

DOCUMENT RESUME

ED 465 314

HE 034 950

TITLE Appropriations for Developmental Education in Texas Public Institutions of Higher Education.

INSTITUTION Texas State Higher Education Coordinating Board, Austin. Div. of Research, Campus Planning and Finance.

PUB DATE 2002-04-00

NOTE 17p.

AVAILABLE FROM For full text: <http://www.theccb.state.tx.us>.

PUB TYPE Opinion Papers (120) -- Reports - Descriptive (141)

EDRS PRICE MF01/PC01 Plus Postage.

DESCRIPTORS *Budgeting; Community Colleges; *Developmental Programs; Educational Finance; *Financial Support; Higher Education; *Public Education; *Resource Allocation; State Programs; Universities

IDENTIFIERS *Texas

ABSTRACT

This document is the fifth in a series of biennial reports on appropriations for developmental education in Texas. Overall general revenue appropriations for developmental education increased from \$182.8 million in the 2000-2001 biennium to \$184.8 million in the 2002-2003 biennium. Appropriations in the 1998-1999 biennium were \$38.5 million. From the 2000-2001 to the 2002-2003 biennium, the amount of developmental instruction provided increased by 1.8% in community colleges, by 3.9% in universities, 4.3% in the Texas State Technical College System, and 4.6% in the Lamar State Colleges, for an overall statewide increase of 1.5%. More than 88% of developmental instruction takes place in 2-year colleges, and 65% of developmental instruction costs are for mathematics, with the balance split about equally between reading and writing. The percentage of appropriations for developmental education as a percentage of appropriations for lower-level instruction varies significantly throughout the state, from 3.3% in Central Texas to nearly 14% in the Upper Rio Grande Valley. An appendix contains a table of developmental education appropriations as a percentage of lower-division instruction for individual institutions in the Texas system. (SLD)

APPROPRIATIONS FOR DEVELOPMENTAL EDUCATION IN TEXAS PUBLIC INSTITUTIONS OF HIGHER EDUCATION

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Texas Higher Education Coordinating Board
Division of Finance, Campus Planning, and Research

April 2002

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Coordinating Board Mission

The mission of the Texas Higher Education Coordinating Board is to provide the Legislature advice and comprehensive planning capability for higher education, to coordinate the effective delivery of higher education, to efficiently administer assigned statewide programs, and to advance higher education for the people of Texas.

THECB Strategic Plan

Coordinating Board Philosophy

The Texas Higher Education Coordinating Board will promote access to quality higher education across the state with the conviction that access without quality is mediocrity and that quality without access is unacceptable. The Board will be open, ethical, responsive, and committed to public service. The Board will approach its work with a sense of purpose and responsibility to the people of Texas and is committed to the best use of public monies.

THECB Strategic Plan

Executive Summary

This is the fifth in a series of biennial reports on appropriations for developmental education. Principal observations include:

- Overall general revenue appropriations for developmental education increased from \$182.8 million in the 2000-01 biennium to \$184.8 million in the 2002-03 biennium. Appropriations for developmental education in the 1988-89 biennium, the first after TASP was implemented statewide, were \$38.5 million.
- From the 2000-01 to the 2002-03 biennium, the amount of developmental instruction provided increased by 1.8 percent in community colleges. Developmental instruction decreased 3.9 percent in universities, 4.3 percent in the Texas State Technical College System, and 4.6 percent in the Lamar State Colleges -- for an overall statewide increase of 1.5 percent.
- Over 88 percent of developmental instruction takes place in two-year colleges. Mathematics accounts for 65 percent of developmental instruction, with the balance split about equally between reading and writing.
- The percentage of appropriations for developmental education as a percentage of appropriations for lower-level instruction varies significantly throughout the state, from 3.03 percent in Central Texas to nearly 14 percent in the Upper Rio Grande Valley.

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Introduction

This is fifth biennial report on appropriations for developmental education at public higher education institutions.

Academic courses taught by institutions of higher education may be placed in two broad categories: college-level credit courses and developmental education courses. In some cases, developmental courses simply provide an orientation to campus facilities and programs. For example, many institutions offer a course that provides an overview of campus library holdings, explains check-out procedures, and describes inter-library loan and other special services. Some institutions address personal development problems common to many low-achieving students with courses such as "Study Skills" and "Time Management."

However, most developmental education courses address deficiencies in students' academic preparation for college. As an example, a student who is not prepared to take the first college-level mathematics course may be required to satisfactorily complete a non-credit developmental mathematics course before registering for the first college-level course.

Universities, community colleges, and technical colleges all offer developmental education to their students. However, most of the developmental education hours are taken at community colleges. This is a result of their statutory mission. Community colleges maintain an open-door admissions policy, enrolling students from a wide array of backgrounds and levels of preparation, and with differing goals. Community college students are more likely to be older or part-time students, and many come from an academically and economically disadvantaged background. For these reasons, it is expected and appropriate that a greater proportion of state funds for developmental education are spent in the community colleges.

Most developmental education offered by universities and community and technical colleges are semester-length courses included in the institution's regular course offerings. Credits earned for these courses may not be used for either a baccalaureate degree or an associate degree. The institutions charge tuition at the usual rates and receive funding for course-based developmental education through the funding formulas.

In addition, community and technical colleges and universities offer non-course-based developmental education to address academic deficiencies. Between FY 1988 and FY 1997, approximately \$6 million annually was allocated based on the number of students who were referred to non-course-based developmental education as a result of failing one or more portions of the Texas Academic Skills Program Test (TASP), which is described in more detail on the next page. In 1997, the Legislature changed the allocation methodology for this \$6 million. Beginning in Fiscal Year 1998, institutions were funded based on student success rather than student participation. Funding is based on the number of students who passed all parts of the TASP test after having failed one or more parts for the first time during the previous two years.

This report focuses on state-funded developmental education. It does not include orientation and other courses unless some type of college credit is given for them. It includes the general revenue appropriated by the state for these courses but does not include local funds such as tuition and fees that may be generated by these courses.

Because institutions have considerable flexibility in the way appropriated funds are expended, the actual general revenue expenditures for developmental education might be more or less than the amount appropriated for that purpose. Biennial appropriations for developmental education are generated by the hours taken by students during the previous base year. For example, appropriations for the 2002-2003 biennium are based on the number of hours taken during the summer and fall 2000 and spring 2001 semesters. Therefore, in this report, hours are shown for the base years (1988-89 through 2000-2001) in which they were taken and appropriations are shown for the biennium in which they were available (1990-91 through 2002-03).

In Texas, developmental education is strongly linked to the Texas Academic Skills Program (TASP). In 1987, the 70th Texas Legislature passed legislation which created the program. The TASP identifies students who need to improve their skills and mandates developmental instruction for them. Many students who previously would have foregone developmental classes are now required to take them. The amount of developmental education offered increased, both at universities and two-year institutions, after the TASP was established. Those increased levels of developmental education have continued.

Since 1987, legislation and Coordinating Board rules have changed the TASP. The number of hours of college-level course work that could be attempted prior to taking the TASP Test has varied over the years from 9 hours to 15 hours to 9 hours to none (beginning in Fall 1998). All entering students must now be tested prior to taking any college-level course work. From 1989 until 1993, no exemptions from the TASP Test were permitted. In 1993, exemptions were permitted for students who performed at high levels on the SAT, ACT or TAAS tests. In both 1995 and 1997, the minimum test scores to qualify for an exemption were lowered to make more students exempt from taking the TASP Test; however, the passing scores on the math and reading sections of the TASP Test were raised in 1995. In 1997, students who had completed a developmental education program were allowed to demonstrate college readiness by achieving a "B" in specified college-level courses. Also, in accordance with state law, the Coordinating Board has authorized four alternative tests, which institutions may use instead of the TASP Test to initially assess students' skill levels.

Enrollments in Course-Based Developmental Education

Most of the growth in developmental education occurred in the years immediately after the TASP was implemented. In recent years, the amount of developmental education provided by public higher education institutions has remained essentially steady, generally mirroring the increases in the rate of growth of total lower-division instruction.

University Enrollments in Developmental Courses

Texas measures instruction at universities in semester credit hours. Table 1 shows that course-based developmental education at universities peaked in the 1990-91 base year and declined somewhat in three of the next four biennia.

During the 1990-91 base year, the first base year after the TASP requirement was instituted, developmental education hours increased 46 percent while total lower-division hours increased 4 percent. Since that time, the percentage increase in student credit hours of developmental education has been smaller than the percentage increase in lower-division student credit hours four out of five biennium. From the 1996-97 to 1998-99 biennia, developmental education remained constant at 2.8 percent of all lower-division instruction. In 2000-01, it decreased to 2.6 percent.

Base Year	Developmental Semester Hours	Increase/ (Decrease)	Lower-Division Semester Hours	Increase/ (Decrease)
1988-89	116,993		4,956,124	
1990-91	171,127	46%	5,151,053	4%
1992-93	154,109	(10%)	5,299,625	3%
1994-95	149,635	(3%)	5,261,789	(1%)
1996-97	144,057	(4%)	5,127,560	(3%)
1998-99	145,981	1%	5,214,307	2%
2000-01	140,355	(4%)	5,387,485	3%

Community College Enrollments in Developmental Courses

Texas measures instruction in community colleges in contact hours. Table 2 shows that course-based developmental education increased rapidly through 1994-95, but recorded smaller increases from 1996-2001. In the 1990-91 base year, the first base year after the TASP was implemented, developmental education increased 64 percent while total contact hours increased only 9 percent. Percentage increases significantly larger than total contact hours increases continued through the 1994-95 base year, but for the last three base years, percentage increases in developmental education hours have been smaller than percentage increases in all hours.

Base Year	Developmental Contact Hours	Increase/ (Decrease)	Total Contact Hours	Increase/ (Decrease)
1988-89	9,245,209		152,455,693	
1990-91	15,151,403	64%	166,821,907	9%
1992-93	18,115,786	20%	179,449,167	8%
1994-95	21,314,471	18%	180,714,187	1%
1996-97	21,457,759	1%	185,643,998	3%
1998-99	21,784,979	2%	193,579,441	4%
2000-01	22,171,593	2%	203,528,018	5%

During the 1988-89 base year, developmental education constituted 6.1 percent of instruction in community colleges. By the 2000-2001 base year, developmental education constituted 10.9 percent of all instruction (down from 11.3 percent in the previous base year).

Technical College Enrollments in Developmental Courses

Like community colleges, the Texas State Technical College System (TSTC) and the Lamar State Colleges measure instruction in contact hours. In 1986-87, neither system offered developmental education. By the 2000-01 base year, developmental education on the Texas State Technical College and Lamar State College campuses had increased to 696,664 contact hours and 211,968 contact hours, respectively. During the 2000-01 base year, developmental education constituted 7.1 percent of instruction on Texas State Technical College campuses (down from 8.9 percent in the previous base year) and 6.4 percent of instruction on the Lamar State Colleges (down from 7.2 percent in the last base year).

Base Year	TSTC & Lamar State College Developmental Contact Hours	Increase (Decrease)	Total TSTC & Lamar State College Contact Hours	Increase (Decrease)
1988-89	68,976		9,468,033	
1990-91	347,700	404%	11,175,965	18%
1992-93	568,940	64%	10,878,726	(3%)
1994-95	631,396	11%	10,199,959	(6%)
1996-97	815,228	29%	10,287,567	1%
1998-99	950,440	17%	11,316,402	10%
2000-01	908,632	(4%)	13,164,902	16%

Performance Funding for Developmental Education

From FY 1990 through FY 1997, institutions were provided additional funding for the developmental education effort expended outside of regular courses through non-course-based developmental education. Examples of this non-course-based developmental education include tutoring and laboratory exercises. Appropriations for non-course-based developmental education remained level at just under \$12 million for each biennium after an initial \$22.6 million appropriation during the 1990-91 biennium to provide start-up funds for TASP-required developmental education.

Beginning with the 1998-99 biennium, this same level of state funding was allocated based on a new performance measure: the number of students successfully completing developmental education test within two years of failing one or more parts on the initial attempt. The change was implemented as an incentive for institutions to emphasize student success in developmental education and to reduce burdensome record-keeping associated with measuring non-course-based developmental education. The result of this change was a distribution of funds that was more proportional to the number of students requiring developmental education at each institution.

Starting with the 2000-01 biennium, \$650,000 of the funds previously allocated for performance funding was dedicated to funding two developmental education accountability pilot projects. Eight community and technical colleges will share \$500,000, and five universities will share \$150,000. Community and technical colleges participating in the program earn funds for progress made in remedying academic deficiencies, even if the student does not successfully pass the TASP test. Universities participating in the program earn more funds for poorly-prepared students who successfully complete a developmental education program than for students who have only minor academic deficiencies.

Appropriations for Developmental Education Courses – Fiscal Years 1988 through 2003

General revenue appropriations for developmental education increased from \$38.5 million in the 1988-89 biennium to \$184.8 million in the 2002-03 biennium. This constitutes an increase of approximately 380 percent. During that period, general revenue appropriations for higher education increased approximately 115 percent. The majority of the increase for developmental education was in the community college sector, where it grew from \$29.5 million to \$157.3 million during this time period. The appropriation for the university sector increased from \$9 million to \$21.6 million. The appropriation for technical colleges grew from zero to \$5.9 million. Community colleges receive 81.1 percent of the total appropriation for developmental education.

Like the growth in developmental instruction, the growth in appropriations for developmental education saw major increases in the years immediately following implementation of the TASP. Increases in recent years can be largely attributed to increased formula rates. Appendix A shows the total general revenue appropriation for developmental education and its percentage of total lower-division appropriations in Fiscal Years 2002 and 2003 at each institution of higher education.

Biennium	Universities	TSTC & Lamar	Community Colleges	Total
1988-89	\$9.0 million	\$0.0 million	\$29.5 million	\$38.5 million
1990-91	\$23.5 million	\$1.4 million	\$64.4 million	\$89.3 million
1992-93	\$22.4 million	\$3.2 million	\$89.5 million	\$115.1 million
1994-95	\$21.6 million	\$4.1 million	\$107.1 million	\$132.8 million
1996-97	\$21.4 million	\$4.8 million	\$127.1 million	\$153.3 million
1998-99	\$20.9 million	\$5.6 million	\$145.7 million	\$172.2 million
2000-01	\$21.6 million	\$6.8 million	\$154.4 million	\$182.8 million
2002-03	\$21.6 million	\$5.9 million	\$157.3 million	\$184.8 million

Mathematics accounted for 65 percent (\$106.2 million) of the appropriation for developmental education provided in 2002-03 biennium. Writing accounted for about 15.8 percent (\$25.7 million), and reading accounted for 19 percent (\$30.9 million). Percentages for the reading and writing disciplines are little changed from the previous biennium (writing, 22 percent; and reading, 20 percent). The greatest percentage change from the previous biennium occurred in the area of mathematics, which increased from 58 percent of the appropriation to 65 percent.

Geographical Distribution of Developmental Education Appropriations

Table 5 indicates that there is considerable variation in the demand for developmental education and in the developmental education percentage of lower-division appropriations among these regions. Since enrollments are not uniformly distributed, developmental education appropriations are not uniformly distributed among these 10 planning regions. If students were uniformly prepared for higher education, however, the percentage of lower-division appropriations for developmental education should be the same. In practice, the percentage of appropriations for lower-division instruction varies from a low of 3.03 percent in the Central Texas region to 13.91 percent in the Upper Rio Grande region.

Planning Region	Appropriations	Percentage of Lower-Division Appropriations
High Plains	\$6,259,017	3.68%
Northwest Texas	\$2,678,673	3.93%
Metroplex	\$33,903,100	6.33%
Upper East Texas	\$9,684,513	7.47%
Southeast Texas	\$5,059,399	4.20%
Gulf Coast	\$39,145,711	6.80%
Central Texas	\$18,104,390	3.03%
South Texas	\$40,410,454	8.89%
West Texas	\$3,276,179	4.19%
Upper Rio Grande	\$16,066,141	13.91%

Conclusions

Developmental education received an appropriation of approximately \$184.8 million for the 2002-2003 biennium. From one perspective, it is desirable to implement policies that minimize funding for developmental education so that institutions can focus on providing college-level instruction. From another perspective, constraints on funding for developmental education restrict access to higher education, another major state goal.

In the early 1990s, the amount of developmental education funded substantially increased in Texas. Since then, increases in appropriations have been small and are primarily attributed to increased formula rates. At the same time, the results of policy changes to increase the effectiveness of developmental education are not yet clear.

Developmental education is primarily offered in two-year colleges and a small number of universities. Overall, developmental education accounts for 2.6 percent of lower-division instruction in universities; it constitutes more than 1 percent of lower-division instruction in only one of the state's five largest universities. Developmental education accounts for 9.6 percent of lower division instruction in community colleges; 4.5 percent of instruction at TSTC; and 4.2 percent of instruction at Lamar State Colleges.

Appendix A
Developmental Education Appropriations
As a Percentage of Lower-Division Instruction
2002-2003 Biennium

	Lower Division 2002 - 2003	Develop Ed 2002 - 2003	% of Lower Division
University of Texas at Arlington	\$45,540,432	\$472,640	1.04%
University of Texas at Austin	150,133,218	64,122	0.04%
University of Texas at Dallas	14,567,302	35,142	0.24%
University of Texas at El Paso	43,392,238	2,442,780	5.63%
University of Texas - Pan American	39,530,420	1,300,220	3.29%
University of Texas at Brownsville	2,545,188	0	0.00%
University of Texas of the Permian Basin	4,112,812	64,136	1.56%
University of Texas at San Antonio	50,504,522	764,888	1.51%
University of Texas at Tyler	1,919,790	0	0.00%
Texas A&M University	132,039,106	15,500	0.01%
Texas A&M University at Galveston	5,963,858	0	0.00%
Prairie View A&M University	26,740,668	709,724	2.65%
Tarleton State University	20,677,562	506,536	2.45%
Texas A&M University - Commerce	14,181,912	370,714	2.61%
Texas A&M University - Corpus Christi	17,079,140	67,122	0.39%
Texas A&M University - Kingsville	20,191,008	857,342	4.25%
Texas A&M International University	5,768,676	131,960	2.29%
Texas A&M University - Texarkana	244,170	0	0.00%
West Texas A&M University	19,606,988	345,422	1.76%
University of Houston	77,606,192	581,444	0.75%
University of Houston - Clear Lake	0	0	0.00%
University of Houston - Downtown	24,767,716	1,611,726	6.51%
University of Houston - Victoria	147,768	0	0.00%
Midwestern State University	18,808,068	652,454	3.47%
University of North Texas	75,564,740	892,276	1.18%
Stephen F. Austin State University	40,926,506	1,329,314	3.25%
Texas Southern University	23,608,326	1,389,946	5.89%
Texas Tech University	79,360,368	705,856	0.89%
Texas Woman's University	12,152,226	171,622	1.41%
Angelo State University	24,005,004	560,788	2.34%
Lamar University	28,620,866	810,550	2.83%
Sam Houston State University	41,109,724	705,928	1.72%
Southwest Texas State University	67,389,658	692,110	1.03%
Sul Ross State University	7,584,800	298,008	3.93%
Sul Ross State University Rio Grande College	216,462	0	0.00%
TOTAL	\$1,136,607,434	\$18,550,270	1.63%
Alamo CCD	120,311,432	17,383,948	14.45%
Alvin Community College	16,433,388	1,081,241	6.58%
Amarillo College	34,982,086	2,759,609	7.89%
Angelina College	16,435,368	1,490,116	9.07%
Austin Community College	77,358,754	6,321,603	8.17%
Blinn College	40,123,832	1,947,086	4.85%
Brazosport College	12,526,052	1,013,233	8.09%
Central Texas College	35,986,374	3,877,904	10.78%
Cisco Junior College	8,846,300	451,437	5.10%
Clarendon College	4,636,750	217,581	4.69%
Coastal Bend College	14,065,248	1,307,404	9.30%
College of the Mainland	12,702,394	1,507,079	11.86%
Collin County CCD	43,576,374	3,567,433	8.19%
Dallas County CCD	172,488,082	17,317,609	10.04%
Del Mar College	38,196,376	3,459,297	9.06%
El Paso CCD	64,523,858	13,325,353	20.65%
Frank Phillips College	4,873,818	183,322	3.76%

Appendix A
Developmental Education Appropriations
As a Percentage of Lower-Division Instruction
2002-2003 Biennium

	Lower Division 2002 - 2003	Develop Ed 2002 - 2003	% of Lower Division
Galveston College	10,568,568	980,993	9.28%
Grayson County College	12,772,154	556,309	4.36%
Hill College	9,982,342	980,094	9.82%
Houston Community College	133,282,674	10,869,816	8.16%
Howard College	15,506,096	595,151	3.84%
Kilgore College	22,877,702	1,629,796	7.12%
Laredo Community College	25,406,554	2,783,289	10.96%
Lee College	22,209,976	1,465,253	6.60%
McLennan Community College	23,068,770	1,442,455	6.25%
Midland College	16,901,504	878,220	5.20%
Navarro College	17,853,496	1,512,421	8.47%
North Central Texas CCD	14,747,132	852,773	5.78%
North Harris Montgomery CCD	78,145,776	10,657,423	13.64%
Northeast Texas Community College	7,106,372	318,365	4.48%
Odessa College	17,667,160	1,177,884	6.67%
Panola College	7,156,256	289,446	4.04%
Paris Junior College	12,918,410	2,135,728	16.53%
Ranger College	4,636,750	273,815	5.91%
San Jacinto College	73,494,126	5,670,634	7.72%
South Plains College	26,800,390	2,047,227	7.64%
South Texas Community College	38,926,966	6,082,691	15.63%
Southwest Texas Jr College	12,428,488	1,436,859	11.56%
Tarrant County Jr College	80,456,014	6,941,346	8.63%
Temple Jr College	12,624,594	588,476	4.66%
Texarkana College	17,997,556	784,584	4.36%
Texas Southmost College	23,280,244	2,627,629	11.29%
Trinity Valley Community College	21,031,204	1,099,154	5.23%
Tyler Jr College	32,391,782	2,874,529	8.87%
Vernon Regional Jr College	11,226,626	346,941	3.09%
Victoria College, The	15,166,180	828,445	5.46%
Weatherford College	10,719,922	706,279	6.59%
Western Texas College	5,572,564	342,578	6.15%
Wharton County Jr College	16,166,756	901,271	5.57%
TOTAL	\$ 1,569,157,590	\$149,889,129	9.55%
TSTC - Marshall	5,990,069	552,911	9.23%
TSTC - Harlingen	30,833,292	1,379,360	4.47%
TSTC - West Texas	19,047,188	611,448	3.21%
TSTC - Waco	49,706,313	2,175,040	4.38%
TOTAL	\$105,576,862	\$4,718,759	4.47%
Lamar - Institute of Technology	13,702,607	386,300	2.82%
Lamar - Orange	8,514,901	374,966	4.40%
Lamar - Port Arthur	12,206,861	668,153	5.47%
TOTAL	\$34,424,369	\$1,429,419	4.15%
GRAND TOTAL	\$2,845,766,255	\$174,587,577	6.13%

Amounts shown for universities and technical colleges include general revenue appropriations for instruction and operations, teaching experience, and infrastructure.

Amounts shown for community colleges include general revenue appropriations for administration and instruction.

Does not include the \$10.9 million trusteeed to the Coordinating Board for performance funding.

Related reports available from the Texas Higher Education Coordinating Board's Division of Finance,
Campus Planning, and Research:

*Appropriations for Developmental Education in Texas Public
Institutions of Higher Education, January 2000*

*An Overview of Article III and Article XII, House Bill 1, 77th
Legislature, General Appropriations Act, Agencies of Public
Higher Education, 2002-03 Biennium, January 2002*

*Special-Item Funding for Texas Public Institutions of Higher
Education, Fiscal Years 2002 and 2003, January 2002*

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EFF-089 (3/2000)