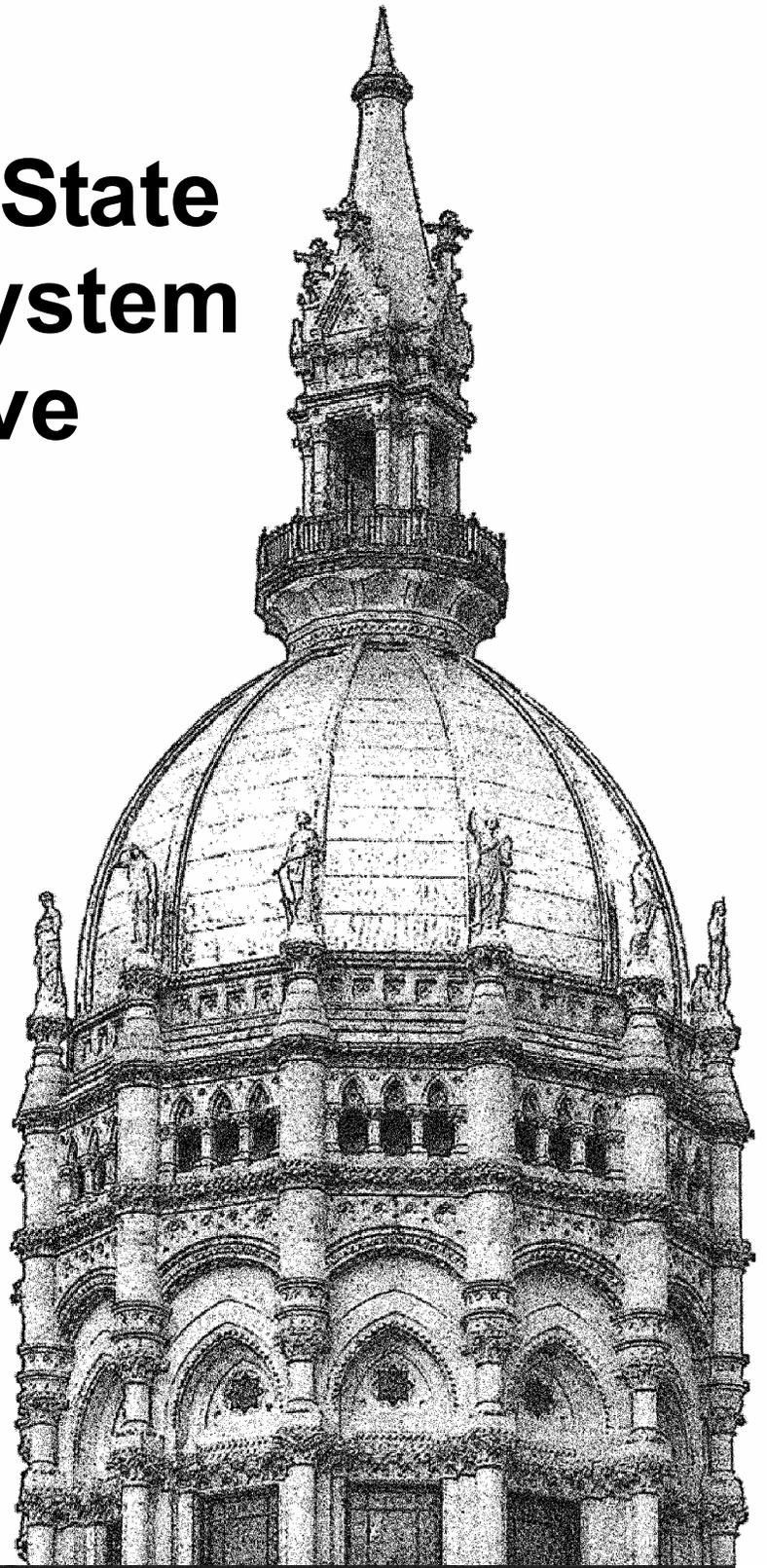


Connecticut State University System Administrative Functions

March 2011



PRI

**Legislative Program Review and
Investigations Committee**

Connecticut General Assembly

**CONNECTICUT GENERAL ASSEMBLY
LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE**

The Legislative Program Review and Investigations Committee is a bipartisan statutory committee of the Connecticut General Assembly. It was established in 1972 to evaluate the efficiency, effectiveness, and statutory compliance of selected state agencies and programs, recommending remedies where needed. In 1975, the General Assembly expanded the committee's function to include investigations, and during the 1977 session added responsibility for "sunset" (automatic program termination) performance reviews. The committee was given authority to raise and report bills in 1985.

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LEGISLATIVE PROGRAM REVIEW
& INVESTIGATIONS COMMITTEE

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Administrative Functions

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Executive Summary

CSUS ADMINISTRATIVE FUNCTIONS

In October 2010, the Legislative Program Review and Investigations Committee (PRI) formally approved undertaking a two-part study related to higher education. The first part of the study focused on Connecticut's higher education governance structure; a separate report on that topic was issued in December 2010.

The second part of the study, which is the focus of this report, is a review of certain administrative functions of the Connecticut State University System (CSUS). Specifically, the scope called for an examination of:

- the rate of growth of administrative functions;
- possible duplication of certain administrative functions; and
- the costs of those services.

In addition, this report describes the extent to which existing cost savings ideas generated by CSUS have been implemented and their impact.

This study focus arose from interest expressed in mid-2010 for PRI to look at the question of redundancies and duplications across the entire public higher education system, given the multiple constituent units, a perception at least that higher education operations were not as transparent to the legislature as they should be, and the state budget problems. With the lateness in the study year, staff resources then available, and anticipated challenges of methodology and of obtaining the kind of detailed information needed, it was determined to confine this look at higher education operations to CSUS and administrative functions.

Below is a brief description of each of these areas of examination, prefaced by a short overview of CSUS to provide context. The committee does not make any recommendations due to the limited nature of the scope, study time frame, and methodology used (i.e, no job or workload analysis was performed). All figures given below and in the report are adjusted for inflation.

Overview of System

The CSUS is composed of four separate universities (Eastern, Central, Southern, and Western) overseen by a board of trustees. A central system office that houses executive staff coordinates and handles certain functions of the universities. In summary, the program review committee analysis of the system and its finances, discussed in detail in this report, shows:

- *Full-time equivalent student enrollment has grown substantially.* In fall 2009, CSUS enrolled 36,503 students, for an increase of about 3 percent over the last 10 years, though its full-time equivalent (FTE) enrollment – which is perhaps

more important when considering costs and staffing – grew by 20 percent over the same period.

- *The graduation rate – an incomplete measure of performance – has improved.* Four-year and six-year graduation rates for new undergraduates have improved since the late 1990s, but are no more than 50 percent.
- *CSUS expenditures are growing.* Education-related costs and total costs increased 25 and 42 percent, respectively, to \$482 million and \$616 million in FY 10.
- *But expenditure growth has somewhat matched student population growth.* The increases in education-related and total expenditures shrank to 19 and 5 percent respectively, when taking FTE student growth into account.
- *State support has risen but has not kept up with the student growth.* The amount of support through the block grant and state payment of certain fringe benefits rose over the last ten fiscal years, to about \$243 million in FY 10, but state support per FTE student actually dropped 6 percent.
- *The cost of attendance at CSUS has risen substantially over the past five fiscal years.* The in-state commuter rate, for example, has increased by nearly 30 percent, although CSUS’s tuition and fee growth has recently been below the national average.

Rate of Growth of Administrative Functions

Unfortunately, there is not valid employee-level data for administrative functions over time for the CSU system to determine the rate of growth in specific areas. However, a general idea of position trends may be obtained by examining the proportion of non-instructional to instructional (i.e., faculty). In this report, the committee has also provided a trend analysis of system office staffing and salary costs. In general, it can be noted that:

- *Full-time non-instructional staff make up nearly 60 percent of all full-time staff.* The proportion of instructional to non-instructional staff has declined by about 6 percent since 1989, but in the last five years the portion has remained the same.¹
- *Measured on a full-time student equivalent basis, the proportion of instructional to non-instructional staff varies substantially by university.* Central has the fewest non-instructional staff (22 students per staff), while Eastern has the most (13 students per staff).

¹ For historical proportions of instructional to non-instructional staff see *Connecticut Public Higher Education: 2009 System Trends*, Connecticut Department of Higher Education, May 2009.

- *System office full-time staffing – but not salary costs – have declined.* Staffing declined about 7 percent between 2001 and 2010, while salary costs have remained unchanged.

Duplication and Costs

The current system began as four universities with separate administrative structures. Over time they have largely maintained distinct structures, while a system office to serve all the CSUS institutions was developed.

The committee did not perform separate job or workload analysis to determine duplication or efficiency of efforts. However, CSUS non-instructional staff was organized into four broad categories for analysis purposes: Campus Safety, Student Services, Administration, and Maintenance and Design. The largest category, Administration, was then further refined into 11 different groups by function.² This allowed for staff and cost comparisons, by function, across the universities and the system office. The committee's analysis finds that:

- The total number of non-instructional staff is 1,609 and the combined salaries (not including fringe benefits) are just over \$108 million, or about 20 percent of CSUS's operating budget.
- Eastern tends to have the most non-instructional staff, while Central has the fewest, on an FTE student basis.
- Forty-one percent of non-instructional staff is dedicated to administrative functions (as opposed to campus safety, student services, and maintenance and design), though each university has different total distributions of non-instructional staff, with a high of 45 percent at Central and low of 37 percent at Western.
- Eastern has the highest staffing level in the Administration category, with one administrator for every 33 students, while Central has the lowest, with one administrator for every 50 students.
- In total, there are 729 employees in the Administration area (in the system office and universities), who together have a combined salary cost of about \$58 million.

² As described later in this report, Administration includes the following functions: Technology and Communications, Financial Affairs and Administration, Academic Affairs, Institutional Advancement, Registrar, Admissions, Human Resources, Financial Aid, Presidents/Chancellor's Office, Internal Audit, and Government Affairs.

- Four of the 11 Administration areas comprise 72 percent of CSUS's administration workforce (ten percent of total workforce) and 73 percent of salary costs: Technology and Communications, Financial Affairs and Administration, Academic Affairs, and Institutional Advancement.
- Within the Administration area, there are many high-level administrators across the campuses; for example, there are: five presidents, eight vice presidents, seven associate vice presidents, 16 deans, four provosts or vice presidents for academic affairs, and 60 directors.
- Only two Administration areas are performed solely at the system office (internal audit and government affairs), while six other areas overlap with the universities.

Savings Ideas

The scope called for a description of cost savings initiatives that have been recently implemented by CSUS and their impact. Appendix A is a listing of costs avoided and cost reductions implemented since 2007 that was provided to the committee by CSUS personnel. They identified a total of \$49 million in cost savings or avoidances.

Questions for Policymakers

The scope of the study, as developed by the committee, required a review of various aspects of certain administrative functions at CSUS. The time frame and findings of the report do not lead the committee to make recommendations but do raise additional questions about the operation of the system that policymakers may want to consider going forward. These include:

- Given what appear to be duplicative administrative structures that exist within the CSU system, can some of the back office administrative functions – or at least what appear to be duplicative high-level administrative positions – be consolidated with minimal disruption to the student experience and the individual character of the universities?
- What explains the different distributions of administrative staff among the universities, that leaves Eastern, for example, with generally the highest staffing level and second-most expensive administrative staff?
- What opportunities exist to consolidate back office functions among all the units of Connecticut's public higher education system?

Introduction

CSUS ADMINISTRATIVE FUNCTIONS

The Connecticut State University System is composed of four distinct universities. A system office, headed by a chancellor, coordinates policies among the institutions and handles certain administrative functions for the president-led universities, which also have some administrative offices. Like the state's other public higher education constituent units, CSUS is overseen by a board of trustees that has authority over a range of decisions, including administrative.

In October 2010, the Legislative Program Review and Investigations Committee (PRI) formally approved undertaking a two-part study related to higher education. The first part of the study focused on Connecticut's higher education governance structure and a separate report on that topic was issued in December 2010.

The second part of the study, which is the focus of this report, is a review of certain administrative functions of the Connecticut State University System (CSUS). Specifically, the scope called for an examination of:

- the rate of growth of administrative functions;
- possible duplication of certain administrative functions; and
- the costs of those services.

In addition, this report describes the extent to which existing cost savings ideas generated by CSUS have been implemented and their impact.

Methodology

The program review committee staff submitted a lengthy information request regarding various budget and staffing data to the CSUS System Office in late August 2010. That information was updated through the course of the study and is the source of all the data cited, except where otherwise noted in the body of the report. Program review staff also interviewed a number of System Office officials about the information provided and relied on their characterizations of the data to form some of the conclusions. A detailed description of the methodology used is described in Appendix B.

Report Organization

This report has three sections and five appendices. An overview of CSUS and a discussion of its finances are found in Section I and II of this report. Section III provides a detailed analysis of non-instructional (including administrative) functions.

Agency Response

It is the policy of the Legislative Program Review and Investigations Committee to provide agencies subject to a study with the opportunity to review and comment on the committee findings and recommendations prior to publication of the final report. A written response was solicited from the Acting Chancellor of the Connecticut State University System and is presented in Appendix E.

System Background

The Connecticut State University System (CSUS) is composed of four separate universities that are distributed across the state and overseen by a central board of trustees. A system office in Hartford, which houses executive staff, coordinates and handles certain functions for the universities. CSUS employed 3,251 full-time people in October 2010.

The institutions are considered regional teaching universities because their focus is not on original research and only a limited number of doctoral degrees are awarded. CSUS mainly offers bachelor's and master's degrees, as well as some certificates and a doctorate in education. The schools began as distinct teachers' schools that were established gradually, starting in 1850. The legislature and the schools' oversight bodies have often struggled to find a balance between institutional autonomy and unified efforts to improve the schools' stature – as well as efficiency.

Enrollment and Student Course Loads Have Grown Over Last Ten Years

In fall 2009, CSUS enrolled 36,503 students, an increase of about three percent over the last ten years, as shown in Table 1 below. Full-time equivalent (FTE) enrollment, however, grew much more – by 20 percent – over the same period. The difference between the figures indicates that a rising share of CSUS students has been enrolling full-time or taking closer to a full course load, shown by the last column. FTE enrollment rose at each of the CSU institutions, ranging from 12 percent at Southern to 34 percent at Western.

Most CSUS students (81 percent of enrolled students and 88 percent of FTE students) are undergraduates. All but one institution saw modest rises in the percentage of the student body that is at the undergraduate level.

The numbers and types of students varied substantially among the institutions over the last ten years. Eastern and Western are the smaller institutions, each enrolling about half the number of students at Central or Southern. They also have greater percentages of full-time and FTE undergraduate students.

Table 1. Fall 2009 Enrollment at CSUS Institutions (and Change from Fall 2000)								
	<i>Headcount</i>		<i>FTE</i>		<i>% FTE Undergrad.</i>		<i>% Headcount Full-Time</i>	
Central CSU	12,461	(2%)	9,619	(19%)	87%	(3%)	68%	(20%)
Eastern CSU	5,610	(9%)	4,790	(23%)	96%	(0%)	79%	(15%)
Southern CSU	11,815	(-3%)	9,344	(12%)	82%	(5%)	71%	(26%)
Western CSU	6,617	(14%)	5,425	(34%)	93%	(2%)	74%	(28%)
<i>Total</i>	<i>36,503</i>	<i>(3%)</i>	<i>29,179</i>	<i>(20%)</i>	<i>88%</i>	<i>(3%)</i>	<i>71%</i>	<i>(23%)</i>
Source of data: CSUS System Office								

Graduation Rates for New Undergraduates Improved, But Are Not Higher Than 50 Percent

CSUS institutions' graduation rates rose from the late 1990s through the mid-2000s, as shown in Table 2 below. Four-year graduation rates for first-time degree-seeking undergraduates increased at each institution, between two and six percent, for the freshmen entering in 2001 through 2005. Six-year rates for the same group also improved at each university, between three and nine percent, for undergraduates beginning in 1999 through 2003. Minority graduation rates have lagged the overall rates, but also have been rising. Although minority student enrollment has increased slightly – between 0.2 and 2.4 percent – from fall 2005 to fall 2009, it still remains under 19 percent at each institution.³

Table 2. Recent CSUS Graduation Rates				
	<i>Four-Year Rate</i>		<i>Six-Year Rate</i>	
	<i>2005 Freshmen</i>	<i>% Change from 2001 Freshmen</i>	<i>2003 Freshmen</i>	<i>% Change from 1999 Freshmen</i>
Central CSU	14%	3%	49%	9%
Eastern CSU	31%	6%	50%	7%
Southern CSU	14%	2%	42%	6%
Western CSU	14%	2%	40%	3%

Source: DHE, *Higher Education Counts; Achieving Results 2010*

It should be noted that CSUS serves a large number of students who transfer in from other institutions, and consequently are not counted in the graduation rate. The system's advocates recently have noted that the volume of transfer students generally pushes the number of students in a cohort graduating, far above the original number of first-time, full-time, fall-term students in that group.

CSUS Institutions Evolved from Distinct Teachers' Schools to University System with Central Office

The first CSUS institution, what is now Central CSU, was established in 1850 as a normal school in New Britain, for the purpose of teacher training. The other institutions were established in 1889 (in Willimantic, now known as Eastern), 1893 (in New Haven, now Southern), and 1903 (in Danbury, now Western). The locations of the teacher schools were determined by the amount of funding towns could offer for the schools' establishment, and authorized by the legislature.

The normal schools were inattentively overseen by the State Board of Education, resulting in huge resource and curricula differences. In 1923, an investigation by the Department of Education led to more consistency among the normal schools. The New Britain and New Haven schools were the first to offer the Bachelor of Education, in 1934. By 1937, each of the

³ DHE, *Higher Education Counts; Achieving Results 2010*.

schools were designated State Teachers Colleges and – except for the top students – had begun charging tuition.

Over the next several decades, the curricula expanded into other, non-education subjects. With the passage of the GI Bill, enrollment grew tremendously at each college, and the colleges expanded offerings accordingly. The institutions were re-named State Colleges in 1959, and first awarded Bachelor of Arts degrees in 1964. In the mid-1960s, governance for the colleges shifted from the Board of Education to a single board of trustees for the state colleges, with the Council of Presidents initially retaining budget allocation authority. Each college had its current regional moniker by 1967. Ten years later, legislation gave the colleges the ability to expand into both career and education programs at the bachelor's, master's, and sixth-year levels. The colleges were unified as the Connecticut State University System in 1983.

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Financial Overview

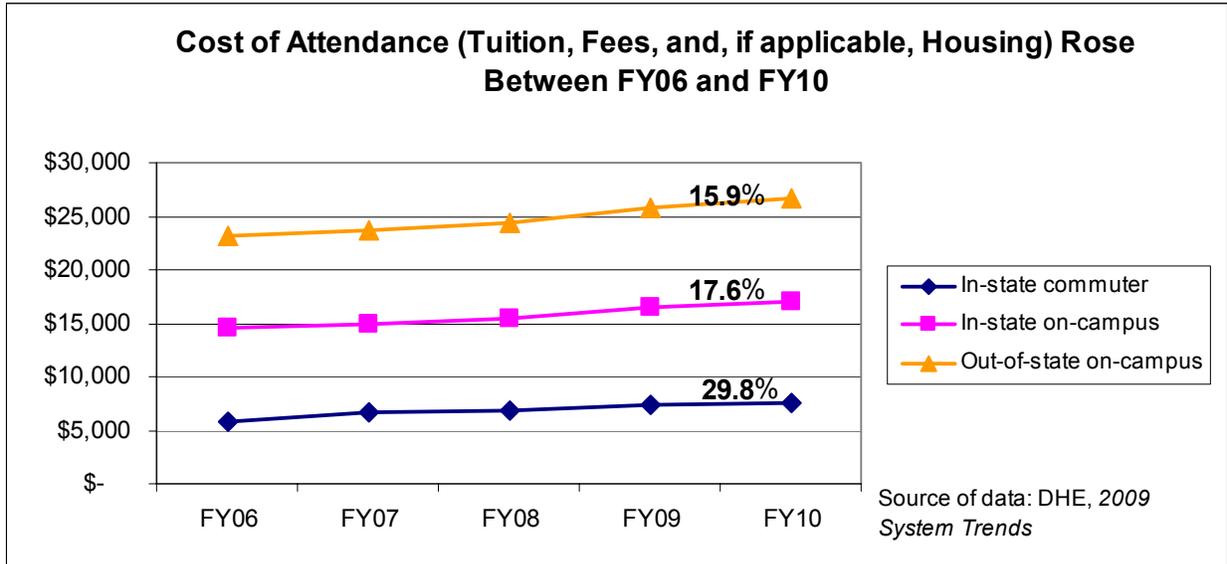
This section provides findings regarding CSUS trends in tuition and fees, amount of state support, overall expenditures, and personnel costs. Some context on the affordability of higher education and a listing of non-salary compensation for CSUS employees are also included. The committee finds that, after adjusting for inflation:

- The cost of attendance at CSUS rose substantially over the past five fiscal years; for in-state commuter students, for example, the increase was nearly 30%.
- Although CSUS has been among the most expensive state university systems in the country, CSUS tuition and fees represent a lower percent of median household income than its peer group average, and have been increasing more slowly than the national average.
- While the amount of state support to CSUS rose overall in the last 10 years, the amount of that support per full time equivalent (FTE) student fell.
- Total expenditures at CSUS increased by about 42%, FYs 01-10, though the increase per FTE student was about 19%.
- Similarly, education-related expenditures (called “E & G”) grew by 25%, FYs 01-10, but those expenditures per FTE student rose by about 5% over the same period.
- Personnel costs (salary and fringe benefits) are CSUS’s largest expenditure, and have increased about 4% on an FTE student basis over the last 10 years (FYs 01-10).
- Between FY 05 and FY 10, the number of FTE students increased by about 8%, while the number of full-time employees in the system rose by about 6%.
- Over the last five fiscal years, the number of filled and funded full-time positions in the System Office declined from 74 to 64, though the total salary costs essentially were unchanged.
- The average salary in the System Office increased 13% between FYs 05 and 10, while the average salary for the entire system stagnated.

Tuition and Fees

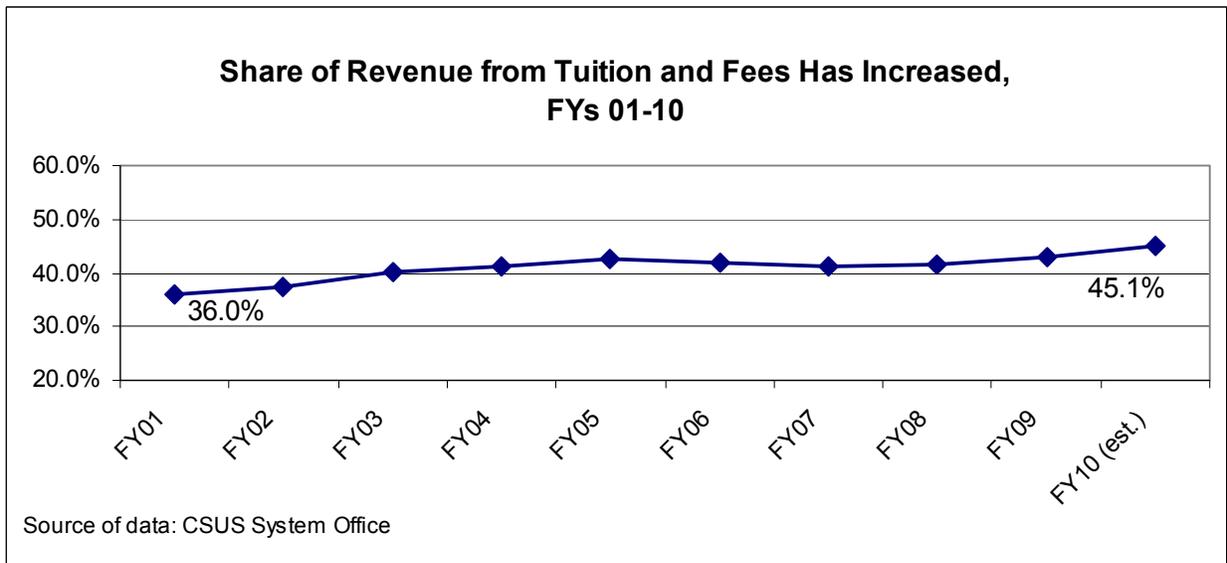
- Tuition and fees are rising by every method of examination, after adjusting for inflation.

Figure 1



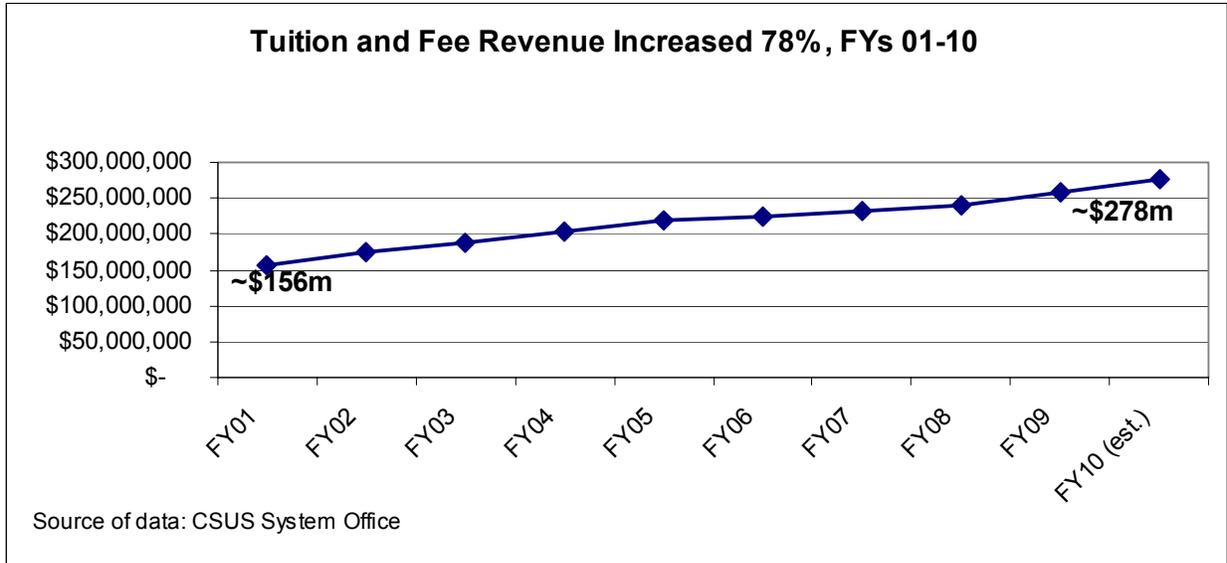
- The cost of attendance at CSUS rose substantially – between 15.9 and 29.8%, depending on the type of student – over the past five fiscal years.

Figure 2



- The share of revenue the system generates from tuition and fees increased one-quarter, from 36 to 45%, over the past ten fiscal years.

Figure 3



- The amount of revenue from tuition and fees over the same period has increased even more: 78%. One quarter of that increase was due to a rise in FTE students.

Figure 4

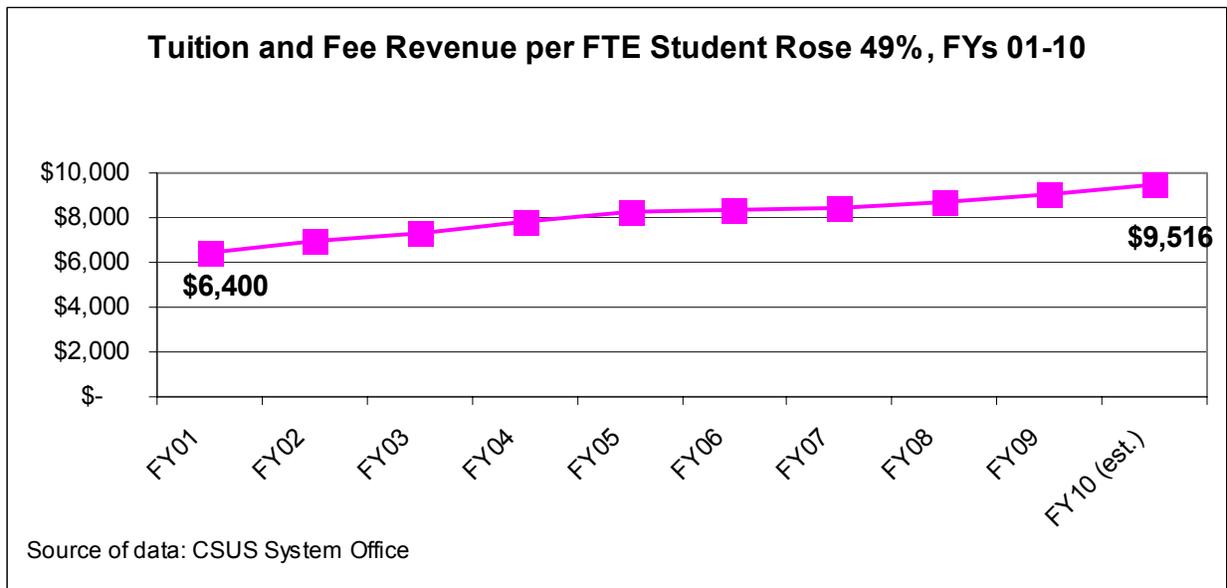
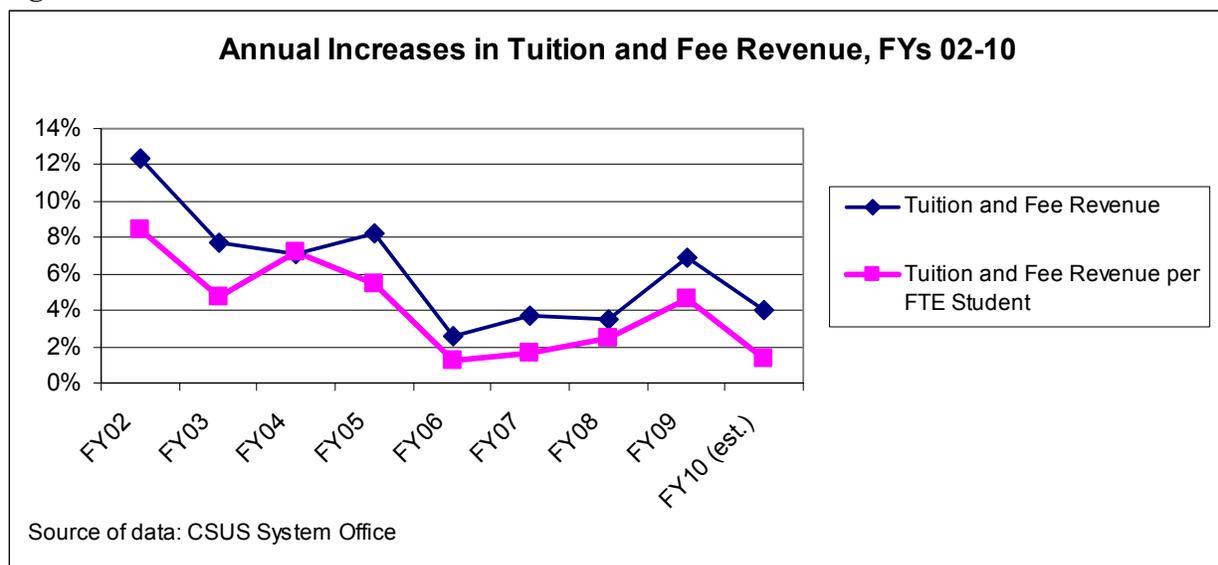


Figure 5



- Tuition and fee revenue – both overall, and per FTE student – has increased annually. The greatest rises in overall revenue occurred in FYs 02-05, and FY 09.

Context on Higher Education Affordability⁴

- CSUS has been among the most expensive state university systems in the U.S. since 1993.
 - In 2009, the system was the 11th most costly in the nation, though only in the middle (4th most expensive of 8) of the region (New England plus New York and New Jersey).⁵
- The system's tuition and fee growth and levels might not be unreasonable, in the context of national higher education cost increases and the state's wealth.
 - CSUS's rate of tuition and fee growth has been below the national average since 2006.⁶
 - CSUS tuition and fees consistently were a lower percentage of median household income (10.5%) – an indicator of affordability used by DHE – than its peer group average (about 12%), for FYs 2003-2007, the most recent data located by PRI staff.⁷
 - CSUS tuition and fee levels may partly reflect Connecticut's overall wealth. Connecticut has the nation's third highest median household income⁸– which

⁴ DHE data only consider in-state tuition and fees, excluding college housing costs.

⁵ DHE, 2009 System Trends

⁶ DHE, 2009 System Trends

⁷ DHE 2009 Accountability Report

⁸ U.S. Census, 2008 data, <http://www.census.gov/compendia/statab/rankings.html>

likely contributes to CSUS's relative affordability discussed in the above bullet – and the seventh-highest cost of living (including D.C.)⁹ – meaning that costs for everything are likely to be relatively high.

- College costs across the country have been rising beyond inflation for decades, for a combination of reasons. The College Board's *2010 Trends in College Pricing* report listed some of the factors:

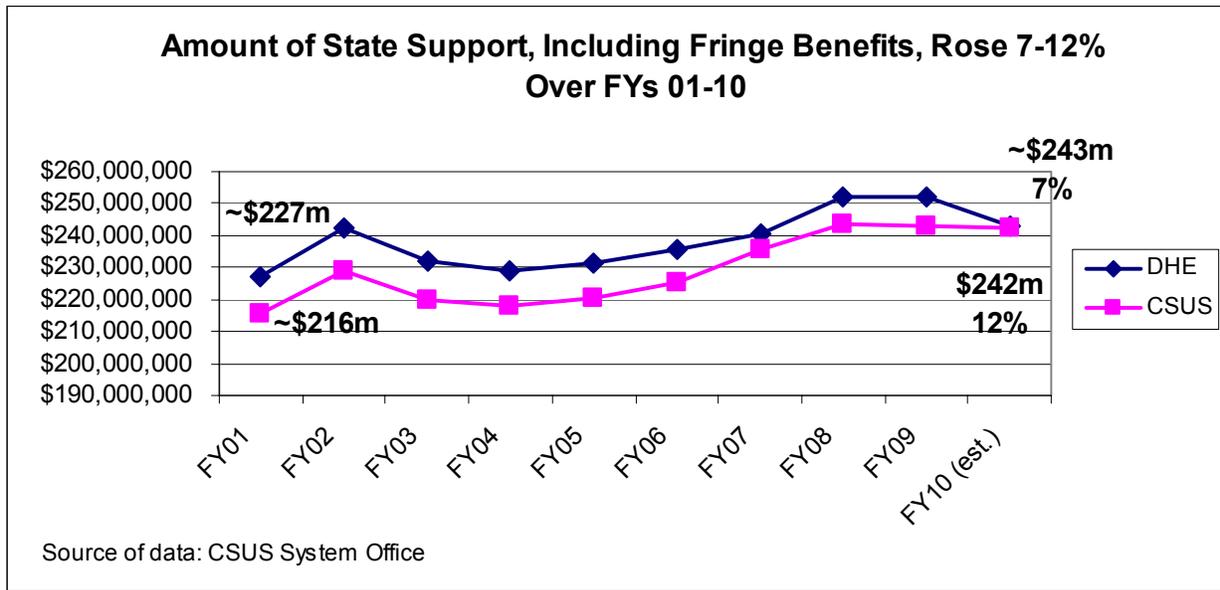
It is clear that the efficiency of campus operations, the level of governmental and philanthropic support, the prices of the goods and services educational institutions purchase, the nature and extent of the services and facilities provided, the academic preparation of the students who enroll, the level of demand for particular institutions, and competition among institutions all contribute to the rate of price increase. (p. 7)

State Support

- The higher education community generally agrees that it is most accurate to consider only education-related expenses (called “education and general,” or E&G) when calculating the percent of expenditures supported by the state.
 - The analysis, consequently, is limited to education-related expenditures.
 - Included are employee fringe benefit costs paid by the state.
 - Excluded are auxiliary services, such as housing and food service, which often – if not always – are self-supporting through revenue generation.
- DHE and CSUS use slightly different methods of calculating education-related expenses. Both versions, adjusted for inflation, are presented in the charts below.
 - DHE follows the National Association of College and University Business Officers (NACUBO) definition of items to be included, and uses annualized FTE enrollment.
 - In the budget documents submitted to PRI staff, CSUS excluded equipment bond funds from education-related expenditures – contrary to the NACUBO definition – and gave slightly different FTE enrollment.
- All figures have been adjusted for inflation based on the Consumer Price Index and are shown in 2010 dollars.

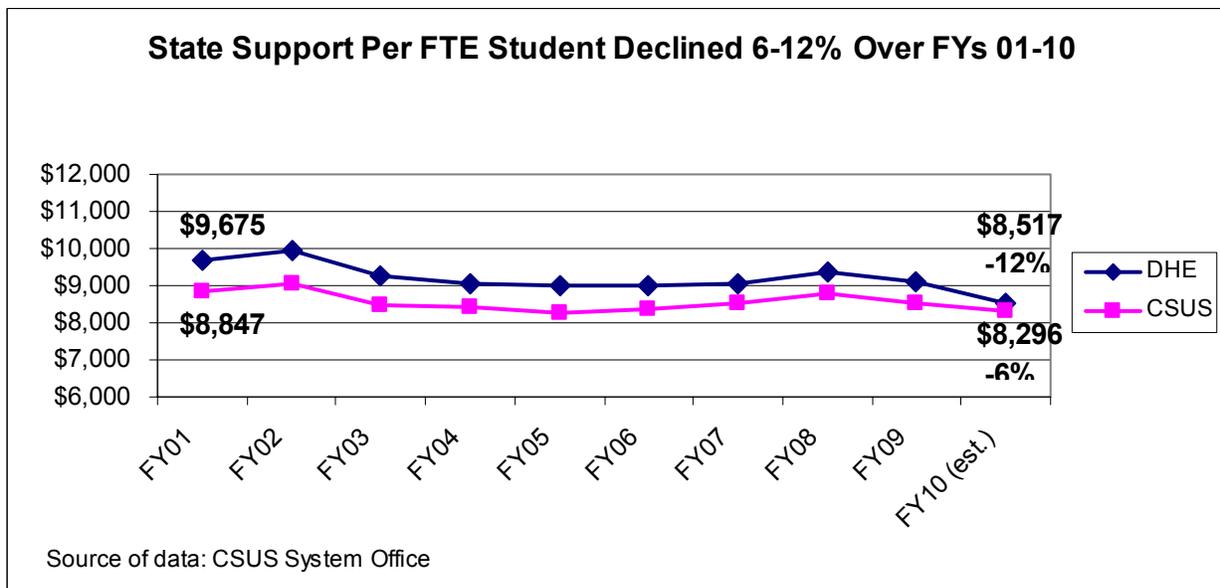
⁹ Missouri Department of Economic Development, Missouri Economic Research and Information Center, http://www.missourieconomy.org/indicators/cost_of_living/index.stm

Figure 6



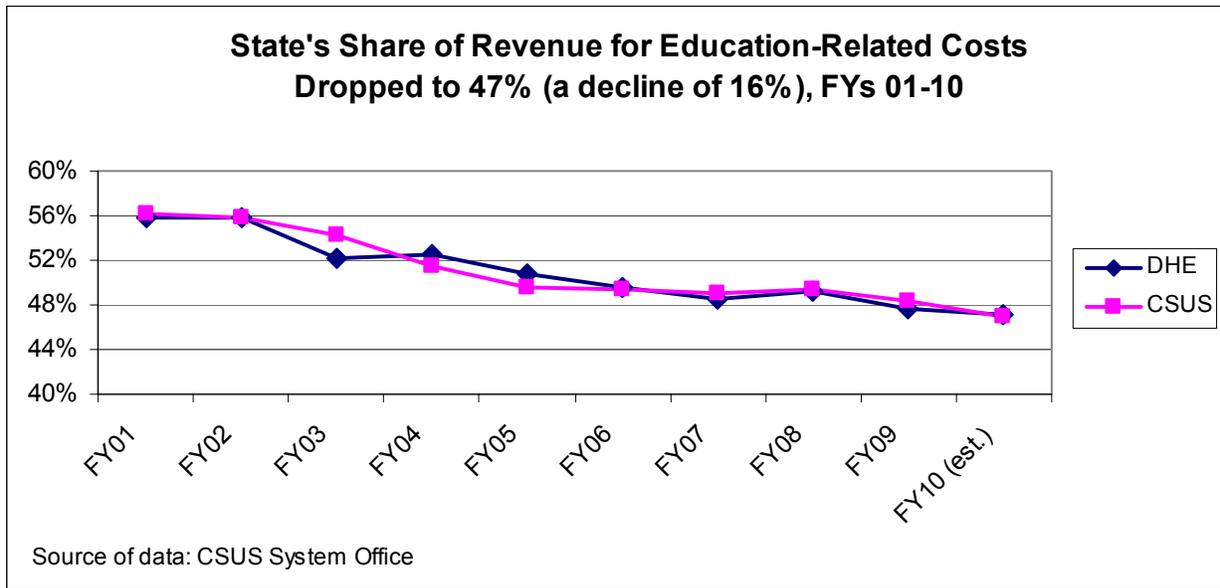
- The amount of state support, including fringe benefits, rose between seven and 12% over the last ten fiscal years.

Figure 7



- But the amount of state support per FTE student fell – which means the rise in state support was outpaced by CSUS’s increase in FTE students.

Figure 8



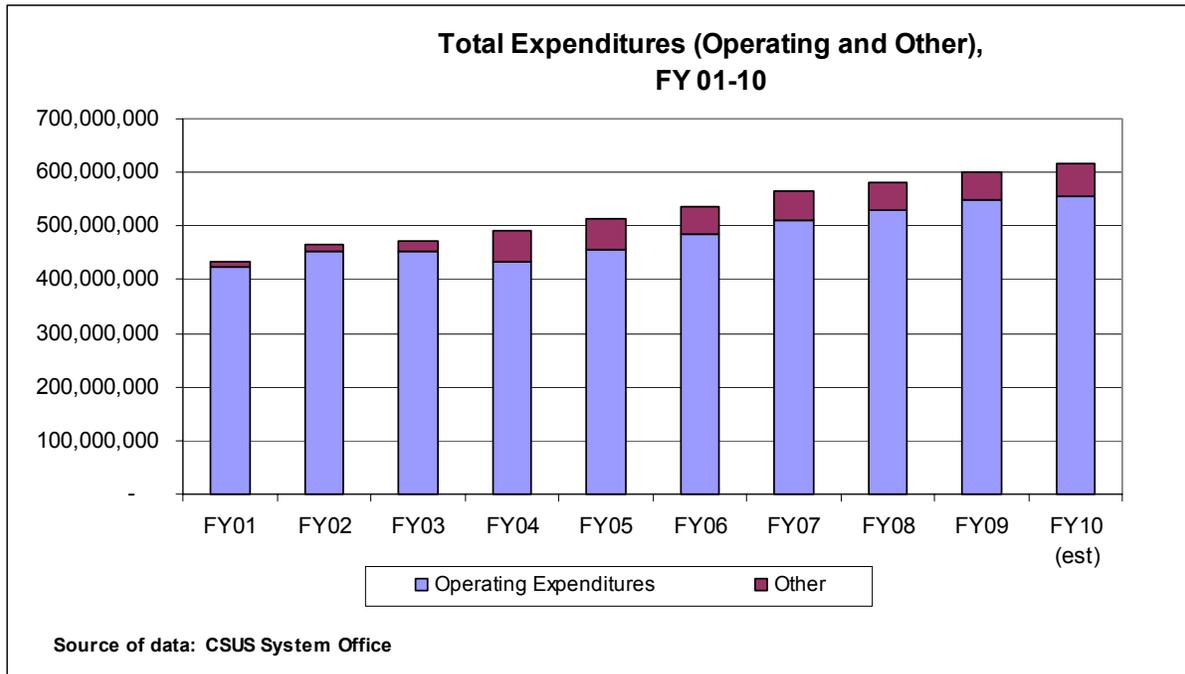
- The decline in the amount of state support per FTE and the rise in overall FTE education-related expenditures (described later in this section) combined to result in a drop in the percentage of education-related expenditures paid by the state, to about 47% in FY 10 (a decline of approximately 16% over the last ten fiscal years).

Expenditures Explanation

- All figures have been adjusted for inflation based on the Consumer Price Index and are shown in 2010 dollars.
- The analysis below uses the following terms:
 - Total Expenditures include both *operating expenditures* and *other expenses* incurred by CSUS. The other expenses are typically payments transferred to debt service and other separate funds.
 - Education and General Expenditures (E&G) are education-related expenditures; excluded are expenditures for auxiliary enterprises, such as housing. For the purposes of this sub-section, CSUS's definition of E&G has been used.

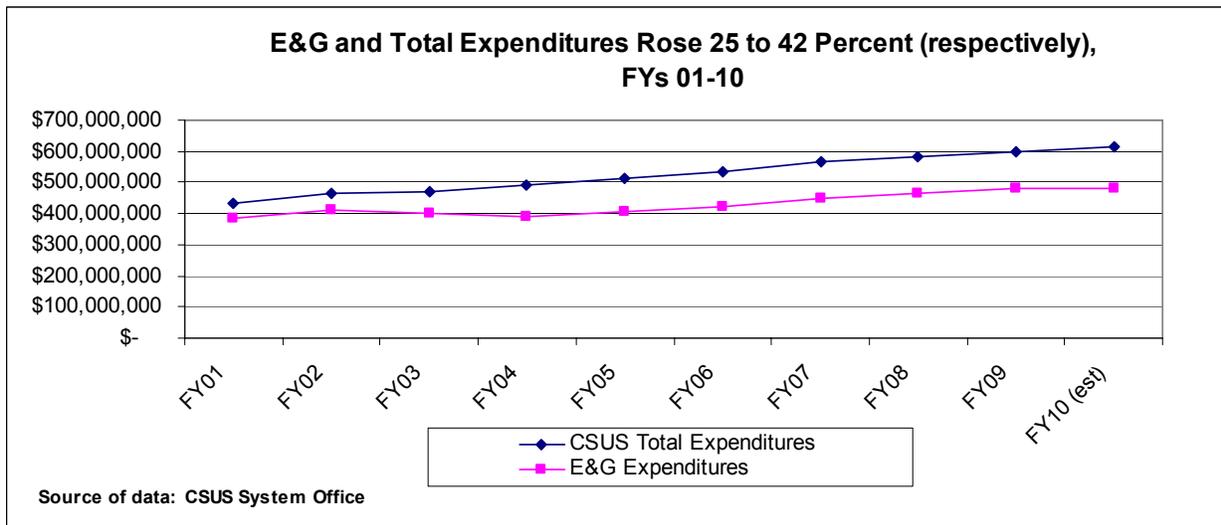
Total and Education and General Expenditures

Figure 9



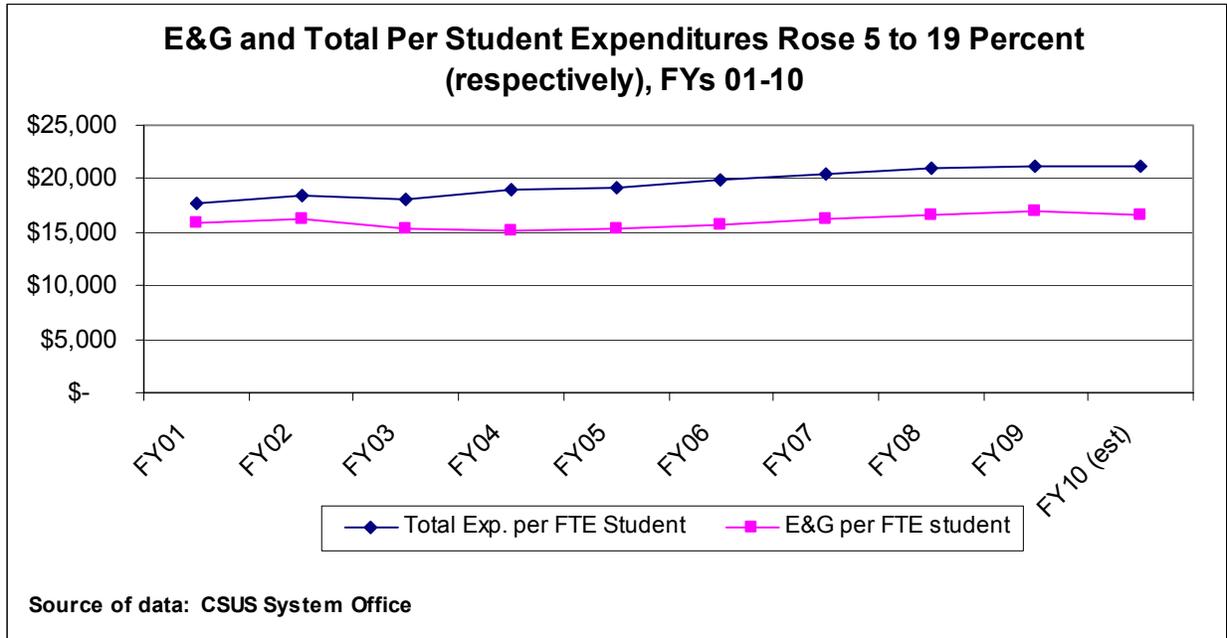
- Total expenditures grew from about \$433 million to \$616 million. Non-operating expenditures (called “other” in the chart above) rose from about \$8 million to about \$61 million (over 600%), largely due to increases in debt service.

Figure 10



- Total expenditures increased 42%, after adjusting for inflation, between FY01 to FY10, while education and general expenditures grew about 25% over the same period.

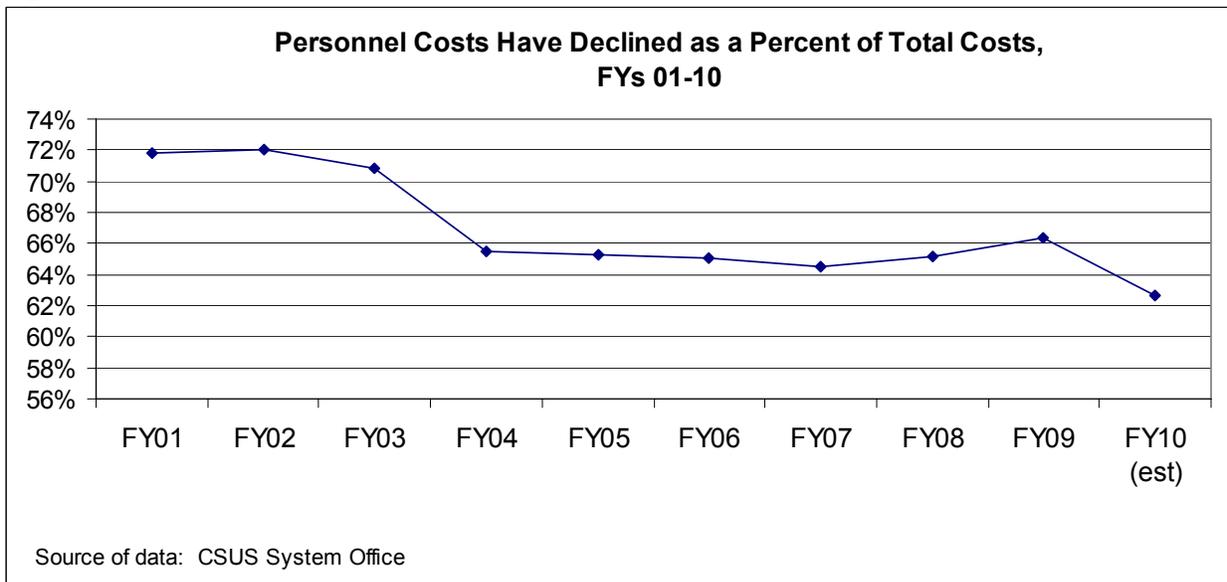
Figure 11



- An increase in FTE students partially, but not wholly, explains the increase.
 - Total expenditures per FTE student climbed by about 19%, in inflation adjusted terms, FYs 01-10.
 - E&G expenditures per FTE student grew by about 5% over the same period.

Personnel Expenditures

Figure 12



- Personnel costs (salaries and fringe benefits) are the largest share of expenditures, but declined 72% to 63% of total expenditures from FY 01- FY10.

Figure 13

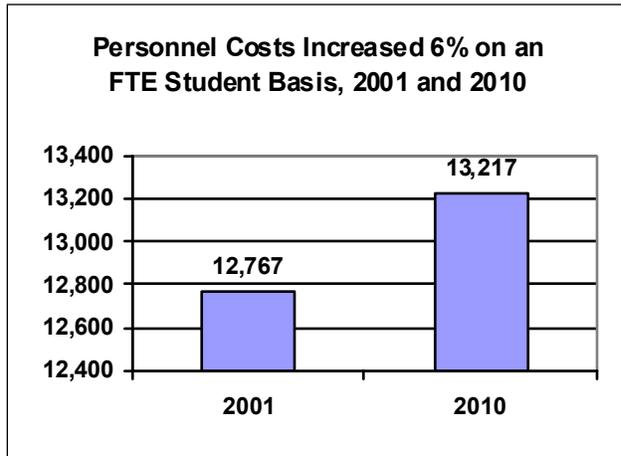
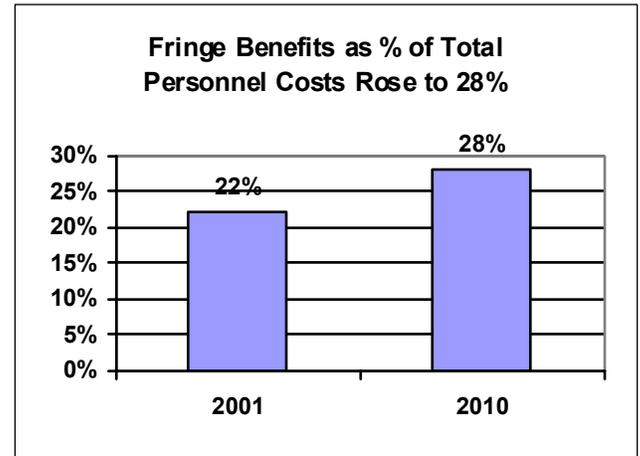


Figure 14



- While total personnel costs rose about 24%, in inflation adjusted terms, between FY 01 and FY 10, the increase was only 4% on an FTE student basis.
- Overall, fringe benefits grew 62% between FY 01 and FY 10; as a percent of total personnel costs, fringe benefits rose from 22 to 28%.

Instructional Staff vs. Non-Instructional Staff

Table 3. Percent of Full-Time Instructional vs. Non Instructional Staff Has Remained Consistent				
	2005		2010	
	% Non Instructional	% Instructional	% Non Instructional	% Instructional
Central	55%	45%	54%	46%
Eastern	66%	34%	67%	33%
Southern	56%	44%	56%	44%
Western	65%	35%	61%	39%
System Office	100%	0%	100%	0%
Total	60%	40%	59%	41%

Source of data: CSUS System Office

- The percent of non-instructional staff compared to instructional staff remained consistent in the last 5 years – about 60 and 40%, respectively.

- Eastern had a substantially higher proportion of non-instructional staff than the other universities.

FTE Students Compared to Personnel and Salary Costs

Table 4. Percent of FTE Students Compared to Personnel and Salary Costs, FY 2010			
	<i>% of FTE Students</i>	<i>% of Personnel</i>	<i>% of Salary Costs</i>
Central	33	30	31
Eastern	16	20	18
Southern	32	30	30
Western	19	19	18
System Office	-	2	3
Note: Percents may not add to 100 due to rounding. Source of data: CSUS System Office			

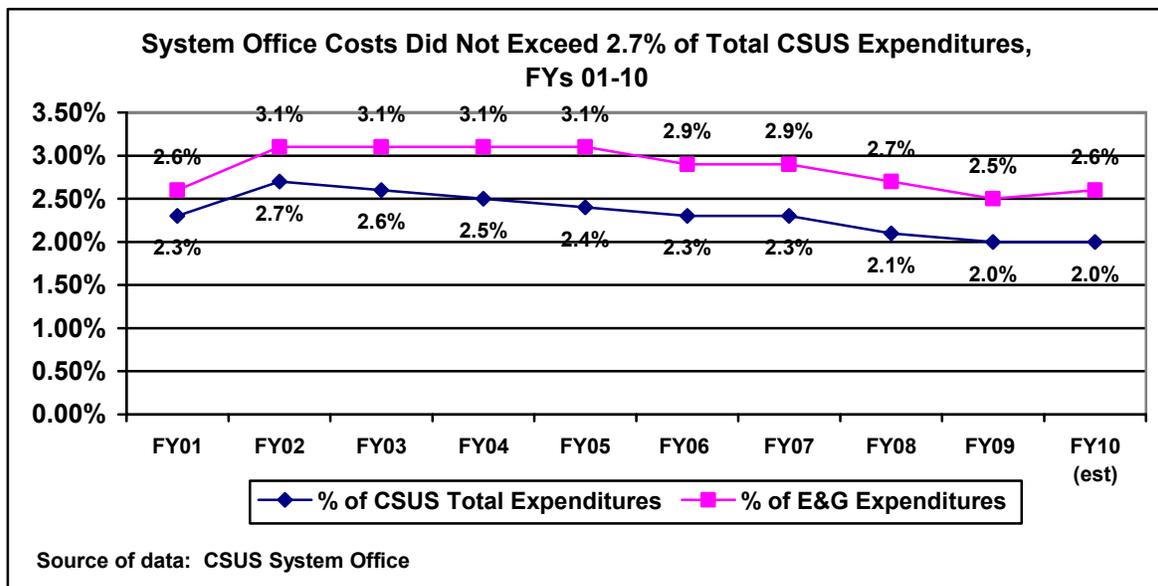
- Central and Southern had the greatest percentages of the system’s FTE students, full-time personnel, and salary costs.
- Between FY 05 and FY 10, the total number of FTE students increased by about 8%, while the total number of employees in the system rose by about 6%.
- Total salary costs (not including fringe benefits) increased from \$195 million to \$230 million (18%), or about 6% after accounting for inflation.
 - Between 2005 and 2010, 231 positions were added to the entire system and 49 were vacated, for a net of 182 additional positions.
 - Most of the additional positions were covered by the American Association of University Professors (60%) and State University Organization of Administrative Faculty (39%) unions; this means most of the additions were faculty and administrative staff.

Table 5. FY 05-10 Percent Changes in FTE Students, Personnel, and Salary Costs			
	<i>05-10 % Change in FTE Students</i>	<i>05-10 % Change in Personnel</i>	<i>05-10 % Change in Salary Costs</i>
Central	6	4	4
Eastern	15	14	9
Southern	3	3	3
Western	17	9	9
System Office		-14	0
Source of data: CSUS System Office			

- Between FY 05 and FY 10, the percent changes in the number of full-time personnel and in salary costs generally rose with changes in FTE students.
- Over the last five years, the System Office reduced personnel by 10 employees (14%). While the nominal salary costs have increased from \$5.8 million to \$6.5 million, in inflation adjusted terms, the Office’s salary costs have not changed.

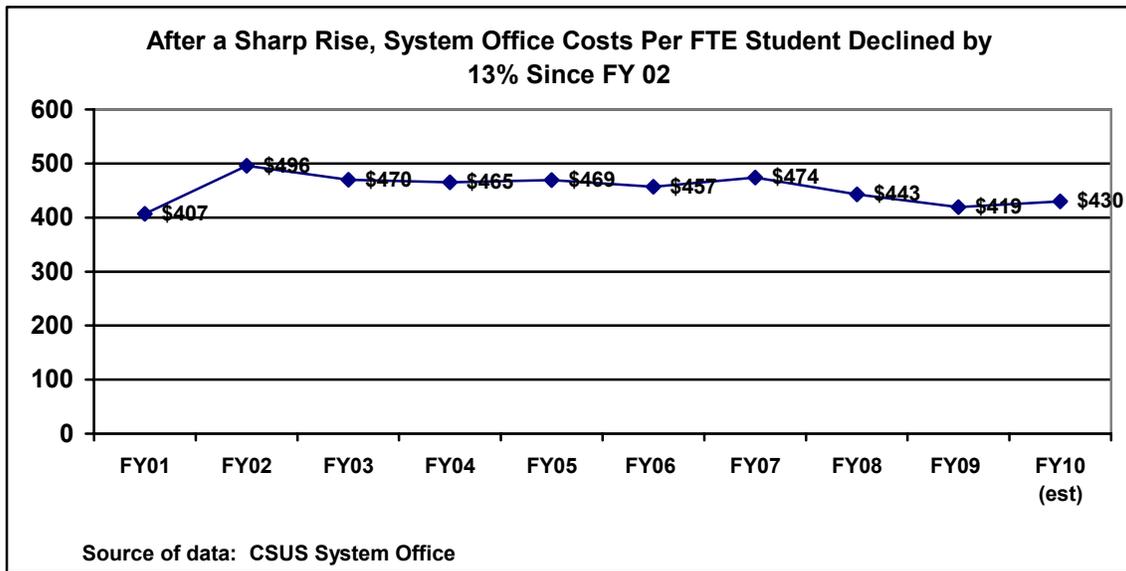
System Office Expenditures

Figure 15



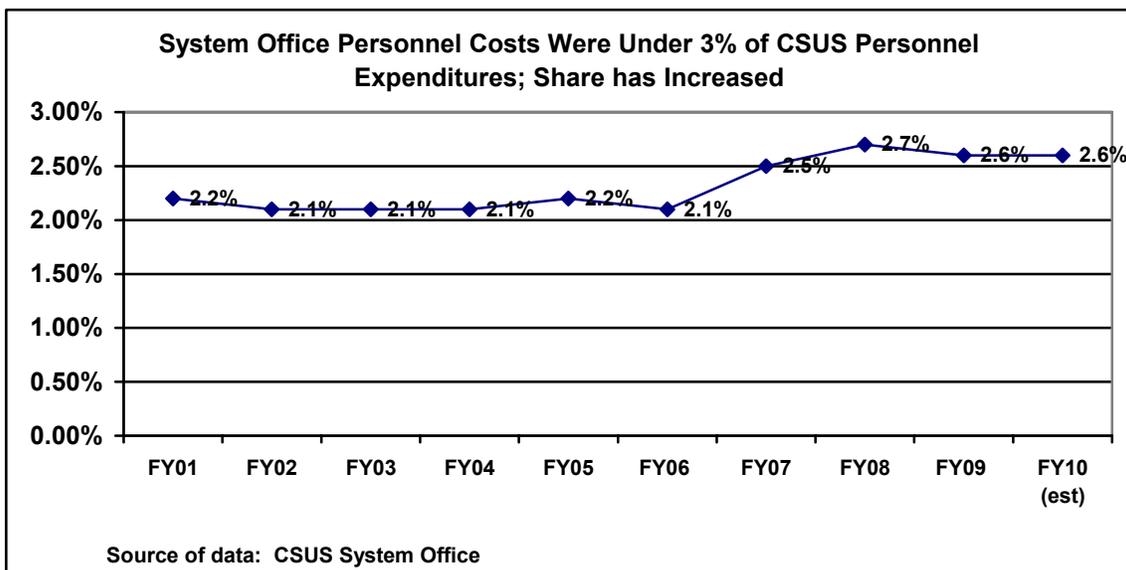
- The percentage of CSUS revenues used by the system office has fluctuated somewhat over the last ten fiscal years, but never rose above 2.7%. In FY 10, the percentage essentially returned to FY01 levels – either 2.5 or 2.0% of CSUS expenditures, depending on whether total or education-related expenditures are used as the base.

Figure 16



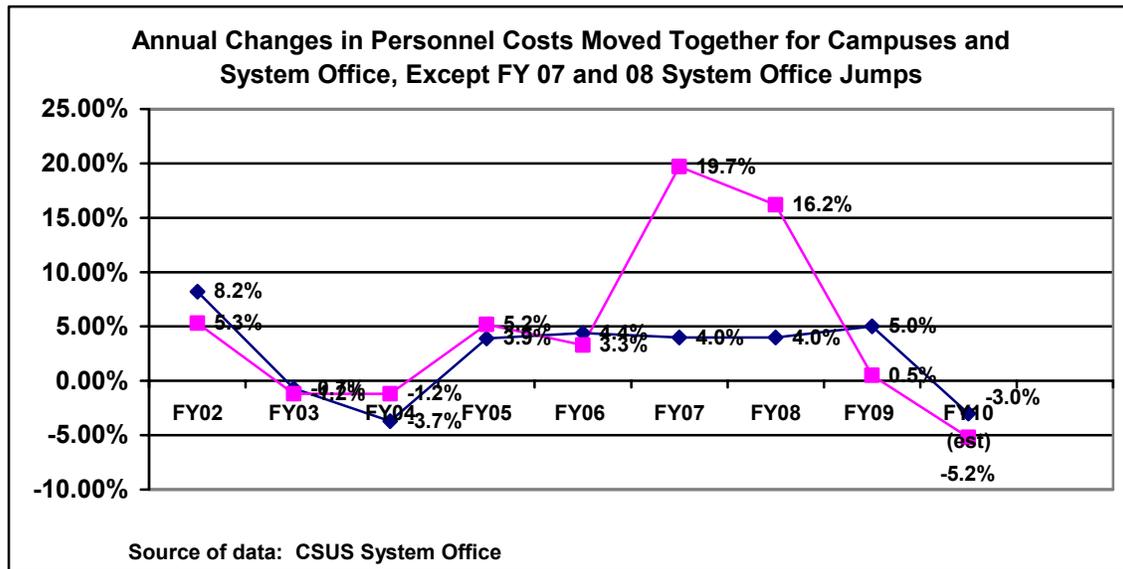
- The amount spent on the system office rose over the past ten fiscal years, sharply rising in FY 02 then declining a bit, after adjusting for increased FTE enrollment. CSUS expenditures, overall, also increased during the same period, when using an identical adjustment.

Figure 17



- The system office's share of total CSUS personnel costs has been low, at no more than 2.7%— although the share became notably higher in FYs 07-10, ending at 2.6% in FY10. The share was consistently 2.1-2.2% for each previous fiscal year. Overall, the share increased 18.2%, FYs 01-10.

Figure 18

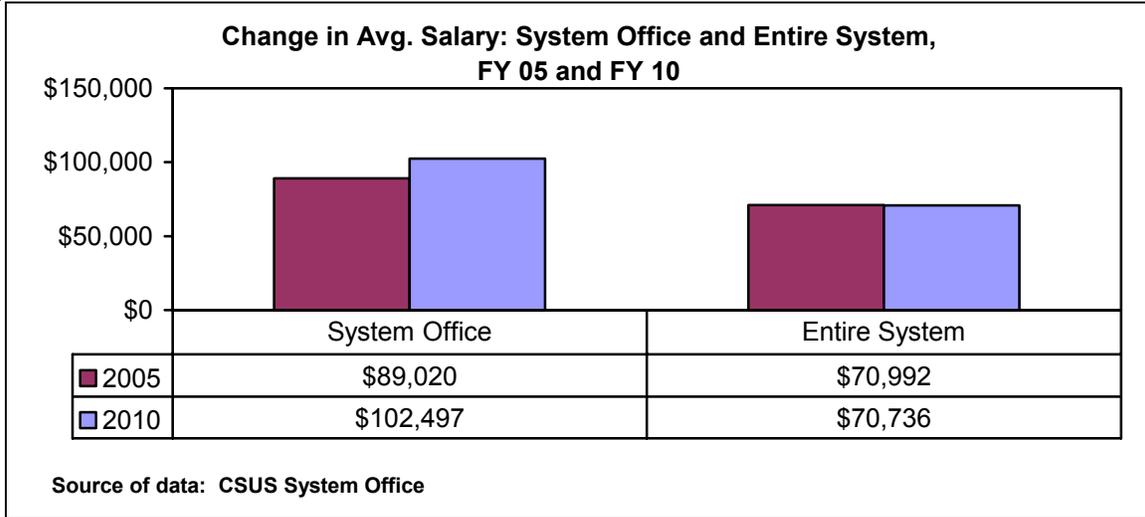


	<i>FY01</i>	<i>FY05</i>	<i>FY 01-05 Change (Avg./yr.)</i>	<i>FY06</i>	<i>FY10</i>	<i>FY 06-10 Change (Avg./yr.)</i>	<i>FY 01-10 Change (Avg./yr.)</i>
Campuses	\$304.446	\$326.937	7.4% (1.5%)	\$341.428	\$375.731	10.0% (2.0%)	23.4% (2.3%)
System Office	\$6.704	\$7.251	8.2% (1.6%)	\$7.489	\$9.915	32.4% (6.5%)	47.9% (4.8%)

Source of data: CSUS System Office

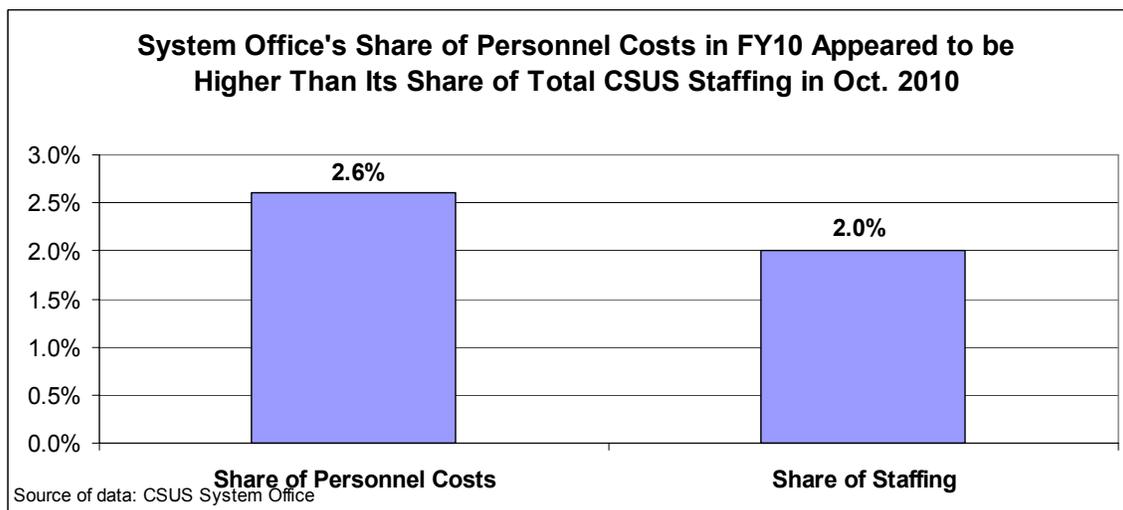
- Personnel costs, adjusted for inflation, rose more for the system office than for the four campuses, owing to sharp increases in FYs 07 and 08.
 - Personnel costs annually changed at similar rates for the campuses and the system office, with the exception of large increases – more than 16% each – at the system office in FYs 07-08, compared to steady 4% rises at the campuses those years.
 - The FY 07 and 08 system office personnel cost increases led to an annual rate of change more than three times that of the campuses, for FYs 06-10.

Figure 19



- The average salary in the System Office has increased about 13% (adjusted for inflation) from \$89,020 to \$102,497 between FY 05 and FY 10. The average salary for the entire system has decreased .04% (adjusted for inflation) from \$70,992 to \$70,736 over the same period.
- The inflation adjusted median System Office salary rose 6% from \$83,557 in 2005 and to \$88,955 in 2010.

Figure 20



- The system office's share of personnel expenditures in FY10 was substantially higher than its share of CSUS staff in October 2010.

- There are two possible explanations: 1) The system office might have lost additional staff between June 2010 and fall 2010, thereby accounting for the difference. 2) More highly qualified, experienced, and/or specialized staff, who command higher compensation, were necessary for the system office than for the university staff, as a whole.

Non-Salary Compensation

The committee requested that CSUS provide a listing of all non-salary compensation offered to any employee, including the amount or value, and type as well as the position of the recipient. In response, CSUS stated that the Chancellor and university presidents receive the following additional non-salary items:

- *Deferred Compensation* – This is an annual amount paid into an account that is deferred until separation from service. In FY 10, the amount was \$25,000 each for the Chancellor and four university presidents.
- *Accommodation Account* – Annually, the Chancellor and four presidents receive \$25,000 paid in equal amounts over 26 pay periods. This is an unvouchered expense account to assist with fundraising and community outreach that enhances the position of the System and universities. Since this is an unvouchered expense account, it is treated as income for IRS purposes and each employee pays applicable income taxes to the state and federal governments.
- *State Vehicle* – The Chancellor and each president are eligible to receive a state vehicle to be used for official business as well as personal use. The personal use is considered personal income. The average annual value of this benefit to the five affected employees is estimated at \$7,500. The Vice President for Institutional Advancement at ECSU also receives a state vehicle under the same arrangement. The police chiefs at each university are allowed to take a vehicle home but are not authorized to use it for personal business.
- *Performance Pay* – Board of Trustee policies allow for performance payments to the Chancellor and presidents based on a formula, recommendation to the board, and board approval. This compensation has not been offered in the last 3 years due to the fiscal crisis.

Non-Instructional Staffing

This section presents an analysis of full-time administration and other non-instructional staffing at CSUS. It begins with an overview of how PRI categorized non-instructional, administrative, and high-level staff, with a summary of principal findings. After that, detailed information on staffing levels and salaries is provided for each CSUS institution and the system office, by non-instructional and administration categories.

The analysis was completed using employee-level data and organization charts, as described further in Appendix B. Comparative staffing analysis is presented on a full-time student equivalent (FTE) basis – that is, the number of full-time staff, in various areas, is divided by the number of FTE students in each university. Examining FTE students per full-time staff is one way to validly compare staffing across institutions with different student population sizes. Average and total salary amounts in each administrative area have also been calculated for comparison purposes. In addition, information on high-level job titles at the universities and system office is presented.

Overview

Non-instructional staff. The analysis begins by separating full-time instructional staff from non-instructional staff at the four universities and the system office, and then separating non-instructional staff into four categories:

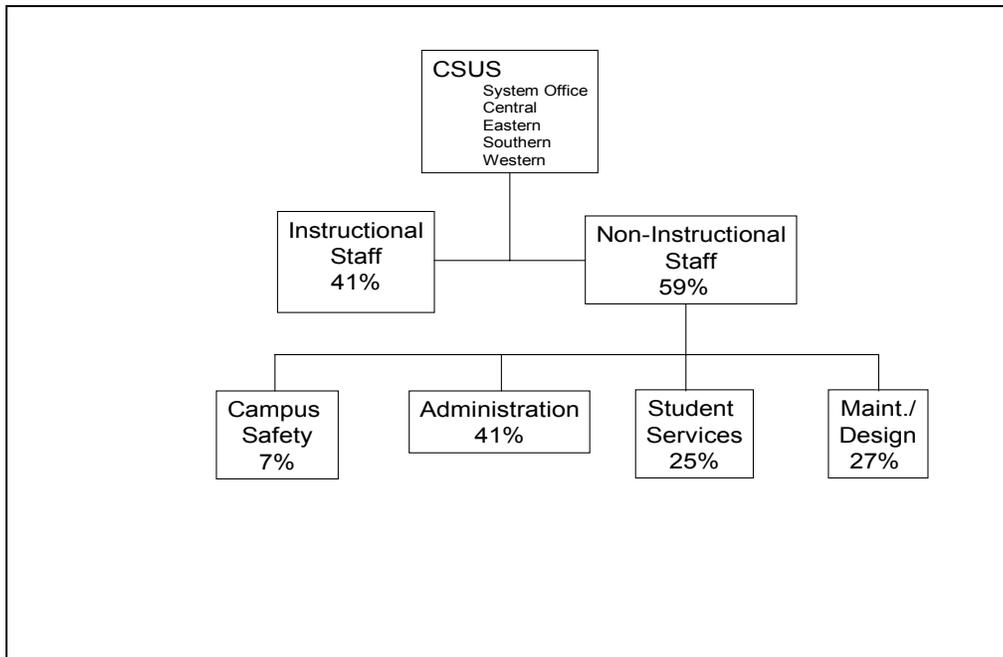
- *Campus Safety* – police officers, dispatchers, and others who help ensure campus safety;
- *Student Services* – student affairs administration, athletics, library, health services, and academic advising;
- *Maintenance and Design* – custodians and various personnel who plan and maintain the physical grounds and operations of the campuses; and
- *Administration* – all staff not included in the previous categories, such as academic administration, human resources, and financial management.

As shown in Figure 21, non-instructional staff composes nearly 60 percent of all full-time staffing in the CSU system, and this proportion has been consistent over the last five years. The total number of non-instructional staff analyzed by PRI staff is 1,609 and the combined salaries are \$108,251,863, for FY 11.¹⁰ The detailed analysis of the *non-instructional staff* shows:

¹⁰ Non-instructional positions not further analyzed by PRI staff include lower-level support staff to academic departments and staff of academic centers and research areas. The number of staff in each non-instructional area analyzed is: Campus Safety (108); Administration (664); Student Services (398); and Maintenance and Design (439).

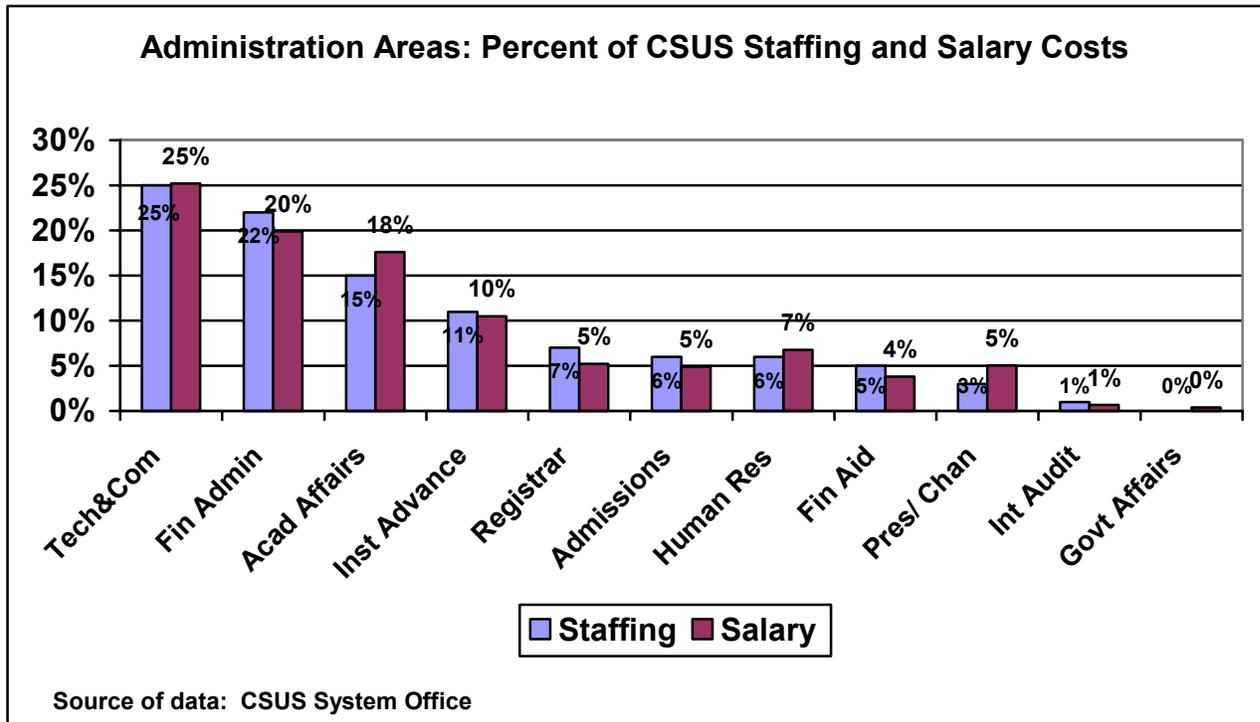
- Each of the universities has different distributions of non-instructional staff, across the areas, with the exception of Campus Safety. For example, Administration ranges from a high of 45% of non-instructional staff, at Central, to a low of 37% at Western.
- The percentage of non-instructional salary costs, per area, generally follows the proportion of staff dedicated to that area. For example, Central has the highest proportion of Administration staffing, and the highest percentage of salary costs devoted to it.
- Generally speaking, Eastern tends to have the most non-instructional staff, while Central has the fewest, adjusted by their respective numbers of FTE students.

Figure 21



Administration staff. Full-time personnel in the *administration area* were further divided into 11 groups. As discussed below, there are 729 administrative CSUS employees who together have a combined salary cost of about \$57.6 million. The figure above compares those groups as a percent of total administration staffing and salary. Over 72 percent of the administrative workforce (and 73 percent of salary) in this area is dedicated to four groups: Technology and Communications, Financial Affairs and Administration, Academic Affairs, and Institutional Advancement.

Figure 22



A comparative analysis of each group is also provided for each CSU institution based on the number of staff per FTE student, as well as average salary information for each administrative area. The analysis shows:

- Central and Southern employ the most administrative full-time staff, but have lower staffing levels given the size of their FTE student bodies, compared to Eastern and Western. Eastern has the highest administrative staffing level, with one administrator for every 33 students.
- Central and Eastern have higher average salaries than the other two schools.

The committee also examined staffing by administrative area in the system office at three points in time: 2001, 2006, and 2010. It was determined that:

- The number of full-time system office staff declined 7% between 2001 and 2010, after an increase of 14%, from 2001 to 2006, and a drop of 19%, between 2006 and 2010. The current number of full-time system office staff is 65.

- Five administrative areas shrank, 2001-10: Academic Affairs, Financial Affairs, Government Relations, Human Resources, and Technology and Communications.
- Three administrative areas grew, 2001-10: Chancellor’s Office, Institutional Advancement, and Internal Audit.
- The total salary cost of the system office is approximately \$6.65 million. The average salary of a system office full-time employee is \$102,339.¹¹

High-Level Employees. Program review staff developed estimates of the current number of managers and supervisory personnel at the CSUS universities and System Office, based on “high-level” employee job titles – those at or above the director level. This method is imperfect, as it leaves out some who supervise others but have a lower title.¹² However, it was the best option, for reasons explained in Appendix B. Analysis of high-level titles among the four non-instructional areas and the System Office found:

- CSUS has 201 high-level employees, which is nearly 13% of all non-instructional employees.
- About 18% of universities’ administrative staff and 28% of System Office staff have high-level titles.

Non-Instructional Staffing

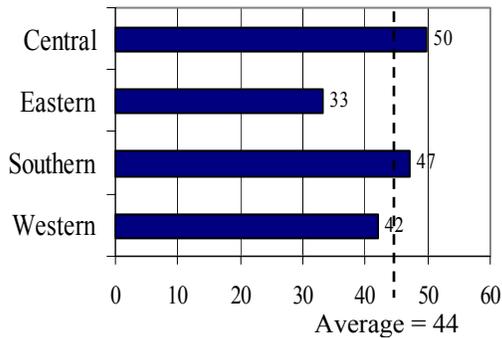
Comparison Based on FTE Students

- The following analysis presents, for each CSU institution, staffing in non-instructional areas, divided by the number of full-time equivalent students. Calculations were made by PRI staff, using employee-level data from CSUS.
- Examining FTE students per full-time staff is one way to compare staffing across institutions of different student population sizes. *A high number of FTE students per full-time staff member indicates a lower level of staffing, with respect to the size of the FTE student body.*
- The analysis does not take into account other factors that could appropriately influence the relative size of staffing, but some potential factors are listed.
- Each area’s average across the four universities (total CSUS FTE students, divided by university total full-time staff) is shown by a dotted line.

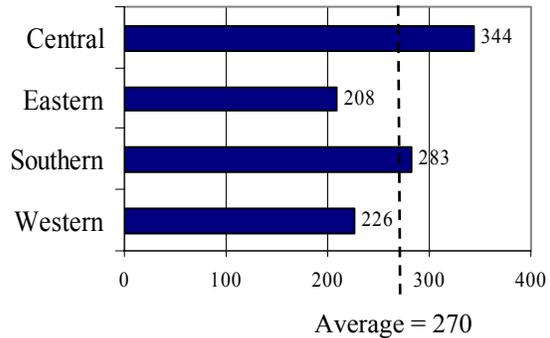
¹¹ The total and average salary costs, as well as the number of employees in the System Office, differ slightly from the expenditure analysis presented in Section II because slightly different time frames were used. In addition, the expenditure analysis used Core-CT data, which differs somewhat from the organizational chart analysis used in this section for 2001 and 2006.

¹² Other terms in titles that may be supervisory but not included in this analysis would be associate, coordinator, and manager.

Administration: FTE Students per Full-Time Staff Member



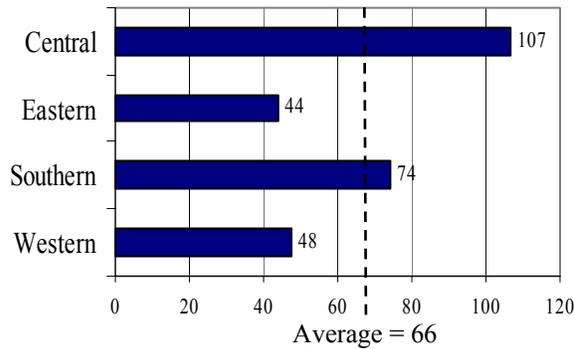
Campus Safety: FTE Students per Full-Time Staff Member



- What We Know: Central and Southern have relatively fewer administrative staff than Western and Eastern. Eastern has the most administrative staff given its FTE student body size, with one administrator for every 33 FTE students.
- Possible Other Factors: Western and Eastern’s student bodies are made up of greater portions of students who are undergraduates and/or full-time. It is possible the level of administrative staffing is relatively higher because of these factors.
- What is Included? All non-instructional staff who do not provide student services, campus safety, maintenance and design, or auxiliary services to the campus. Academic administration (e.g., provost, deans, institutional research) is included.

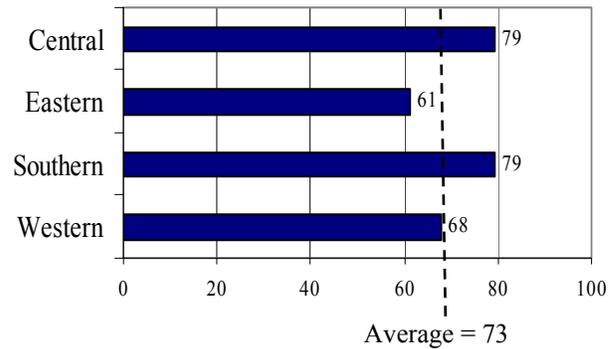
- What We Know: Central and Southern have relatively fewer campus safety employees than Western and Eastern. Again, Eastern has the highest staffing level.
- Possible Other Factors: The size of the campus, the level of campus and neighborhood crime, the number of resident students.
- What is Included? Officers, dispatchers, and others who help ensure campus safety.

Campus Maintenance and Design: FTE Students per Full-Time Staff Member



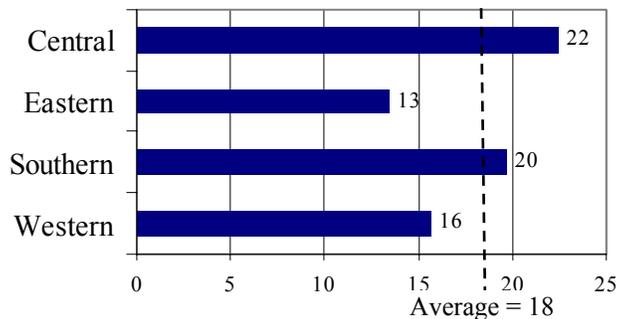
- What We Know: Central and Southern have relatively fewer maintenance and design employees than Western and Eastern.
- Possible Other Factors: The campus's size, building square footage, residence hall square footage, extent of private contractors used.
- What is Included? Plan for and maintain the physical grounds and operations of the campuses.

Student Services: FTE Students per Full-Time Staff Member



- What We Know: Central, Southern, and Western have relatively fewer student services staff than Eastern.
- Possible Other Factors: The relative size of each type of student service provided (listed below), at each school.
- What is Included? Athletics, the library, student affairs administration, health services, and academic advising.

All Non-Instructional Areas Combined: FTE Students per Full-Time Staff Member



- What We Know: Central has the fewest non-instructional staff, and Eastern has the most, given the size of their FTE student bodies.
- What is Included? All the staff in the categories above. Not included are auxiliary staff (housing, food service, other), because the types of staff included in the CSUS data varied too substantially to be useful for analysis.

Non-Instructional Staffing, Salary Costs, and High-Level Positions Across Universities

Table 7. Non-Instructional Staffing Across CSUS Universities					
	<i>Central</i>	<i>Eastern</i>	<i>Southern</i>	<i>Western</i>	<i>Average</i>
Administration	45%	41%	42%	37%	41%
Campus Safety	6%	6%	7%	7%	7%
Maintenance & Design	21%	31%	27%	33%	27%
Student Services	28%	22%	25%	23%	25%
Total	100%	100%	100%	100%	100%
Source of data: CSUS System Office					

- Each of the universities has different distributions of non-instructional staff, across the areas, with the exception of Campus Safety.
 - Administration ranges from a high of 45% of non-instructional staff, at Central, to a low of 37% at Western.
 - Maintenance and Design commands 33% of staff at Western, compared to 21% at Central.
 - Student Services staffing ranges from a low of 22% at Eastern, to a high of 28% at Central.

Table 8. Non-Instructional Salary Costs Across CSUS Universities					
	<i>Central</i>	<i>Eastern</i>	<i>Southern</i>	<i>Western</i>	<i>Average</i>
Administration	50%	48%	47%	43%	47%
Campus Safety	5%	6%	6%	6%	6%
Maintenance & Design	16%	22%	20%	24%	20%
Student Services	29%	24%	27%	26%	27%
Total	100%	100%	100%	100%	100%
Source of data: CSUS System Office					

- The percentage of non-instructional salary costs, per area, generally follows the proportion of staff dedicated to that area. For example, Central has the highest proportion of Administration staffing, and the highest percentage of salary costs devoted to it.
- The table reflects the fact that Administration and Student Services have higher average salaries than the other areas, as those salary costs are slightly higher than shares of staff. At the same time, Campus Safety and Maintenance & Design’s lower average salaries are reflected in their costs being less than their shares of staff.

Table 9. High-Level Job Titles in Selected Non-Instructional Areas					
	<i>Central</i>	<i>Eastern</i>	<i>Southern</i>	<i>Western</i>	<i>Total</i>
Campus Safety	Director: 1	Director: 1	Director: 1	Director: 1	Directors: 4
Maintenance & Design	Director: 3	Director: 1	Director: 3 Asc. V.P.: 1	Director: 4	Directors: 11 Asc. V.P.s: 1
Student Services	Director: 11 V.P.: 1	Director: 8 V.P.: 1 Dean: 1	Director: 11 V.P.: 1 Dean: 1 Asc. Dean: 1	Director: 11 V.P.: 1 Dean: 1	Directors: 41 V.P.s: 4 Deans: 3 Asc. Deans: 1
Total	Directors: 15 V.P.s: 1	Directors: 10 V.P.s: 1 Deans: 1	Directors: 15 V.P.s: 1 Asc. V.P.: 1 Deans: 1 Asc. Dean: 1	Directors: 16 V.P.s: 1 Dean: 1	Directors: 56 V.P.s: 4 Asc. V.P.: 1 Deans: 3 Asc. Dean: 1
Source of data: CSUS System Office					

- In the non-instructional areas (except Administration, which is presented below) there is variance in the number of high-level job titles at the universities.
 - Each university has one director of Campus Safety, but different high-level staffing in Maintenance & Design and Student Services.
 - The number of high-level titles within Maintenance and Design ranges from one (Eastern) to four (Southern and Western).
 - The number within Student Services ranges from ten (Eastern) to 14 (Southern).

- Across the universities, within these three non-instructional areas, there are 65 staff with high-level titles:
 - Four vice presidents;
 - One associate vice president;
 - Three deans;
 - One associate dean; and
 - 56 directors.

Administration Staffing

Comparison Based on FTE Students

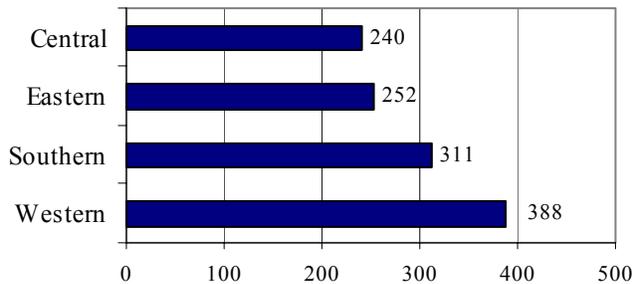
- The following analysis presents, for each CSU institution, staffing in administrative areas, divided by the number of full-time equivalent students. Calculations were made by PRI staff, using employee-level data from CSUS.
- Examining FTE students per full-time staff is one way to compare staffing across institutions of different student population sizes. *A high number of FTE students per full-time staff member indicates a lower level of staffing, with respect to the size of the FTE student body.*
- The analysis does not take into account other factors that could appropriately influence the relative size of staffing.

Average Salary

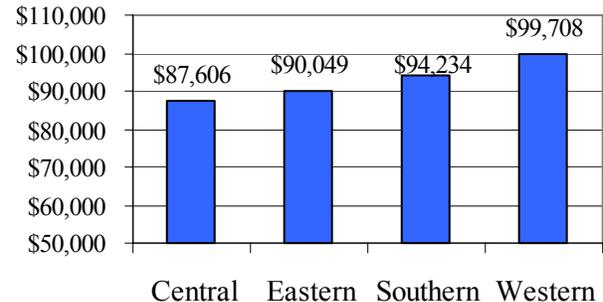
- The analysis also gives the average salary in every administrative area, for each university.
- The employee level mix (e.g., percentages of secretarial/office assistant, mid-level, and executive), specific staff duties, staff experience, and other factors influence the average salary.

Academic Affairs

**FTE Students per
Full-Time Staff Member**



**Average Salary
for Full-Time Staff Member**

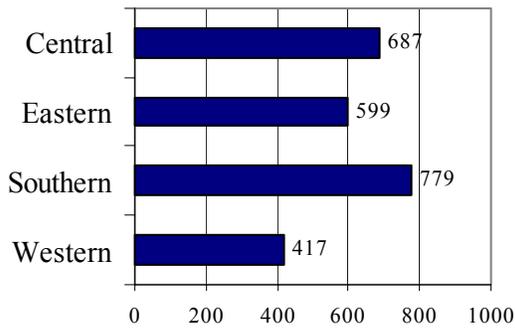


- The level of Academic Affairs administrative staffing, adjusted for FTE students served, varies somewhat across the universities. Central and Eastern have the highest levels of staffing, and Western has the lowest.
- Central and Eastern have the lowest average salary levels, and Western has the highest; in this area, then, a higher staffing level is associated with a somewhat lower average salary. Western also has the highest percentage of Academic Affairs employees doing mainly secretarial work, at 43% compared to 30-35% for the other universities.

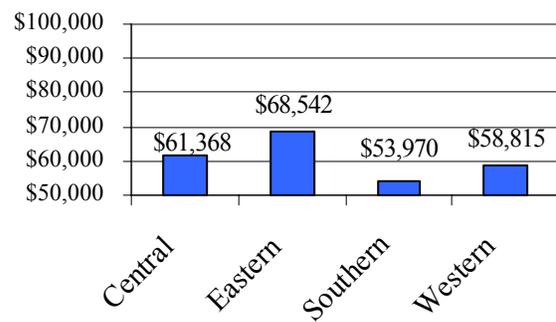
- Academic Affairs has the second-highest average salary (\$91,632) among the administrative areas, behind only the President’s Office.
- This area consists of the following offices: provost, schools (e.g., deans and their staffs), institutional research, and grants (non-financial administration).

Admissions

FTE Students per Full-Time Staff Member



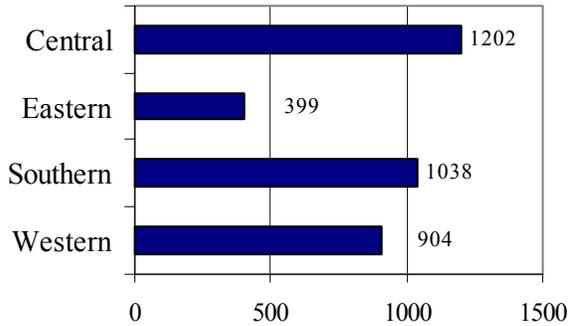
Average Salary for Full-Time Staff Member



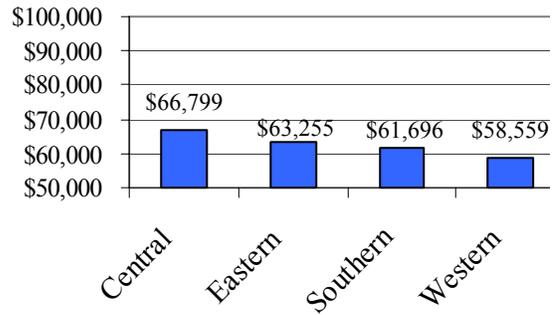
- There is also substantial variation in Admissions staffing. Western has the highest level of staffing and Southern the lowest.
- There does not seem to be a relationship between Admissions staffing level and the average salary. Southern has both the lowest staffing level and the lowest average salary, while Eastern – with a middling staffing level – has the highest average salary.
- Admissions has the second-lowest average salary (\$59,994) of all the administrative areas.

Financial Aid

FTE Students per Full-Time Staff Member



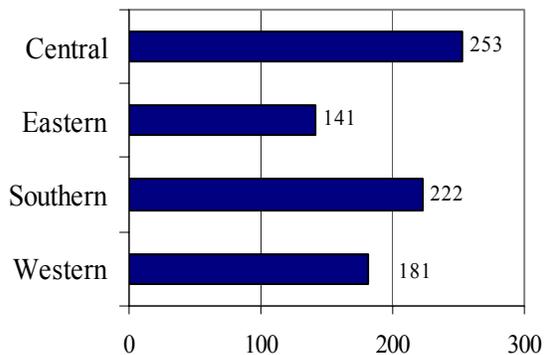
Average Salary for Full-Time Staff Member



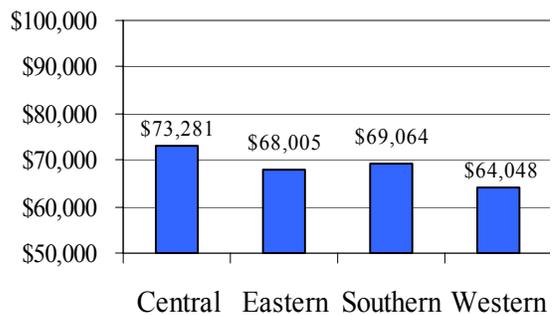
- There is tremendous variation in Financial Aid staffing, with one university – Eastern – having a much higher level than the others: more than twice that of Western, the second-highest, and about three times that of Central, which has the lowest level.
- There is some variation in average salary, but less than in most other areas. Central has the highest average salary, and Western the lowest.
- Financial Aid has an average salary of \$62,859.

Financial Affairs and Administration

FTE Students per Full-Time Staff Member



Average Salary for Full-Time Staff Member

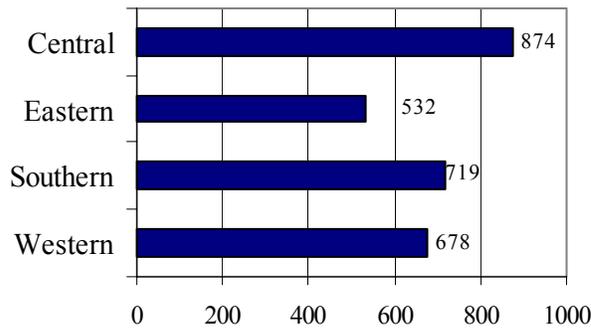


- There is some variation in staffing levels. Eastern has the highest staffing level, and Central the lowest.
- There also is variation in the average salary. Central has the highest. Eastern and Southern are comparable, with Western substantially lower.

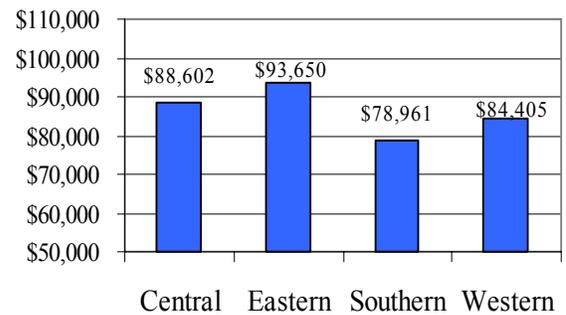
- The average salary is \$68,882.
- This area includes a wide range of functions, positions, and offices: bursar, business, payroll, mail and copy, and property control, and other fiscal, finance, and administration.

Human Resources

FTE Students per Full-Time Staff Member



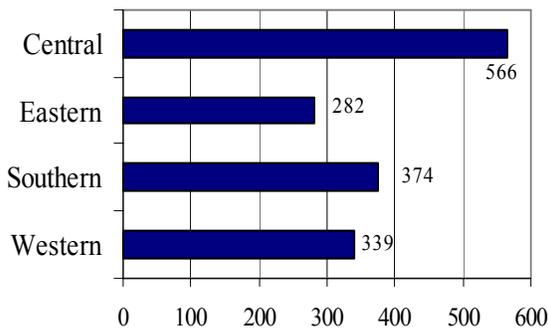
Average Salary for Full-Time Staff Member



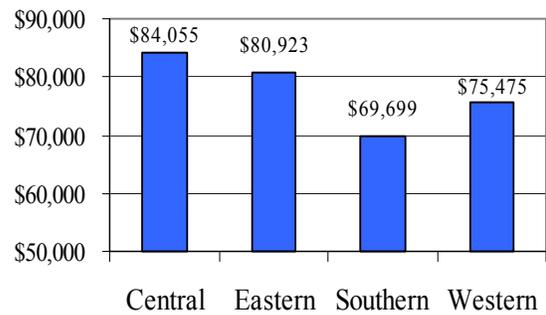
- There is some variation in staffing levels. Eastern has the highest level, and Central the lowest. Western and Southern have roughly comparable levels.
- There is substantial variation in the average salary. Eastern has the highest, and Southern the lowest.
- The Human Resources average salary is \$85,834, the third-highest of the administrative areas.

Institutional Advancement

FTE Students per Full-Time Staff Member



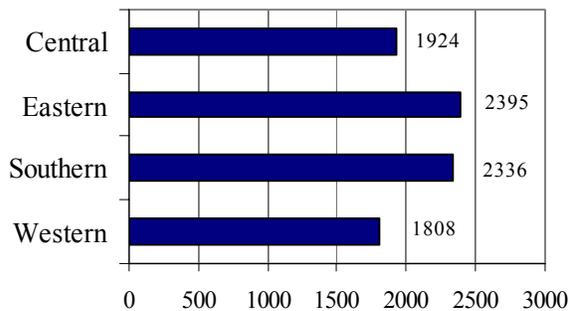
Average Salary for Full-Time Staff Member



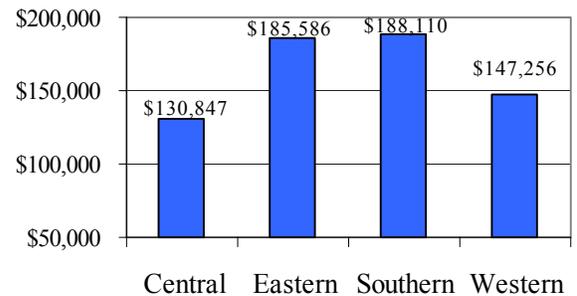
- There is substantial variation in staffing levels. Eastern has the highest staffing level, though it is not much higher than Western or Southern. Central has, by far, the lowest staffing level.
- There also is substantial variation in the average salary. Central has the highest, with Eastern next. Southern's average salary is quite a bit lower.
- The Institutional Advancement average salary is \$76,729.
- This area consists of development, alumni affairs, and promotional publications.

President's Office

**FTE Students per
Full-Time Staff Member**



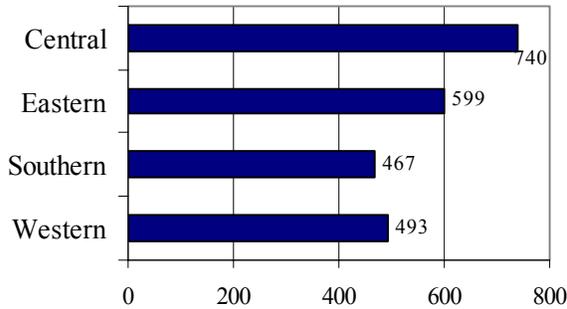
**Average Salary
for Full-Time Staff Member**



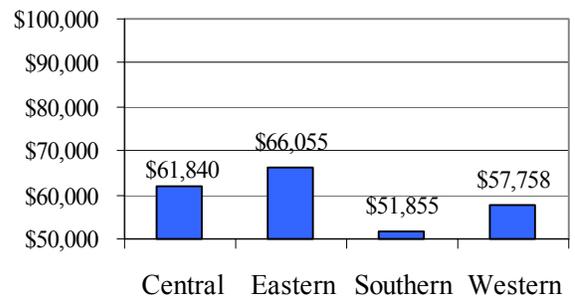
- There is less variation in staffing levels in the President's Office compared to other areas. All the universities are at about the same level.
- The average salaries vary, as a reflection of how many staff support each president. For example, Central has four staff in that role (lowering the average salary level), while Eastern has one, and Western and Southern two apiece. In addition, Southern is paying two presidents (raising its staffing and average salary levels).
- The average salary in the President's Office is \$158,544.

Registrar

FTE Students per Full-Time Staff Member



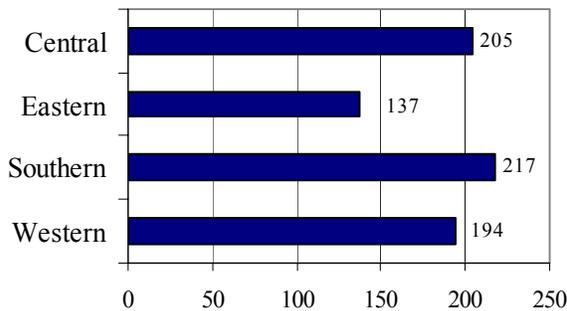
Average Salary for Full-Time Staff Member



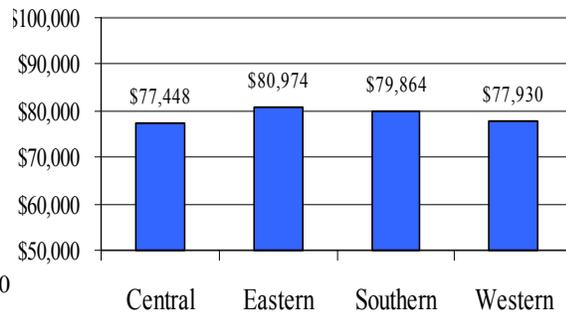
- There is some variation in staffing levels, with Southern and Western having higher levels, and Central the lowest.
- There also is variation in the average salary, with Southern the lowest and Eastern the highest.
- The average Registrar's office salary is \$57,785, the lowest of the administrative areas.

Technology and Communications

FTE Students per Full-Time Staff Member



Average Salary for Full-Time Staff Member



- There is a little variation in staffing levels. Eastern has the highest staffing level, while the other three universities are at similar levels.
- Similarly, there is not much variation in the average salary. Eastern has the highest, but the others are within about \$3500.
- The average salary is \$79,022.
- This area consists of IT (both administration and customer service), media services,

and telecommunications.

Administrative Staffing: Universities

Table 10. Overall Administrative Staffing and Salaries at CSU Universities				
	<i># Staff</i>	<i>FTE Students per 1 Full-Time Staff</i>	<i>Avg. Salary</i>	<i>Total Salary Cost</i>
Central	193	50	\$78,675	\$15,184,194
Eastern	144	33	\$78,352	\$11,282,738
Southern	198	47	\$75,370	\$14,923,278
Western	129	42	\$74,227	\$9,575,275

Source of data: CSUS System Office

- Central and Southern employ the most administrative full-time staff, but have lower staffing levels given the size of their FTE student bodies, compared to Eastern and Western. Eastern has the highest staffing level, with one administrator for every 33 students.
- Central and Eastern have higher average salaries than the other two schools.

Table 11. Administrative Categories: Staffing and Salaries Among the Universities				
	<i>% Total Admin. Staff</i>	<i># Staff</i>	<i>Avg. Salary</i>	<i>Total Salary Cost</i>
Technology & Comm.	23%	153	\$79,022	\$12,090,304
Fin. Affairs & Admin.	22%	144	\$68,882	\$9,918,992
Academic Affairs	16%	103	\$91,632	\$9,438,082
Institutional Advancement	11%	75	\$76,729	\$5,754,689
Registrar	8%	52	\$57,785	\$3,004,801
Admissions	7%	47	\$59,994	\$2,819,723
Human Resources	6%	41	\$85,834	\$3,519,208
Financial Aid	5%	35	\$62,859	\$2,200,070
President's Office	2%	14	\$158,544	\$2,219,617
<i>Total</i>	<i>100%</i>	<i>664</i>	<i>\$76,755</i>	<i>\$50,965,486</i>

Source of data: CSUS System Office

- Administration at the universities costs more than \$50.9 million in salaries for 664 full-time employees.
- Two areas together compose 45% of the universities' administrative staffing and just over \$22 million in salary costs (about 43% of total administrative salary costs): Technology & Communications, and Financial Affairs & Administration.

- Academic Affairs and Institutional Advancement also are each more than 10% of the administrative staff, and together they account for 38% of total administrative salary costs.

	<i>Central</i>	<i>Eastern</i>	<i>Southern</i>	<i>Western</i>	<i>Total</i>
President	1	1	2	1	5
Vice President	1	3	2	2	8
Associate Vice President	3	1	2	1	7
Dean	4	3	5	4	16
Associate Dean	3	2	2	0	7
Provost / VP Academics	1	1	1	1	4
Chief Officer	5	1	1	2	9
Associate Chief	0	1	1	0	2
Director*	18	8	19	15	60
Total	36	21	35	26	118
% All Admin. Area Staff	19%	15%	18%	20%	18%

*Also includes Controller and Registrar.
Source of data: CSUS System Office

- Because each of the CSUs is a distinct university with its own administration, there are many high-level administrators across the campuses, within the Administration area:
 - Five presidents (normally four; however, Southern currently has two);
 - Eight vice presidents;
 - Seven associate vice presidents;
 - 16 deans; and
 - Four provosts or vice presidents for academic affairs.
- The universities are structured differently, and that difference is reflected in the varying numbers of particular high-level titles within Administration.
 - Generally, each university has one president and one person who is the Provost or Vice President of Academic Affairs.
 - The numbers of other titles, however, are not uniform. For example, Central has five staff with the Chief Officer title, while Eastern and Southern have one apiece.
- Overall, 18% of Administration staff has a high-level title.
 - The percentage at each school ranges from 15% (Eastern) to 20% (Western).

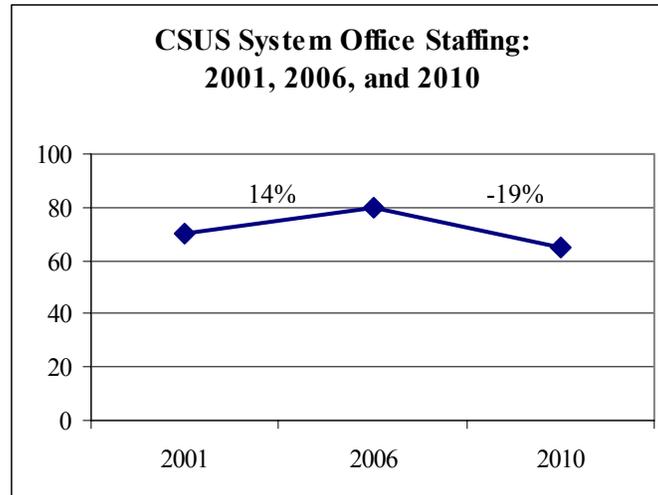
Table 13. Clerical Employees in the Administration Area			
	<i># Clerical Staff</i>	<i>Total Admin. Staff</i>	<i>% Clerical Staff</i>
Central	48	193	25%
Eastern	39	144	27%
Southern	55	198	28%
Western	33	129	26%
Total	175	664	26%
Source of data: CSUS System Office			

- The percentage of Administration employees who do clerical or administrative assistant work at the universities is just over one-quarter (26%), overall.
- The range is small: between 25% (Central) and 28% (Southern).

Administrative Staffing: System Office

- This analysis was completed by PRI staff, using data from CSUS. For 2001 and 2006, organization charts were used; for 2010, employee-level data were used.¹³

Figure 23



- The graph above shows that the number of full-time system office staff declined 7% between 2001 and 2010. That figure masks an increase of 14%, from 2001 to 2006, and a drop of 19%, between 2006 and 2010. The current number of full-time system office staff is 65.

¹³ Detailed employee-level position data were not available for FYs 01 and 06 from the state's financial system (Core -CT).

Table 14. CSUS System Office Staffing, by Administrative Area: 2001, 2006, and 2010						
	2001	2006		2010		Change, 2001-10
		#	% change from '01	#	% change from '06	
Academic Affairs	9	8	-11%	5	-38%	-44%
Chancellor's Office	3	5	67%	5	0%	67%
Financial Affairs	17	17	0%	16	-6%	-6%
Govt. Relations	3	2	-33%	2	0%	-33%
Human Resources	4	4	0%	3	-25%	-25%
Institutional Advancement	2	2	0%	3	50%	50%
Internal Audit	1	3	200%	4	33%	300%
Technology and Comm.	31	39	26%	27	-31%	-13%
Total	70	80	14%	65	-19%	-7%

Source of data: CSUS System Office

- Four administrative areas shrank, 2001-10: Academic Affairs, Financial Affairs, Government Relations, Human Resources, and Technology and Communications.
 - The greatest percentage decline was in Academic Affairs, at 44%, as it moved from nine to five staff.
 - Four staff each were lost by Academic Affairs and Technology and Communications.
 - One person each was lost by Financial Affairs, Government Relations, and Human Resources.
- The other administrative areas grew, 2001-10: Chancellor's Office, Institutional Advancement, and Internal Audit.
 - The largest percentage and numerical gain was in Internal Audit, which grew from one person to four.
 - The Chancellor's Office increased by two staff and Institutional Advancement by one.

Table 15. System Office Salary Costs by Administrative Area, 2010				
	<i>Salary Cost</i>	<i>Average Salary</i>	<i>% Total Sys. Office Salary Cost</i>	<i>% Total Sys. Office Staff</i>
Academics	\$700,478	\$140,096	11%	8%
Chancellor's Office	\$690,028	\$138,006	10%	8%
Financial Affairs	\$1,534,541	\$95,909	23%	25%
Govt. Affairs	\$222,398	\$111,199	3%	3%
Human Resources	\$384,384	\$128,128	6%	5%
Inst. Advancement	\$294,055	\$98,018	4%	5%
Internal Audit	\$390,578	\$97,645	6%	6%
Tech. and Comm.	\$2,435,570	\$90,206	37%	42%
Total	\$6,652,033	\$102,339	100%	100%

Source of data: CSUS System Office

- The total salary cost of the system office is approximately \$6.65 million. The average salary of a system office full-time employee is \$102,339.
- The average system office salary varies depending on the administrative area, but in every area (except for the Chancellor’s Office), the system office average salary is higher than that at the four universities. There could be many reasons for this, such as if the system office staff has a greater scope of responsibility and/or more experience.
- Only two areas consume more than 10% of the system office’s salary costs and staff: Financial Affairs, with 23% of the salary costs and 25% of the staff, and Technology and Communication, at 37% of the salary costs and 42% of the staff.

Table 16. High-Level Job Titles at the System Office	
Chancellor	1
Sr. Vice Chancellor	1
Vice Chancellor	1
Associate Vice Chancellor	3
Assistant Vice Chancellor	2
Chief Officer	1
Director	9
Total	18
Source of data: CSUS System Office	

- The System Office has 18 employees with high-level titles. This group composes 28% of the office’s staff.
- Alternatively, one could consider all System Office staff except administrative assistants to be managers. This definition yields 58 of 65 total employees, or 89%.

Administrative Staffing: Universities and System Office, Combined

Table 17. Total CSUS Administrative Staff and Salary Costs				
	<i>% Total Admin. Staff</i>	<i># Staff</i>	<i>Avg. Salary</i>	<i>Total Salary Cost</i>
Technology & Communic.	25%	180	\$80,699	\$14,525,875
Financial Affairs & Admin.	22%	160	\$71,585	\$11,453,533
Academic Affairs	15%	108	\$93,876	\$10,138,560
Inst. Advancement	11%	78	\$77,548	\$6,048,745
Registrar	7%	52	\$57,785	\$3,004,801
Admissions	6%	47	\$59,994	\$2,819,723
Human Resources	6%	44	\$88,718	\$3,903,592
Financial Aid	5%	35	\$62,859	\$2,200,070
President's/ Chancellor's Office	3%	19	\$153,139	\$2,909,645
Internal Audit	1%	4	\$97,645	\$390,578
Govt. Affairs	0%	2	\$111,199	\$222,398
Total	100%	729	\$79,036	\$57,617,519
Source of data: CSUS System Office				

- In total, there are 729 administrative CSUS employees (at the system office and the universities), who together have a combined salary cost of about \$57.6 million.
- Four of the 11 administrative areas each employ more than 10% of the staff, together composing 72% of the administrative workforce (and 73% of the salary costs): Technology and Communications, Financial Affairs and Administration, Academic Affairs, and Institutional Advancement.

Table 18. Administrative Staff in System Office, Compared to Universities				
	<i>Univs.</i>	<i>System Office</i>	<i>Total</i>	<i>% at System Office</i>
Academic Affairs	103	5	108	5%
Admissions	47	0	47	0%
Financial Aid	35	0	35	0%
Financial Affairs & Admin.	144	16	160	10%
Govt. Affairs	0	2	2	100%
Human Resources	41	3	44	7%
Institutional Advancement	75	3	78	4%
Internal Audit	0	4	4	100%
President's/ Chancellor's Office	14	5	19	26%
Registrar	52	0	52	0%
Technology & Communic.	153	27	180	15%
Total	664	65	729	9%
Source of data: CSUS System Office				

- About 9% of all full-time Administrative staff works in the system office.
- Specifically, the system office employs:
 - All staff in two small areas: Internal Audit (four people) and Government Affairs (two)
 - At least 10% of staff in three areas: President's/ Chancellor's Office (26%), Technology and Communications (15%), and Financial Affairs and Administration (10%)
 - Less than 10% of staff in three other areas: Human Resources (7%), Academic Affairs (5%), and Institutional Advancement (4%)
 - No staff in the areas that interact directly with prospective and current students: Admissions, Financial Aid, and Registrar

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Appendices

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APPENDIX A: CSUS' Listing of Costs Avoided and Cost Reductions Since 2007

<i>Area of Activity</i>	<i>Actions Taken</i>
Cost avoidance - or reducing future spending for mandatory expenses	<ul style="list-style-type: none"> • \$2.3 million in annual cost avoidance (est.) for electricity reverse auction in 2007 • \$140,000 per year in consulting cost due to conversion to a single email platform included in IT cost avoidance • \$109,000 per year due to cancellation of software licenses
TOTAL COST AVOIDANCE NUMERATED ABOVE	\$2,549,000 per year Estimated Cumulative Cost Avoidance to date: \$7,647,000
Cost reduction – permanent reductions in operating costs per unit	<ul style="list-style-type: none"> • \$2 million expense savings and cost avoidance on a budget-to-budget basis since FY07 was achieved, including approximately: <ul style="list-style-type: none"> ➢ \$300K in savings as a result of converting to a single email platform ➢ \$400K in savings resulting from Phase I of the Banner hardware re-architecture • Using System-wide master contracts and bundle purchasing extensively to benefit from volume discounts and efficiencies and economies of scale; while total System-wide savings not calculated, they are extensive • System Office has reduced personnel by 32% • \$2.8 million projected savings in FY11 from 10% reduction in Management staff System-wide • \$1.1 million in FY10 projected cost savings as a result of energy reduction efforts
One-time spending reductions	<ul style="list-style-type: none"> • \$11.5 million projected expense savings in FY10 from headcount freeze implemented in May 2008, and ongoing • \$12.2 million (approximately) saved as a result of one-year salary freeze • \$4 million per year estimated savings resulting from 3 furlough days each year in both FY10 and FY11 • \$987,000 projected savings in FY10 generated from out-of-state travel restriction • Other areas of spending reduction in FY10 include: <ul style="list-style-type: none"> ➢ \$903,000 from reduction in expenditures for supplies ➢ \$1 million resulting from reduction in expenditures for equipment paid from operating funds ➢ \$475,000 from reduction in professional services expenses ➢ \$339,000 by reduction in contracted janitorial and landscaping expenses
TOTAL SAVINGS ENUMERATED	\$41,304,000

APPENDIX A: CSUS' Listing of Costs Avoided and Cost Reductions Since 2007

ABOVE	
Increasing academic productivity	Extensive efforts to increase retention and graduation rate, reduce time to degree, and reduce need for remediation; while analysis shows improvement in all areas, dollar impact has not been calculated.
TOTAL SAVINGS AND COST AVOIDANCE ENUMERATED ABOVE	\$48,951,000

NOTE: The above savings do not reflect the quantification of efficiencies resulting from the realignment of positions and operational improvements.

NOTE: Savings projected through FY11; cost avoidance will continue to accumulate; cost reduction measures and conservation efforts continue across the System.

NOTE: On September 23, the CSUS Board of Trustees voted to freeze Management/Confidential salaries in FY12, which is projected to result in a savings of \$1.5 million.

Methodology

Program review committee staff submitted a lengthy data request to the CSUS System Office in late August 2010. The data were received on an ongoing basis through December 2010, with some adjustments made through January and February of 2011. That information is the source of all the data cited, except where otherwise noted in the body of the report. Specifically, program review staff collected data from the System Office and then analyzed mainly budget and staffing information, as described below.

Budget information (Section II). Program review committee staff received CSU university and system office budgets from FYs 01-09 (actual) and FY 10 (estimate). The budgets included revenue (e.g., fees, tuition, state support, state appropriation, state-paid fringe benefits, housing, food service) and expenditures (e.g., salary, fringe benefits, financial aid, debt service). It was also clear how much of each item was education-related (E&G). This information is the basis for the analysis shown in Section II, except where otherwise noted in the text.

Information presented is inflation-adjusted. Expenditures and revenues for fiscal years prior to FY 10 were adjusted for inflation, using the U.S. Bureau of Labor Statistics' Consumer Price Index inflator, by program review committee staff. All dollar amounts presented are in 2010 dollars, and changes over time similarly have been adjusted for inflation.

Adjustments were made for changes in System Office costs included. Staff learned in December 2010 that the System Office's budget began to include for the first time: 1) in FY 08, certain items that previously had been divvied up among the universities, including internal audit and telecommunications expenditures and 2) in FY 09, Department of Public Safety staff required to inspect work done as part of CSUS 2020. Consequently, 1) to account for items that were consolidated into the System Office budget, CSUS provided an estimated amount to PRI staff of \$500,000, which was added to the office's operating expenditures for FYs 01 through 05. CSUS provided actual adjusted figures for those expenditures after FY 05; and 2) actual expenditure amounts were obtained to account for DPS work which were subtracted from FYs 09 and 10 operating expenditures. In addition, an adjustment was made for the acquisition of their information system, Banner, in FY 01 and 02.

System office costs were combined. All system office expenditures and staff are combined and referred to as "system office" in the relevant analysis. CSUS prefers to divide its system office's functions in two: system office, and systemwide direct. They assert that system office staff provides direction and support to the universities, while systemwide direct staff fulfills functions that otherwise each of the universities would have to carry out on its own. Examples given of systemwide direct functions were: information infrastructure; collective bargaining; leadership of university planning; facility project support; and advocacy. PRI staff found the distinction between the two categories to be vague, and so combined the two.

Staff information (Section III). Committee staff received employee-level lists of full-time staff employed in October 2005 and, separately, October 2010, as well as organization charts from each of the universities and system office for 2001, 2006, and 2010. The employee-level lists came from the CSUS human resources system, which is connected to the state's financial system, Core-CT. This information was used for the analysis in Section III.

In-depth information from 2005 was not useful. The October 2005 employee-level list did not have “locations” attached to the employees, due to limitations of the data system at that time, so in many cases, it was impossible to determine in which division or unit staff worked. Consequently, in-depth analysis of staffing for the universities, presented in Section III, was limited to 2010, since the study's time line did not allow for inputting 2005 employees – about 3,000 of them – from the organization charts. The 2005 employee list was used, however, to determine in Section II how overall staffing levels (i.e, instructional versus non-instructional) and salary costs had changed between 2010 and 2005.

System office was analyzed using organization charts and 2010 data. Because of the System Office's relatively small size (65 staff, compared to about 3,000 at the universities), program review committee staff analyzed changes in its staffing using the 2010 employee-level list and the 2001 and 2006 organization charts.

Employee-level list and organization chart discrepancies were resolved. Program review staff compared the 2010 employee-level staff list to the 2010 organization charts and found some discrepancies: Some people in the charts were not on the staffing list, others were on the list but not the charts, and a few had differing titles. Consequently, committee staff worked with CSUS System Office staff – who, in turn, contacted university staff – to resolve the discrepancies. This process lasted from December 2010 through early February 2011; therefore, the 2010 information presented in the report is generally current. Positions that are vacant were included in the analysis only when anticipated for refill during FY 11; for each, the midpoint of the expected salary range was used as the salary cost.

Employees were categorized. The staff categories presented – four types of non-instructional, and 11 of administration – were developed by PRI staff based on comparisons of the universities' organization charts and conversations with System Office staff.

Managers and supervisors were determined through job title. The employee-level list was used to develop estimates of the number of managers and supervisory personnel at the CSUS universities, based on “high-level” employee job titles. This method is imperfect, as it leaves out some who supervise others but have a title below the “director” level.¹⁴ However, it was the best option, for two reasons.

First, Core-CT did not provide adequate ways of discovering the number of managers or supervisors, as described further below. Core-CT categories that describe employees were inadequate. “Managerial” employees can be found through sorting Core-CT data by union code, but that method excludes associate deans and directors, while inappropriately including numerous mid-level human resources and other employees who may hold confidential positions

¹⁴ Other terms in titles that may be supervisory but not included in this analysis would be associate, coordinator, and manager.

but do not supervise or manage anyone. Identifying “Supervisory” employees (who also may be in a union but nonetheless supervise others) using executive branch job codes yields an incomplete list of staff who works mostly in Maintenance and Design.

Second, a complete analysis of the number of supervisors, using organization charts, was not possible, given the study’s time constraints.

Clerical staff was determined through union code and job titles. “Clerical employees” consists of all employees belonging to the Administrative Clerical bargaining unit, plus those unclassified, confidential staff with the job title of “CSU Administrative Assistant,” using the employee-level list.

No reliable data comparing CSUS staffing to other universities were located. The federal government runs the Integrated Postsecondary Education Data System (IPEDS), an online database of information on colleges and universities across the country. IPEDS includes data on staffing and expenditures. However, committee staff was cautioned by multiple higher education policymakers and experts (outside CSUS) that the IPEDS data were not reliable due to severe reporting inconsistencies.

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Appendix C

CSUS University Staffing of Non-Instructional Areas					
	<i>Central</i>	<i>Eastern</i>	<i>Southern</i>	<i>Western</i>	<i>Total</i>
Administration	193	144	198	129	664
Campus Safety	28	23	33	24	108
Maintenance and Design	90	109	126	114	439
Student Services	121	79	118	80	398
Total	432	355	475	347	1,609
Source of data: CSUS System Office					

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Appendix D

CSUS Staffing of Administrative Areas						
	<i>Cent.</i>	<i>East.</i>	<i>South.</i>	<i>West.</i>	<i>Sys. Office</i>	<i>Total</i>
Academic Affairs Total	40	19	30	14	5	108
School Administration	28	14	17	9	0	68
Institutional Research	4	2	2	2	2	12
Provost/Vice President	6	2	7	3	3	21
Grants	2	1	4	0	0	7
Admissions	14	8	12	13	0	47
Financial Aid	8	12	9	6	0	35
Fin Affairs & Admin. Total	38	34	42	30	16	160
Accounting	5	4	9	5	2	25
Budget	1	0	1	2	2	6
Bursar	7	7	10	6	0	30
Business Office	4	0	1	0	3	8
Capital Planning	0	0	0	0	5	5
General	8	12	8	7	2	37
Mail and Copy	4	3	5	3	0	15
Payroll	5	4	4	3	0	16
Property Management	0	2	0	3	0	5
Purchasing	3	2	4	1	2	12
Travel	1	0	0	0	0	1
Government Relations	0	0	0	0	2	2
Human Resources	11	9	13	8	3	44
Instl. Advancement Total	17	17	25	16	3	78
Development & Alum Rels.	10	6	15	2	0	33
General	7	11	10	14	3	45
Internal Audit	0	0	0	0	4	4
Technology & Comm. Total	47	35	43	28	27	180
Administration	21	20	20	16	21	98
Customer Service	25	14	17	9	0	65
Telecommunications	1	1	6	3	6	17
President /Chancellor	5	2	4	3	5	19
Registrar	13	8	20	11	0	52
TOTAL	193	144	198	129	65	729
Source of data: CSUS System Office						

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Appendix E: Agency Response



Connecticut State University System

39 Woodland Street ■ Hartford, CT 06105-2337 ■ 860-493-0000 ■ www.ctstateu.edu

March 7, 2011

The Honorable John Fonfara, Co-Chair
The Honorable T.R. Rowe, Co-Chair
Legislative Program Review and Investigations Committee
Capitol Building, Room 506
Hartford, CT 06106

Dear Senator Fonfara and Representative Rowe:

We have been pleased to work with the staff of the Program Review and Investigations Committee in recent months, and appreciate the many hours of work that were necessary to complete the report (Connecticut State University System Administrative Functions) provided to the committee members on March 1, 2011.

The report clears up a number of misconceptions that have been raised previously, and reflects the continuing commitment of CSUS to cost savings, increased efficiency and collaboration, in the best interest of Connecticut students. There are also a number of areas where further clarification or context would be helpful, and which we provide below.

The non-partisan committee staff report correctly points out that 'enrollment has grown substantially' and that 'state support has not kept up with the student growth.' In fact, it points out that state support of CSUS, per full-time equivalent student, has 'actually dropped.' In addition, the report explains that expenditure growth has been consistent with student population growth, and that increases in tuition and fees have been 'below the national average' (and 'represent a lower percent of median household income than our peers').

As CSUS has reported previously, increases in staff in the past five years have been focused on faculty and student support services; the report determined that 99 percent of the growth has been in these areas, and there has not been an increase in the proportion of non-instructional staff. The report also notes that staff levels at the system office have been reduced in recent years and, when adjusted for inflation, there has not been increase in salary costs.

The report correctly points out that graduation rates, while an incomplete measure, have improved, and that CSUS serves a large number of students who transfer in from other institutions and consequently are not counted in the graduation rate. These critical facts are often overlooked, and we appreciate their inclusion in the report. In fact, even as graduation rates have risen above the national average at the CSUS universities, nearly half of the students who graduated a year ago from the CSUS institutions were students who transferred into the universities, and therefore their successful degree completion is not included in the graduation rate statistic.

In regards to the affordability of CSUS as compared with others in our region, the report indicates that CSUS is "only in the middle (4th most expensive of 8) of the region," which includes New England plus New York and New Jersey. Although the report also notes that CSUS is "the 11th most costly in the nation" it does not indicate that a decade ago, CSUS was 9th in the nation, indicating that relative to other state systems, CSUS is less expensive by comparison today.

We must also note that we categorize student support services in conformance with the higher education functional expense classifications promulgated by the National Association of College and University Business Officers (NACUBO) in their Financial Accounting and Reporting Manual, which is the industry standard. Under these standards, the student support services category includes areas such as registrar, admissions, financial aid and student technology. However, the committee staff appears to have elected to view these areas as "administration," which certainly impacted the resulting statistics that were developed based on the staff

designed definitions. This may have led to some misimpressions or misunderstandings as legislators attempted to interpret the observations in the report.

The report indicates that “full-time non-instructional staff make up nearly 60 percent of all full-time staff.” No comparison to other institutions or Systems is offered, which does not permit legislators a means of assessing the relevance of that percentage. We believe it would be helpful to know that the websites of the Maryland and Pennsylvania university systems, for example, indicate a similar breakdown (in the 56 percent to 63 percent range) and that at the University of Connecticut, although certainly not a comparable institution, the percentage of non-instructional staff hovers around 70 percent.

In terms of our organization and our various employment categories, we believe it important to provide greater clarity to this “administration” designation as it has been characterized. Below is a summary by bargaining unit or functional area of our full-time employees, as shared with PRI staff:

Instructional Faculty (AAUP)	44.7% (more than twice the size of any other category)
SUOAF (Student Support Professionals)	21.8%
Maintenance	13.3%
Clerical (AFSCME)	10.4%
Confidential Support	2.9%
Public Safety Officers	2.6%
Managers	2.5%
A&R (library assistants and finance)	1.6%
1199 (nurses)	0.1%
Engineers	0.1%
TOTAL:	100%

In addition, to characterize maintenance employees, clerical staff, public safety officers, library assistants, nurses, or other student support professionals as “administration,” as some have incorrectly done based on the report, is not the most accurate reflection of the reality in CSUS.

It may also be worth considering the fact that each of the universities utilizes part-time faculty in addition to full-time faculty. A view of staffing ratios, when considering all personnel, reflects this. At Central, for example, about half of all full-time personnel are teaching faculty. If you look at all staff, both full- and part-time, 67 percent of all employees are full- or part-time faculty.

Also noted in the report are the differing levels of staffing in various areas at the universities. While we certainly continue to seek and identify efficiencies in staffing as well as operational functions, the varying natures of the respective universities must be considered. Eastern, for example, is a much more residential university than the others, which necessitates staff related to the requirements of such a residential population. Eastern is approximately 60 percent residential, compared with about 27 percent at Central. In total, more than 9,000 students live on the campus of their respective CSUS universities, which is larger than the population of more than 70 of Connecticut’s towns.

While the committee staff has not had an opportunity to provide a context for comparison by thoroughly reviewing all of Connecticut’s higher education constituent units, we take their efforts, and their observations, seriously. We look forward to working with you and your colleagues throughout the coming months.

Sincerely,



Louise H. Feroe
Acting Chancellor

cc: Sen. Beth Bye, Co-Chair, Higher Education and Employment Advancement Committee
Rep. Roberta Willis, Co-Chair, Higher Education and Employment Advancement Committee