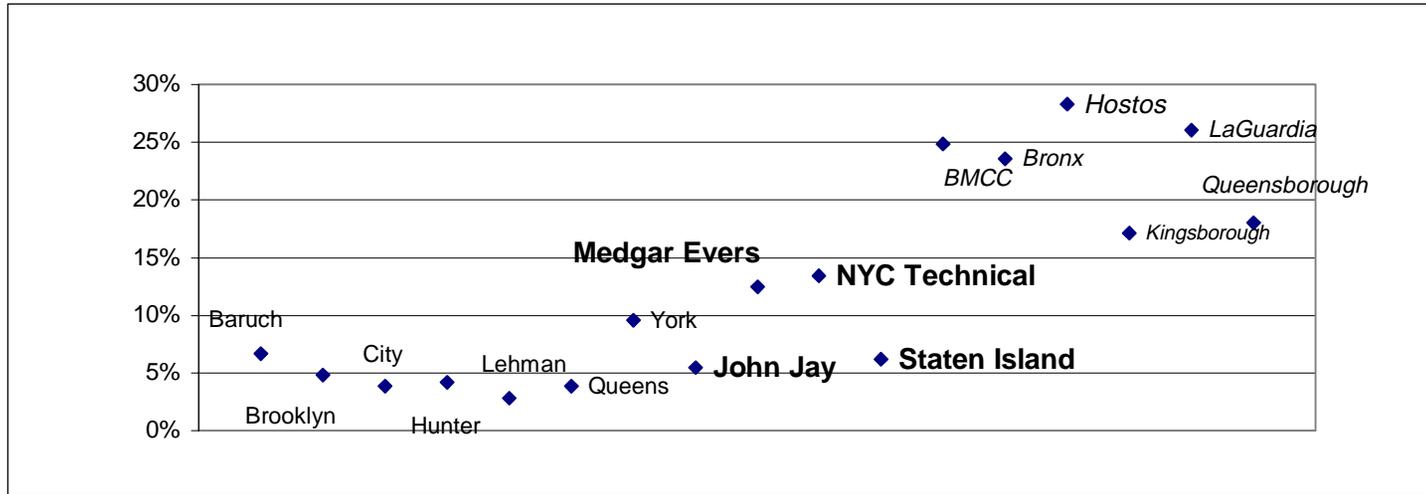
| Program | Total Expenditures | % of Total Expenditures |
|--------------------------------------------|--------------------|-------------------------|
| | 1996-97 | 1996-97 |
| Basic Skills | \$75,333 | 61% |
| ESL | \$28,338 | 23% |
| Language Immersion | \$1,877 | 2% |
| Pre-freshman Immersion | \$4,087 | 3% |
| Continuing Education--Basic Skills and ESL | \$9,919 | 8% |
| SEEK/CD | \$1,294 | 1% |
| Other Grant Programs | \$3,614 | 3% |
| Total | \$124,462 | 100% |

As shown in Table 6, above, classes for matriculated students in basic skills and ESL represent the majority (84%) of total community college remedial expenditures, or approximately \$104 million. Another approximately \$10 million is dedicated to continuing education, as well as \$1.8 million for pre-freshmen immersion.

Figure 7, below, shows Hostos as having the highest percentage of expenditures on remedial education, at 26%; the lowest community college is Kingsborough at 17%. York is the senior college with the highest relative expenditure on remedial education, with 10% of the total devoted to remedial education. John Jay and Staten Island are the hybrids most closely resembling the senior colleges, with remedial expenditure percentages of 5% and 6% respectively.

¹¹ Detailed by college in Table 20, p. 47.

Figure 7: Remedial Education as a Percentage of Total College Current Fund Expenditures (1996-97)



As previously noted, CUNY has traditionally defined remedial education as basic skills and ESL courses for students accepted in regular degree or course work at CUNY. It specifically excludes expenditures related to the immersion programs and continuing education programs for basic skills and ESL. Table 7, below, illustrates that remedial education expenditures over the last two academic years are down, based on CUNY's earlier and less comprehensive definition and report on remedial education.

Table 7: Change in Expenditures, 1995-96 to 1996-97 (Dollars in Thousands)

| Program | Total Expenditures 1995-96 | Total Expenditures 1996-97 | % Decrease |
|--------------|-------------------------------|-------------------------------|------------|
| Basic Skills | 85,627 | 75,331 | 14% |
| ESL | 33,434 | 28,337 | 18% |
| Total | 119,061 | 103,668 | 15% |

The decrease in expenditures for basic skills and ESL between FY 95-96 and FY 96-97 might in part be due to CUNY and college policy changes that occurred in 1996-97 that potentially reduced the number of students taking basic skills and ESL courses. Some of these changes include:

- Shifting students to continuing education rather than resident education matriculation¹²
- A move to “rush” students out of remedial work even if they have not passed the Freshman Skills Assessment Test (FSAT),
- The introduction of the year-round language immersion program,
- Reduction by some colleges in the number of remediation course sequences that students can take and the reduction in SEEK funding by the state.

As previously noted, some of the senior colleges have begun to transfer remedial programs entirely to their continuing education divisions in 1997-98, which should further reduce the number of students taking the traditional basic skills and ESL courses.

2. Remedial expenditures by expense type

Table 8 shows remedial education expenditures according to four major categories of expenses by college type: direct instruction and program delivery, direct academic support, indirect non-instructional support, and facilities and operations. Total university spending on remedial education amounts to approximately \$124 million, 42% of which is spent on direct instruction and program delivery. Direct instruction and program delivery are the largest expense categories for the senior and community colleges (47% and 41% respectively); the hybrid colleges expend 46% of their total on indirect non-instructional support.

¹² The section on headcount, page 14, gives another picture of the shift to continuing education at some colleges.

Table 8: Remedial Education Expenditures Categories, by College Type (Dollars in Thousands, 1996-97)¹³

| Category | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|---------------------------------------|-----------------|-------------|-----------------|-------------|--------------------|-------------|------------------|-------------|
| | \$ | % of Total | \$ | % of Total | \$ | % of Total | \$ | % of Total |
| Direct Instruction & Program Delivery | \$12,914 | 47% | \$7,420 | 38% | \$31,405 | 41% | \$51,739 | 42% |
| Direct Academic Support | \$53 | 0% | \$17 | 0% | \$219 | 0% | \$289 | 0% |
| Indirect Non-Instructional Support | \$10,157 | 37% | \$9,095 | 46% | \$31,013 | 40% | \$50,265 | 41% |
| Facilities & Operations | \$4,064 | 15% | \$3,054 | 16% | \$14,302 | 19% | \$21,420 | 17% |
| Total Expenditures | \$27,188 | 100% | \$19,586 | 100% | \$76,939 | 100% | \$123,713 | 100% |

Direct Instruction and Program Delivery

Remedial education total direct instruction and program delivery expenditures, which consist of instruction, unsponsored research, sponsored research and public service expenditures, amount to \$51.7 million for the university, as shown in Table 8 above. This figure, compared with the total \$548 million the university expends for the direct academic mission of instruction, research and public service,¹⁴ represents 9% of CUNY's direct instructional expenditures. Nine percent is a higher proportion of expenditures than reported by a number of states, but fairly consistent with the community college level (see Table 9 below).

¹³ Detailed by college in Table 21, p. 47.

¹⁴ "Report III: Review of CUNY's Revenues and Expenditures," PricewaterhouseCoopers, February 1999, page 82.

Table 9: Remedial Instructional Delivery as Percentage of Total Expenditures, by State¹⁵

| State | % of Total Spent on Remedial Instructional Delivery |
|---------------------------------------|-----------------------------------------------------|
| <u>All Institutions</u> | |
| Florida—total public | 2.3% |
| Maryland | 1.2% |
| Virginia | 2.0% |
| Washington | 7% |
| <u>Community Colleges Only</u> | |
| California | 11% |
| Illinois | 6.5% |
| Texas | 18.8% |
| Wyoming | 8.8% |

As illustrated in Table 10, below, instruction-only expenditure components for full-time faculty and adjunct faculty/program staff are approximately equal for the community and hybrid colleges; the senior colleges, which employ a higher percentage of regular faculty, have slightly higher proportional full-time faculty expenditures.

¹⁵ Brenneman and Haarlow.

Table 10: Instruction-Only Components Expenditures, by College Type (Dollars in Thousands, 1996-97)¹⁶

| Component | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|--------------------------------------------------------|-----------------|-------------|-----------------|-------------|--------------------|-------------|------------------|-------------|
| | \$ | % of Total | \$ | % of Total | \$ | % of Total | \$ | % of Total |
| Full-time faculty salaries & related costs | \$6,877 | 51% | \$3,560 | 48% | \$13,391 | 49% | \$23,828 | 50% |
| Adjunct faculty/program staff salaries & related costs | \$5,538 | 41% | \$3,527 | 48% | \$12,969 | 48% | \$22,034 | 46% |
| Direct instructional materials | \$983 | 7% | \$328 | 4% | \$828 | 3% | \$2,139 | 4% |
| Total | \$13,398 | 100% | \$7,415 | 100% | \$27,188 | 100% | \$48,801 | 100% |

Fifty percent (50%) of direct instruction expenditures are related to the basic skills programs, as Table 11, below, illustrates. Basic skills programs account for \$26 million of the total expenditures for direct instruction and program delivery, while continuing education and ESL comprise approximately \$10 million each. Immersion and other grant programs comprise the remaining expenditures.¹⁷

The various programmatic portions of direct instructional expenditures by college type remain fairly consistent for the different programs. Basic skills is the largest program expenditure at all colleges: 33% of total direct instructional expenditures at the senior colleges, 65% at the hybrids and 54% at the community colleges. ESL expenditures on direct instruction are similar at all college types, as are immersion programs. The greatest difference is in continuing education delivery of basic skills and ESL courses; instructional expenses at the senior colleges are evenly divided between continuing education and the basic skills program, reflecting those colleges' shift to providing more remedial education through the continuing education division (as detailed further on pages 14 and 22).

¹⁶ Detailed by college in Table 22, p. 48.

¹⁷ Expenditures related to the SEEK program are not included in this discussion, as counseling and tutoring are categorized by CUNY under student services and data was not available.

Table 11: Direct Instruction and Program Delivery Costs by Program, by College Type (Dollars in Thousands, 1996-97)¹⁸

| Program | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|---------------------------|-----------------|-------------|-----------------|-------------|--------------------|-------------|------------------|-------------|
| | \$ | % of Total | \$ | % of Total | \$ | % of Total | \$ | % of Total |
| Basic Skills Program | \$4,545 | 33% | \$4,836 | 65% | \$17,091 | 54% | \$26,472 | 50% |
| ESL | \$2,719 | 20% | \$1,201 | 16% | \$5,578 | 18% | \$9,498 | 18% |
| Immersion Programs | \$1,598 | 11% | \$1,071 | 14% | \$2,039 | 6% | \$4,708 | 9% |
| Continuing Ed Basic & ESL | \$4,722 | 34% | \$312 | 4% | \$4,884 | 16% | \$9,918 | 19% |
| Other Grant Programs | \$331 | 2% | \$0 | 0% | \$1,813 | 6% | \$2,144 | 4% |
| Total Programs | \$13,916 | 100% | \$7,419 | 100% | \$31,406 | 100% | \$52,741 | 100% |

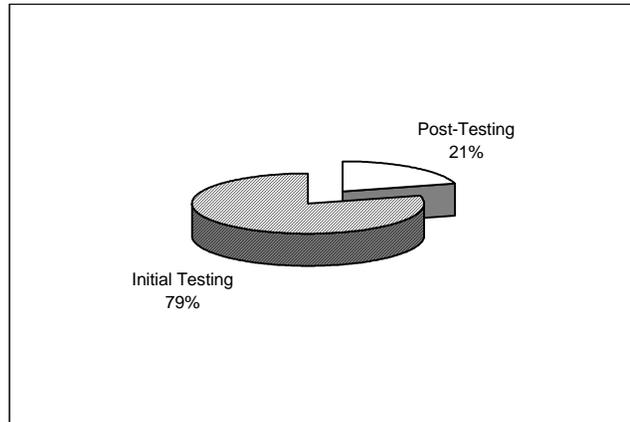
Direct Academic Support

Testing

Direct academic support consists of post-program testing, curriculum development and faculty professional development expenditures; however, the faculty reported that little time was spent on remedial activities outside the classroom, making it difficult to allocate any direct non-instructional expenditures beyond testing.

¹⁸ Detailed by college in Table 23, p. 48.

Figure 8: Portion of Remedial Testing That is Retesting (1996-97)



Initial testing expenditures are categorized under indirect non-instructional support, discussed below. As shown in Figure 8, above, post program testing expenditures are estimated to be 21% of total testing expenditures, although they are slightly higher at community colleges than at senior colleges. To capture expenditure data related to an important part of remedial education programs – outcome assessment – data were collected that separated expenditures related to total testing expenditures and also post-program testing to estimate expenditures related to re-testing students once they have completed remedial education programs. Testing is often performed at a Testing Center on campus, but many times the faculty teaching the courses administer the tests. For the latter, expenditures are often hard to identify since they are considered to be part of the expenditures on the course. The data presented here are based on estimates from the colleges. Due to time constraints and personnel vacations it was not possible to obtain data from LaGuardia, Medgar Evers and City College, which are therefore not included. Furthermore, post-program testing expenditures were not available for Brooklyn and at NYCTC, however, they were assumed to be negligible.

Table 12: Testing Expenditures, by College Type (1996-97)¹⁹

| | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|----------------------------------|-----------------|-------------|-----------------|-------------|--------------------|-------------|------------------|-------------|
| | Total \$ | % of Total | Total \$ | % of Total | Total \$ | % of Total | Total \$ | % of Total |
| Testing (Excluding Post testing) | \$460 | 87% | \$311 | 95% | \$385 | 64% | \$1,156 | 79% |
| Post Testing | \$68 | 13% | \$17 | 5% | \$218 | 36% | \$303 | 21% |
| Total | \$528 | 100% | \$328 | 100% | \$603 | 100% | \$1,459 | 100% |

Total testing for the university, as illustrated in Table 12, is approximately \$1.5 million, and post-testing comprises approximately \$300,000 of that total. Thirteen percent of total testing expenditures at the senior colleges is related to re-testing, 5% at the hybrid colleges, and re-testing expenditures comprise 36% of total testing expenditures at the community colleges.

Table 13: Total University Testing Expenditures, by Program Type (Dollars in Thousands, 1996-97)

| Program | Initial Testing | | Post-program Testing | | Total Testing | |
|----------------------|-----------------|-------------|----------------------|-------------|----------------|-------------|
| | \$ | % of Total | \$ | % of Total | \$ | % of Total |
| Basic Skills Program | \$705 | 61% | \$198 | 65% | \$903 | 62% |
| ESL | \$326 | 28% | \$83 | 28% | \$409 | 28% |
| Immersion Programs | \$125 | 11% | \$22 | 7% | \$147 | 10% |
| Total | \$1,156 | 100% | \$303 | 100% | \$1,459 | 100% |

As shown in Table 13, basic skills testing comprises 62% of the total testing expenditures, ESL 28% and immersion programs 10%, while 22% of basic skills testing expenditures, 20% of ESL testing expenditures and 15% of immersion testing expenditures are related to post-testing.

¹⁹ Detailed by college in Table 24, p. 48.

Faculty Workload

In addition to direct instruction, professors may dedicate additional time to remedial education through activities that take place outside the classroom such as research, curriculum development, professional development, and course administration. PwC surveyed each CUNY college in order to capture the total hours spent on these activities, and the relative size of this time in relationship to total available faculty hours.

The majority of responses indicated that little, if any, time was spent on research, curriculum development and professional development in the area of remedial education; a few responded with faculty hours per semester varying from 3 to 45. Where hours were allocated, they usually fell into program administration; hours were reported for a majority of schools and ranged from 10 to 140 per semester. It is assumed that these activities include things such as monitoring attendance and submitting grades.

As the response set was incomplete and answers received extremely varied, we were unable to quantify these non-instructional expenditures. However, these expenditures may be captured in some part within the direct instruction and indirect non-instructional support categories.

Indirect Non-Instructional Support

A majority of indirect non-instructional support expenditures are related to general administrative and general institutional support and services. A total of approximately \$50.3 million in indirect non-instructional support expenditures is expended by remedial education programs. As Table 14 shows, approximately \$10.2 million is expended by the senior colleges, \$9.1 million by the hybrid colleges, and \$31 million by the community colleges. Since total indirect expenditures are expended based on student FTE, there are not many meaningful comparisons between the colleges.

Table 14: Indirect Non-Instructional Support Expenditures by Program, by College Type (Dollars in Thousands, 1996-97)²⁰

| Program | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|----------------------|-----------------|-------------|-----------------|-------------|--------------------|-------------|------------------|-------------|
| | \$ | % of Total | \$ | % of Total | \$ | % of Total | \$ | % of Total |
| Basic Skills Program | \$5,091 | 50% | \$6,707 | 74% | \$20,696 | 67% | \$32,495 | 65% |
| ESL | \$3,324 | 33% | \$1,641 | 18% | \$7,462 | 24% | \$12,426 | 25% |
| Immersion Programs | \$365 | 4% | \$312 | 3% | \$556 | 2% | \$1,234 | 2% |
| SEEK/CD | \$713 | 7% | \$435 | 5% | \$1,198 | 4% | \$2,346 | 5% |
| Other Grant Programs | \$664 | 7% | \$0 | 0% | \$1,099 | 4% | \$1,763 | 4% |
| Total | \$10,157 | 100% | \$9,095 | 100% | \$31,011 | 100% | \$50,264 | 100% |

Basic skills account for the largest programmatic expenditure for indirect non-instructional support expenditures at approximately \$32.5 million, which is consistent with proportions the basic skills programs expended on direct instruction and program delivery expenditures. The proportions spent on individual programs remain fairly consistent for total senior and community colleges. The expenditures allocated for basic skills ranged from approximately \$2 million (Hostos) to approximately \$5 million (BMCC and LaGuardia) at the community colleges, and from approximately \$300 thousand (Lehman) to \$2.4 million (NY Tech) at the senior colleges.

As Table 15, below, illustrates, 50% of indirect non-instructional support expenditures relate to general administrative and general institutional support and services. The types of expenditures remain in roughly consistent proportion to the totals for senior, hybrid, and community colleges.

²⁰ Detailed by college in Table 25, p. 49.

Table 15: Indirect Non-Instructional Support Component Expenditures, by College Type (Dollars in Thousands, 1996-97)²¹

| Component | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|------------------------------------------|-----------------|-------------|-----------------|-------------|--------------------|-------------|------------------|-------------|
| | \$ | % of Total | \$ | % of Total | \$ | % of Total | \$ | % of Total |
| Enrollment Management | \$763 | 8% | \$818 | 9% | \$3,388 | 11% | \$4,968 | 10% |
| Testing (Excluding Post Program Testing) | \$460 | 5% | \$311 | 3% | \$385 | 1% | \$1,156 | 2% |
| General Administrative Services | \$2,069 | 20% | \$2,411 | 27% | \$9,677 | 31% | \$14,157 | 28% |
| General Institutional Support | \$2,566 | 25% | \$1,943 | 21% | \$6,594 | 21% | \$11,103 | 22% |
| Student Activities and Services | \$1,729 | 17% | \$1,649 | 18% | \$5,535 | 18% | \$8,914 | 18% |
| Instructional Support and Activities | \$557 | 5% | \$471 | 5% | \$859 | 3% | \$1,886 | 4% |
| Library Support | \$884 | 9% | \$610 | 7% | \$1,432 | 5% | \$2,926 | 6% |
| Academic Computing | \$158 | 2% | \$294 | 3% | \$1,261 | 4% | \$1,712 | 3% |
| Administrative Computing | \$623 | 6% | \$429 | 5% | \$1,334 | 4% | \$2,387 | 5% |
| Scholarships and Stipends | \$347 | 3% | \$161 | 2% | \$547 | 2% | \$1,055 | 2% |
| Total | \$10,157 | 100% | \$9,095 | 100% | \$31,011 | 100% | \$50,263 | 100% |

²¹ Detailed by college in Table 26, p. 49.

C. How much does CUNY spend per student on remedial education?

Average remedial costs (for the remedial core, consisting of basic skills, ESL and language immersion programs) per FTE vary from a high of \$6,350 per student at the senior colleges to \$4,660 per student at the community colleges. This variance in overall costs per FTE across college types is consistent with those of remedial education, ranging from \$9,754 at the senior colleges to \$7,079 at the community colleges. Table 16 illustrates both of these per-FTE costs; costs per FTE overall typically average higher at the senior colleges. Students pay the same tuition per course at each type of college; however, remedial education is roughly one-third less expensive per FTE than overall educational expenses.

The disparity in costs-per-FTE between community, hybrid, and senior colleges may be due in part to two factors: (1) economies of scale at the community colleges, which have more than twice the number of student FTE in basic skills and about 70% more student FTE in ESL than the senior colleges, and (2) use of lower-paid faculty, including more adjunct faculty, at the community colleges.²²

Table 16: Average Remedial Costs per FTE vs. Average Cost per FTE at CUNY Overall (1996-97)

| College Type | \$ per FTE for Remedial | \$ per FTE Overall ²³ |
|--------------------|-------------------------|----------------------------------|
| Senior Colleges | \$6,350 | \$9,754 |
| Hybrid Colleges | \$5,010 | \$8,802 |
| Community Colleges | \$4,660 | \$7,079 |

²² Discussed in greater detail on page 22-25.

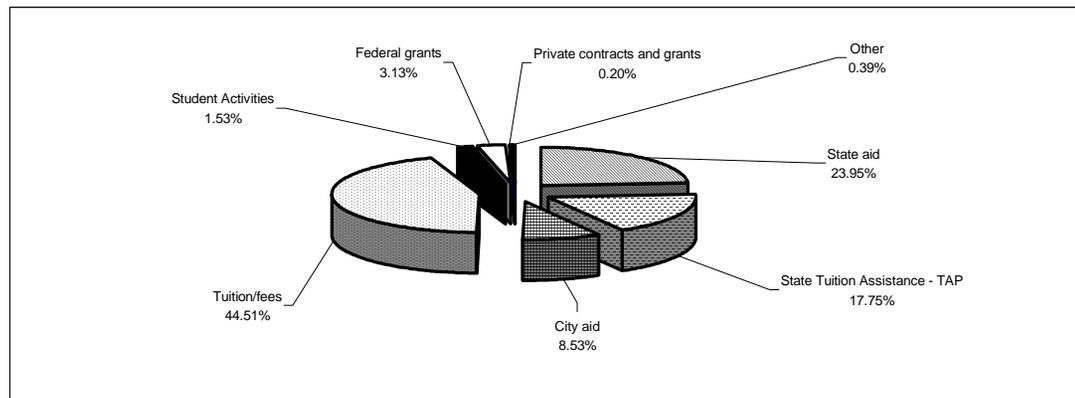
²³ Report III: review of CUNY's Revenues and Expenditures, pages 78-79.

D. What are the revenue sources that cover the costs of remedial education?

Ninety-five percent of all remedial funding comes from a combination of four sources: tuition and fees, state tuition assistance (the Tuition Assistance Program, or TAP), state aid, and city aid. For the purposes of this report, tuition and TAP figures were calculated based on total student FTEs engaged in remedial activities. The remaining sources of revenue funding, namely city aid and state aid, were calculated based on overall contributions made to the CUNY system.

Based on these calculations and shown in Figure 9, below, 62% of all remedial funding comes from tuition revenue (includes federal financial aid, student payments and TAP). State and city appropriations account for the remainder (33%) of funding sources. Additional funding sources (e.g., federal grants, private contracts) are separately accounted for and presented in the graph below (approximately 5% of total remedial expenditures).

Figure 9: Remedial Education Sources of Revenue (1996-97)



Although 62% of total revenue for remedial programs comes from tuition and TAP, this proportion varies dramatically across colleges, funding 46% of total remedial expenditures at some colleges and close to 80% at others. Separated by college type (Table 17), tuition and fees and TAP comprise 58% of community college revenues for remedial education, 72% for hybrid colleges and 67% for senior colleges.

Table 17: Remedial Education Revenue Sources, by College Type (Dollars in Thousands, 1996-97)²⁴

| Source | Senior Colleges | | Hybrid Colleges | | Community Colleges | | Total University | |
|----------------------------|-----------------|-------------|-----------------|-------------|--------------------|-------------|------------------|-------------|
| | \$ | % of Total | \$ | % of Total | \$ | % of Total | \$ | % of Total |
| State aid | \$8,130 | 28% | \$3,872 | 20% | \$18,395 | 24% | \$30,397 | 24% |
| City aid | \$17 | 0% | \$1,125 | 6% | \$9,502 | 12% | \$10,644 | 8% |
| Tuition/fees | \$15,555 | 53% | \$9,799 | 50% | \$30,173 | 40% | \$55,527 | 44% |
| TAP | \$4,093 | 14% | \$4,333 | 22% | \$13,713 | 18% | \$22,139 | 18% |
| Student activities | \$366 | 1% | \$355 | 2% | \$1,197 | 2% | \$1,918 | 2% |
| Federal grants | \$995 | 3% | \$0 | 0% | \$2,912 | 4% | \$3,907 | 3% |
| Private grants & contracts | \$13 | 0% | \$53 | 0% | \$180 | 0% | \$246 | 0% |
| Other | \$144 | 0% | \$53 | 0% | \$297 | 0% | \$494 | 0% |
| Total | \$29,313 | 100% | \$19,590 | 100% | \$76,369 | 100% | \$125,272 | 100% |

Revenue from tuition and fees and TAP varies by college based on the total FTEs enrolled in remedial coursework. Figure 10, below, demonstrates the percentage of total revenues that comes from tuition versus other funding sources. Tuition and fees and TAP as percentage of total revenue ranges from a low of 46% at Hostos to a high of 91% at John Jay.

²⁴ Detailed by college in Table 27, page 50.

Figure 10: Tuition and Fees and Tuition Assistance Program (TAP) as Percentage of Total Revenues, By College (1996-97)

