Testimony of Senior Vice Chancellor Matthew Sapienza The City University of New York New York City Council Higher Education Committee Hearing: Fiscal Year 2019 Preliminary Budget March 6, 2018

Good morning, Chairperson Barron and members of the Higher Education Committee. I am Matthew Sapienza, CUNY's senior vice chancellor and chief financial officer. I am joined by Judy Bergtraum, vice chancellor for facilities planning, construction and management. We are also joined by several of our colleagues from the University who will assist in responding to questions and concerns from the Committee.

We appreciate the opportunity to speak with you about the Mayor's Fiscal Year 2019 Preliminary Budget and its effect on The City University of New York. Chairperson Barron, and members of the committee, we very much appreciate your strong and continuing advocacy for our students.

This committee, and the entire City Council, has always understood and supported a strong and competitive University. There has never been a time when education beyond high school was more critical for individual success and the city's economic competitiveness. Nothing is more important to the economic strength of our state and city and the vitality of our society than a talented workforce to attract good jobs and to foster the innovation necessary to remain competitive. The knowledge economy of the 21st century offers an array of exceptional career opportunities, but the most promising jobs increasingly require a college degree, and that trend is only accelerating.

The high-growth industries that are shaping our future need not just employees with technological skills, they need a workforce that is intellectually nimble, able to collaborate effectively and able to function well in different cultures and languages. In short, they need talent, skills and diversity. Those are the hallmarks of the college degrees that we offer at CUNY and there is increasing evidence that businesses appreciate and are seeking employees with those characteristics. It is a win-win because the city and state prosper and our students realize their ambitions.

As many of you know, a landmark study by a group of respected economists released last year demonstrated that CUNY is an unsurpassed engine of social mobility, lifting almost six times as many lower income students to the middle class and beyond as all the Ivy-plus colleges combined. CUNY colleges held six of the top ten slots in the rankings of the institutions that did the most to advance the economic position of their graduates. Importantly, most of the students who benefit from a CUNY education are from underrepresented and immigrant groups, bringing much energy and creativity to our city and state. A shining example of this is Thamara Jean, the daughter of Haitian immigrants and a Hunter student in the Macaulay Honors College, who was named a Rhodes Scholar, CUNY's eighth. As the Daily News said of Ms. Jean's honor, "More quintessentially American, more quintessentially New York, it does not get."

Essential to our students' success at CUNY is recruiting and retaining an outstanding faculty. A critical goal in CUNY's strategic plan and is to continue to increase the diversity of our faculty. I am pleased to report that almost 44 percent of the new faculty hires last year were from underrepresented groups, a continuation of a significant upward trend. The result is that the percentage of minority faculty members has reached an historic high of 36 percent. In addition, we have strengthened our faculty over the last few years by significantly improving terms for adjunct employees, through negotiations with the Professional Staff Congress. Key gains include health insurance for eligible adjuncts and greater job security through three-year appointments for long-serving adjuncts.

Now let me speak to the City's Preliminary Budget. We are pleased that the City's financial plan provides stability for our community colleges. Funding from prior plans will enable us to continue the expansion of the ASAP program as well as programs targeted at college readiness, such as Algebra for All, CUNY Math Start, and 12th Grade Proficiency.

We are extremely grateful to the City Council, particularly the Higher Education Committee, for securing resources in this year's budget for the City Council Merit Scholarships. We will ask for your advocacy again, as funding for this critical student support program was not included in the FY19 Preliminary Budget. This initiative provides financial aid to students who graduated with an 80 average from New York City high schools and who maintained a B average at the University. These merit-based awards are available to deserving students at both the senior colleges and community colleges and are a significant contribution to our efforts to speed time to degree. They demonstrate to our students, in a tangible way, that their city makes it possible to pursue an excellent postsecondary education right here at home. We look forward to working with you in ensuring that these financial aid awards are protected.

We also need your help in restoring \$2 million that was provided for remediation in the current fiscal year. CUNY has developed a plan to better tailor remedial instruction to the needs of its students and to accelerate their degree progress. Advisors will strongly encourage students who have the greatest need—those who place into arithmetic and those who need remedial instruction in all three skill areas—reading, writing and mathematics—to enroll in CUNY Start or Math Start, CUNY's effective programs that are helping students achieve proficiency. Other students will be counselled to enroll in a targeted workshop offered by the University Skills Immersion Program. All of these interventions are low- or no-cost for the student. Remedial students who cannot take advantage of these programs will have the opportunity to enroll in a co-requisite course, combining credit course work with supplementary instruction. Our plan is to eliminate traditional course-based remedial instruction altogether within five years.

Additional needs to support CUNY's ongoing efforts to increase completion rates are highlighted in our FY2019 budget request. We are seeking City investment in several significant endeavors. The first is related to support for associate degree programs at our comprehensive colleges. The amount provided for these programs has remained constant at \$32.3 million since 1995. Simply applying the Higher Education Price Index over that time period would have meant an additional \$29 million in annual, recurring support. Investment priorities also include new full-time faculty and discounted Metro Cards for students.

Let me turn now to the State Budget. CUNY's request to the State includes a three-year community college base aid funding increase of \$250 per student full-time equivalent (FTE) each year. This increase would generate an additional \$11 million in FY2019. This request is a multiyear effort to increase State funding to a level that will enable it to adequately support community college operations and provide funding for strategic investments that will improve student outcomes. In addition, we are hopeful that the Senate and Assembly will restore funding for ASAP and childcare centers.

I would also like to take a moment to talk about the Federal Budget, and particularly our deep concern with the legislation to reauthorize the Higher Education Act, which was approved by the House Committee on Education and Workforce in December 2017. This legislation, known as the Promoting Real Opportunity, Success and Prosperity through Education Reform, or PROSPER Act, would make attaining a degree more expensive for tens of thousands of students at CUNY. The proposed total elimination of the Supplemental Educational Opportunity Grant (SEOG) program would make college less affordable for those with significant need. In this academic year, over 26,000 students at CUNY will benefit from over \$7.5 million is SEOG awards. The Federal Work Study program, which helps needy students afford the cost of a high education degree, as well as provide valuable work experience, would also be significantly impacted. The initial analyses of the PROSPER Act show that, once these provisions are fully phased-in, CUNY would lose the most combined Federal Work Study and SEOG funding of any University system in the entire country. While the reauthorization of the federal Higher Education Act is long overdue, we need to remain vigilant and ensure that the needlest New Yorkers have access to an affordable, high quality higher education system.

Chairperson Barron and members of the committee, please be assured that the University deeply appreciates your continued commitment to a high-quality CUNY education, which is the vehicle that so many New Yorkers rely on for the path of upward mobility. I would now like to ask Judy Bergtraum, Vice Chancellor of Facilities Planning, Construction and Management, to talk about CUNY's capital budget.

Testimony of The City University of New York New York City Council Finance and Higher Education Committees Fiscal Year 2019 Preliminary Budget Hearing March 6, 2018

Good Afternoon Chairperson Barron, and committee members, I am Judy
Bergtraum, Vice Chancellor of Facilities Planning, Construction and Management
at CUNY. It is a pleasure to be here today and I am happy to have this opportunity
to discuss with you our capital budget.

The City Council has been an outstanding partner to CUNY, and especially to our community colleges, by providing support for critical maintenance work and major new buildings. In recent years, your support has been instrumental in helping CUNY to complete North Hall's new quad at Bronx Community College; a major expansion of libraries at Medgar Evers and LaGuardia Community College; creation of a new dining facility at Queensborough Community College; the creation of the Feirstein Graduate School of Cinema at Brooklyn College; and renovation of the 500 Grand Concourse Building 4th floor at Hostos Community College. All these projects added or upgraded space and have enriched those campuses with modern, well-designed facilities that inspire students.

Also with your support, we have been able to start design on the new Allied Health and Sciences Building for Hostos. This major facility will provide modern

classrooms and science labs for the college's allied health programs, which provide essential workforce development. In addition, it will house a dental clinic that will provide students with practical experience and furnish the community with expanded services.

In recent years, the Council has provided over \$300 million to CUNY and funded hundreds of projects, in particular at the community colleges where the need is greatest. Because of your generous support of critical maintenance funding, CUNY has been able to address some of the most challenging critical maintenance issues at these campuses. In particular your allocation of lump-sum funds that allow CUNY to add to projects that are in process has helped CUNY move several important critical maintenance projects along. Last year the council provided CUNY \$10 million which CUNY has requested the state match that would then make it \$20 million. As you know from our previous discussions, achieving a state of good repair within the system is CUNY's priority.

One of the largest ongoing critical maintenance projects is the replacement of façade of LaGuardia Community College's Center 3 Building. This enormous building is 100 years old and its façade must be replaced if the building is to be preserved. I am happy to report that we expect to complete construction of this \$125 million project by the end of this year. I hope you will all take pride in realization of what will be a community treasure.

Other critical maintenance projects that have benefited from Council funding are: the ongoing campus-wide utility upgrades at Bronx Community College; a complete replacement of the electrical system at Queensborough Community College so that the college no longer suffers from power outages; and the phased renovation of Hostos Community College's 500 Grand Concourse Building. And roof replacements across the University, which are in need of repair at every campus.

We are pleased to report all this activity but must emphasize that critical maintenance continues to be a major capital priority at our community college campuses and we are still in need of your support for the long-term effort. We have over 7 million square feet of community college facilities, three-quarters of which is over 40 years old. The most serious need remains to be infrastructure systems that support facility operations. Continuing deterioration of these systems could lead to costly emergency repairs and, in some cases, major system failures. \$750 million is needed to keep the backlog of deferred maintenance from growing, so you will continue to see requests for critical maintenance funding from our colleges. This year approximately \$120 million in identified projects need funding to cover critical facility items such as fire alarms, roofs, boilers, heating ventilation, air conditioning, facades and windows.

We are also pleased to inform you we are planning to expand our space in Inwood for the CUNY in the Heights program associated with Hostos Community College and Borough of Manhattan Community College. The expansion will allow us to continue to increase vital higher education services to the community, providing many career ladders to educational attainment and careers. We estimate the expansion will cost \$5 - \$6 million.

We continue to seek additional city and state funding for the Hostos Allied Health and Sciences Building that I mentioned. And, we very much need funding for another important initiative, which is \$50 million for a new, permanent facility for Guttman Community College.

The work on our facilities continues and is integral to realizing those important goals. CUNY is a community treasure. Thank you for your support, and for all you do for CUNY and New Yorkers.



TESTIMONY OF THE NEW YORK PUBLIC INTEREST RESEARCH GROUP BEFORE THE NEW YORK CITY COUNCIL COMMITTEE ON HIGHER EDUCATION ON THE PRELIMINARY BUDGET FOR 2018-2019 MARCH 6TH, 2018 New York, New York

Good afternoon. My name is Smitha Varghese and I am the Chairperson of the New York Public Interest Research Group's (NYPIRG) student Board of Directors and a CUNY Queens College student.

NYPIRG is the State's largest non-partisan student advocacy organization. Our Board of Directors consists of college and university students elected from campuses with NYPIRG chapters across the state. We appreciate this opportunity to share our suggestions in response the Mayor's preliminary budget proposal.

INVESTMENT IN DEGREE COMPLETION AND COLLEGE SUCCESS ARE A NECESSITY FOR A THRIVING ECONOMY AND DEMOCRACY

In an increasingly economically divided and high-cost city, degree completion is vital. Investing in public higher education is a win for individual New Yorkers and a win for the city's economy as a whole, even amid a climate of budget-tightening. It is the surest way forward. A study on SUNY found that for every \$1 spent on education, the economy reaps \$5 in benefits. What's more, the average bachelor's degree holder contributes \$278,000 more to local economies than the average high school graduate through direct spending over the course of a lifetime; and an associate degree holder contributes \$81,000 more than a high school graduate.²

Since the 2008 recession, the number of workers with a bachelor's degree has risen by 6 percent and the number with an associate's degree has jumped by 48 percent. It's not shocking that

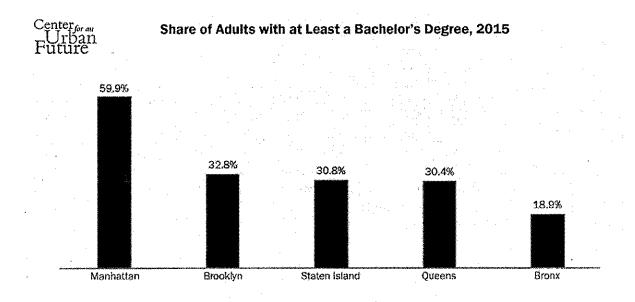
¹ SUNY, 2018-19 Executive Budget Testimony, Chancellor Kristina Johnson, January 23, 2018,

https://www.suny.edu/govtrelations/state/testimony/2018-19-budget/.

Rothwell, Jonathan. "What colleges do for local economies: A direct measure based on consumption." *Brookings*, July 28, 2016, www.brookings.edu/research/what-colleges-do-for-local-economies-a-direct-measure-based-onconsumption/.

college-educated workers earn more than their high-school educated peers – by an average of \$17,500 per year for millennials, as found by the Pew Research Center. In New York City, twenty of the twenty five fastest-growing occupations that pay over \$50,000 annually require a college degree.³ As wages increase, so do tax revenues which support any number of public services.

Despite the benefits both to society and to individuals, too many New Yorkers are still without a degree. As the chart below shows, a mere 19% of Bronx residents over the age of twenty-five hold a bachelor's degree or higher. Among the nation's 100 largest counties, this is the second lowest rate. What's more, according to the Center for Urban Futures report, Degrees of Difficulty, "only thirty three percent of on-time high school graduates in the bottom quarter of family income (\$30,424 or lower) obtained a college degree, compared to 52 percent of students in the top quarter (\$56,492 or higher)." ¹⁶



Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates; Data is for population 25 years and older,

College has benefits that extend well beyond individual economic returns. A primary function of postsecondary education is to develop college students' involvement in the nation's civic life and democratic processes, engender a sense of social responsibility, and develop an appreciation and respect for difference across cultures and peoples. And while a college education is not the only way to achieve those goals, New York City's colleges and universities offer experiences that build a better understanding of the importance of civic participation as well as provide the skills to help students to evaluate increasingly complex technological and scientific issues that can become the focus of public policy.

³ Center for an Urban Future (CUF) analysis of New York State Department of Labor Long-Term Occupational Employment Projections, 2014-2024.

OPPORTUNITY PROGRAMS ARE IMPORTANT PATHWAYS THAT HELP AT-RISK STUDENTS SUCCESSFULLY COMPLETE COLLEGE

THEIR DEMONSTRATED SUCCESSES SHOULD RESULT IN PROGRAMMATIC EXPANSIONS, NOT CUTS

The key to improving degree completion is improving access to programs that work including NY Opportunity Programs. In general, students in opportunity programs are individuals who have come from low-income communities and often rank low on traditional measures of collegiate admissions standards, such as SAT scores, high school GPA, and class standing Opportunity programs have a steady track record of success in increasing graduation rates among the students most at-risk of dropping out. Students who are enrolled in CUNY's ASAP (Accelerated Study in Associate Programs) opportunity program graduate at more than double the rate of non-ASAP students.

ASAP, and other opportunity programs including Search for Education, Elevation, and Knowledge (SEEK), and College Discovery offer many benefits to students and to our city and they should be expanded. Winita Peters, a Queensborough Community College ASAP student shares her story:

"I am a student at Queensborough Community College studying math and a member of the ASAP program. I love the program—we have much better tutors than the rest of the school which is so important for my math studies. Lower income students as well as dreamers depend on opportunity programs to help them get through college and having a potential cut in these funded programs will not only affect these students but also prove to them that their government doesn't care about them. First college tuition is being increased year round, now the funding for opportunity programs face a potential cut? What is this telling us about our political system? What is this saying about our political representatives' views on public education for all students?"

The Mayor's preliminary budget proposal highlights job growth in New York City, particularly in areas which require a college degree, like Health and Education. Increasing support for opportunity programs will help the city meet these job growth needs across income levels.

NYPIRG urges the City Council to protect and increase funding to opportunity programs.

CONNECTING STUDENTS IN NEED WITH PROGRAMS BUILT TO SERVE THEM

After speaking with students across CUNY, we have noticed that many students are unaware of programs like ASAP until they are already enrolled at CUNY, at which point it is too late to

⁴ For an example of the success of opportunity programs, see State University of New York's Office of Opportunity Programs, http://system.suny.edu/oop/.

⁵ City University of New York, "Significant Increases in Associate Degree Graduation Rates: CUNY Accelerated Study in Associate Programs (ASAP)," March 1, 2017, http://www1.cuny.edu/sites/asap/wp-content/uploads/sites/8/2017/03/ASAP_Program_Overview_Web.pdf.

enroll, in many cases. According to the ASAP website, one of the eligibility requirements is that a student must "have no more than 15 college credits." This puts students in a tough spot, with the program that they would otherwise qualify for just out of reach.

Tyrell Lewis, a former student at Bronx Community College, shared:

"I was a General Education major at Bronx Community College. I wasn't able to graduate and needed to get a full time job. I couldn't do both. I had participated in the work study program but I wasn't making enough. I had to pay rent, food, cable, and utilities. I was awarded a partial Tuition Assistance Program (TAP) award and the Pell Grant. I found out about ASAP too late, but if I had known about it, I would have applied to it for the tutoring to bring my grades up! I wanted it for the tutoring. Everyone should have ASAP. While I was at BCC I received SNAP assistance. The transition from high school to college was really horrible. Textbooks were the biggest cost. I couldn't keep up with my studies because I couldn't afford the materials, and this is when I was receiving TAP and Pell. Pell helped for some but I also had to pay for all of my living expenses it was way too much."

NYPIRG urges the City Council to work with the City University of New York, the New York City Schools Chancellor, and the Board of Regents to ensure more eligible students have knowledge of and access to opportunity programs like ASAP.

COSTS ASSOCIATED WITH COLLEGE CAN BE BARRIERS TO COLLEGE COMPLETION

Textbooks, food, rent, child care and other costs can price students out of an education before they even fill out their FAFSA. Currently, students nationwide work an average of about 30 hours per week. At least a quarter of all college students are employed full-time while enrolled. In a recent report put out by the CUNY Office of Institutional Research and Assessment, of students that work, 79 percent reported that they work to pay for living expenses and over a third of those who work believe that having a job negatively impacts their academic performance. With the added supports that opportunity programs provide, students can devote more time to their studies.

We've heard from a number of students who struggle to balance their full-time course load, jobs, and personal obligations. Abdullah Huda, a former Hunter College student shared with NYPIRG:

Throughout my college career, I have received financial assistance through the Pell Grant and the Tuition Assistance Program (TAP). The assistance was a huge help for me because without it, I would not have been able to go to college. My father is the only

assets/about/administration/offices/oira/institutional/surveys/2016 SES Highlights Updated 10112016.pdf.

⁶ Georgetown University Center on Education and the Workforce, "Learning While Earning - The New Normal," 2015, https://cew.georgetown.edu/cew-reports/workinglearners/.

⁷ City University of New York, "2016 Student Experience Survey A survey of CUNY undergraduate students," http://www2.cuny.edu/wp-content/uploads/sites/4/page-

person who works full time in my family. He barely makes enough money to pay for all the expenses of providing for a five-member family. I attended college full time while working part time to help take some of the burden off his shoulder, and at the same time pay for my own expenses such as books, metrocards, and food. However, work would sometimes get in the way of my studies. There were many times when I had to choose between studying for an important exam and going to work because I needed the money. While the assistance of Pell grant and TAP has been extremely helpful, I still struggle financially.

I realized, although too late, that there were other programs offered in college to help students with their everyday expenses; programs like ASAP and SEEK. I wasn't informed about these programs in high school or in my first semester of college. When I learned about them and went to the financial aid office in my second semester of college, I was told it was too late for me to be eligible for the programs. If I had the assistance that educational opportunity programs provide, I could focus more on my studies and less on working to pay for expenses. This would have made a huge difference in my academic life."

ASAP and other programs build in robust advisement services, and funding for textbook and transit costs, among other costs. And it works.

NYPIRG urges the City Council to create a citywide strategy for raising awareness of true college costs, while supporting opportunity programs which address such expenses.

NYPIRG also urges that the City Council increase funding to campus child care centers across CUNY in the wake of looming proposed state and federal cuts.

COMBATING FOOD INSECURITY ON COLLEGE CAMPUSES

Governor Cuomo has proposed mandating action on food insecurity this year by creating food pantries on all CUNY and SUNY campuses in response to a recent report by groups including NYPIRG entitled Hunger on Campus. The report looked at food insecurity on campus, and how that may undermine the educational success of untold thousands of students. Consistent with prior studies, 48 percent of survey respondents reported food insecurity in the previous 30 days.

Taking a closer look at the approximately 1,800 students who reported experiencing food insecurity, thirty-two percent believed that hunger or housing problems had an impact on their education, from foregoing textbook purchases, to missing or dropping classes. Students that are hungry and homeless must get the services they need. Alexis Ramos, a Borough of Manhattan Community College student and mother shared her story:

"Luckily, because of the Tuition Assistance Program (TAP), the Pell Grant, and the publicly funded childcare center at BMCC, I was able to afford to attend college.

⁸ NYPIRG, Hunger on Campus, The Challenge of Food Insecurity for College Students, October 2016, http://www.nypirgstudents.org/reports/Hunger on Campus NYPIRG.pdf, accessed November 30, 2016.

Textbooks and my monthly metrocard were a huge burden for me this year, though. Luckily I've enrolled in Accelerated Study in Associate Programs (ASAP) for next year so those costs will be covered. I have a part time job that covers these costs currently, but between textbooks, metrocards, and paying for diapers and food for my son, I often can't afford to buy food for myself. I'm determined to get an education, failure is not an option but it's come at a cost to my health."

NYPIRG appreciates the attention brought to food insecurity and looks forward to working with CUNY, as we have in the past, in accomplishing this goal. Many students are eligible for public benefits that could help them make it through college and finish their degree. The "Single Stop" program at CUNY provides an essential service in helping connect students to the millions of dollars in public benefits that they are eligible for including; housing, SNAP benefits, health insurance, tax preparation and financial counseling. "Single Stop" has received national recognition for its tremendous success. ¹⁰

We urge the City Council to provide resources that reduce and eliminate college student food and housing insecurity more permanently and offer sustained public funding. We also support the expansion of Single Stop offices at all CUNY campuses.

FREEZE PUBLIC COLLEGE TUITION AT COMMUNITY COLLEGES

The cost of funding the growth and expansion of New York's community colleges should not fall on students and families. Tuition rates at community colleges have been frozen for the past two fiscal years, however without support from the city or state, CUNY community colleges will be raising tuition \$100 this year, advancing a yearly predictable tuition policy much like the state's NY-CUNY/SUNY 2020 imposed on the senior colleges.

This will be an unfair burden placed on some of the most vulnerable New Yorkers who often don't receive aid due to their immigration status, or inability to commit to a full-time course load. Currently, one third of CUNY's community college students attend part time. We have heard from many students who are parents, have jobs, and other responsibilities which do not allow them to take on a full-time course load.

We urge the City Council to ensure that students and families are protected from the burden of a tuition increase at CUNY community colleges.

⁹ The City University of New York, BMCC, Single Stop, http://www.bmcc.cuny.edu/singlestop/.

¹⁰The City University of New York, Vice Chancellor for Student Affairs, March 7, 2011, http://www.cuny.edu/about/administration/offices/sa/specialprograms/SingleStopCCI/SingleStopInnovationAward.p

TCUNY Office of Institutional Research, Total Enrollment by Undergraduate and Graduate Level, Full-time/Part-time Attendance, and College, Fall 2016.

FUND HIGHER EDUCATION, STRENGTHEN THE POWER OF UNDOCUMENTED IMMIGRANTS

New York has long recognized the importance of supporting immigrant students, including funding programs to support English Language Learners and college readiness programs. In 2002, then-Governor Pataki and the Legislature agreed to grant undocumented students access to in-State tuition rates. Moreover, in most instances these college-ready students have gone through the State's K-12 educational system—representing a significant investment the State has already made in their education. Currently, only 5-10 percent of undocumented high school graduates pursue a college degree. The Office of the State Comptroller estimates that 8,300 undocumented students attended public higher educational institutions in New York in 2012.

The Governor took a positive step by including funding to cover the financial assistance tuition needs of college students who are undocumented immigrants. This proposal would enable undocumented students who have graduated from New York public high schools to be eligible for State financial aid, essentially an expansion of the TAP program to otherwise eligible college students so that they are able to get needed aid.

NYPIRG urges the City Council to use their influence to support passage of the New York State DREAM Act.

NYPIRG urges the City Council to expand city programs that support undocumented students—particularly programs that undocumented students benefit from such as ASAP and Citizenship Now!

In conclusion, higher education is an investment with guaranteed rewards both for society and the individual. Programs and initiatives that have proven to work must be expanded. Any investment in higher education will undoubtedly have a net positive impact on the city. We appreciate your continued support.

Thank you.

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