

Department of Legislative Services  
 Maryland General Assembly  
 2025 Session

FISCAL AND POLICY NOTE  
 First Reader

House Bill 941 (Delegate Toles, *et al.*)  
 Appropriations

University of Maryland Eastern Shore - Land-Grant Institution - Funding  
 (Land-Grant Equity and Accountability Act)

This bill requires, for fiscal 2027 and each fiscal year thereafter, the Governor to include in the annual budget bill an appropriation of *at least* \$5.0 million to the University of Maryland Eastern Shore (UMES). For any fiscal year, the amount appropriated to UMES under the bill may not be less than the amount appropriated in the immediately preceding fiscal year. Funds must be (1) appropriated each fiscal year until a total amount of \$321,181,312 is appropriated to UMES and (2) supplemental to, and may not supplant, funds appropriated to UMES in the State budget. Funds may be used as specified. The funding is to address a stated funding disparity with the University of Maryland, College Park Campus (UMCP). It is the intent of the General Assembly that the funding remedies the funding disparity as soon as practicable. **The bill takes effect July 1, 2025.**

Fiscal Summary

**State Effect:** *Under one set of assumptions*, general fund expenditures increase by *at least* \$5.0 million in FY 2027, which reflects \$5.0 million for UMES and no impact on funding formulas until FY 2029. UMES higher education revenues and expenditures increase correspondingly (not shown below). However, general fund expenditures in a fiscal year may be significantly more, as explained below. **This bill establishes a mandated appropriation, and increases other mandated appropriations, beginning in FY 2027.**

(in dollars)	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030
Revenues	\$0	\$0	\$0	\$0	\$0
GF Expenditure	0	5,000,000	5,000,000	6,357,100	6,324,600
Net Effect	\$0	(\$5,000,000)	(\$5,000,000)	(\$6,357,100)	(\$6,324,600)

*Note:() = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate increase; (-) = indeterminate decrease*

**Local Effect:** Local community college revenues (and expenditures) increase by *at least* \$1.2 million in total in FY 2029 and similar amounts annually thereafter.

**Small Business Effect:** None.

## Analysis

**Bill Summary:** The bill establishes findings of the General Assembly, in accordance with the letter issued to the Governor jointly from the U.S. Department of Education and the U.S. Department of Agriculture, dated September 18, 2023. Specifically:

- the Second Morrill Act of 1890 required states choosing to open a second land-grant institution for Black students to provide an equitable distribution of funds between 1862 and 1890 land-grant institutions;
- a funding disparity existed from 1987 through 2020 between UMES, the State's 1890 land-grant institution, and UMCP, the State's 1862 land-grant institution;
- if UMES received the same level of State funding per student as UMCP from 1987 through 2020, an additional \$321,181,312 would have been available for UMES; and
- the funding provided under the bill must remedy that funding disparity.

The bill expresses legislative intent that the funding provided under the bill be appropriated each fiscal year in a manner that remedies the funding disparity as soon as practicable.

Funds provided under the bill may be used for (1) development of infrastructure and academic programs; (2) investment in faculty; (3) scholarships; and (4) any other institutional need identified by UMES.

### **Current Law:**

#### *University of Maryland Eastern Shore*

In consultation with the presidents of the constituent institutions and the University System of Maryland (USM) campuses, the USM chancellor must develop an overall plan that (1) is consistent with the State Plan for Higher Education in accordance with the charter and with the constituent institutions' approved mission statements; (2) sets forth both long-range and short-range goals, objectives, and priorities for postsecondary education, research, and service provided by USM and methods and guidelines for achieving and maintaining them; and (3) incorporates specified priorities, including enhancing historically African American institutions and recognizing the role of UMES as the State's 1890 land-grant institution.

#### *Historically Black Colleges and Universities*

Chapters 41 and 42 of 2021 provide an additional \$577.0 million (in total) for Maryland's historically Black colleges and universities from fiscal 2023 through 2032 to be distributed

and used as specified, contingent on a final settlement of the *Coalition for Equity and Excellence in Maryland Higher Education, et al. v. Maryland Higher Education Commission, et al.* lawsuit by June 1, 2021. The funding is supplemental to, and may not supplant, funds appropriated to public institutions of higher education in the State budget. Specified Cigarette Restitution Fund revenues, if available, must be used instead of general funds. The fiscal 2026 budget as introduced appropriates \$9.0 million in general funds to UMES for this purpose.

### *Higher Education Funding Formulas*

The formula used for the distribution of funds to community colleges is known as the Senator John A. Cade (Cade) Funding Formula. The State's annual contribution to the Cade funding formula is determined by enrollment at community colleges and a percentage, set in statute, of the level of funding received by selected public four-year institutions. Specifically, the formula bases per student funding on a set statutory percentage of current year State appropriations per full-time equivalent student (FTES) at the selected four-year institutions, including noncapital appropriations from the Higher Education Investment Fund. The resulting community college per student amount is multiplied by the greater of the number of FTES enrolled in the colleges in the second preceding fiscal year or the three-year moving average, beginning with the second preceding year, to identify a total formula amount.

The Baltimore City Community College (BCCC) and Joseph A. Sellinger (Sellinger) funding formulas operate in the same fashion. The BCCC percentages, which are set in statute, are higher than Cade, resulting in a higher per FTES amount. The Sellinger percentages for specified private nonprofit institutions, which are set in statute, are lower, resulting in a lower per FTES amount.

The BCCC funding formula has a hold harmless provision in current law that ensures each college receives at least as much State funding in total through the formula as in the prior fiscal year. The Cade and Sellinger formulas do not have a hold harmless provision.

**State and Local Fiscal Effect:** As shown by **Exhibit 1**, *under one set of assumptions*, general fund expenditures increase by *at least* \$5.0 million in fiscal 2027, which reflects the minimum funding for UMES (\$5.0 million) required by the bill and no impact on higher education funding formulas until fiscal 2029, when an additional \$1.4 million would be required. Under that assumption, it would take 65 years for the full amount of \$321,181,312 to be distributed to UMES.

---

**Exhibit 1**  
**Minimum Estimated General Fund Impact on Higher Education Funding**  
**Under the Bill**  
**Fiscal 2027-2030**  
**(\$ in Thousands)**

	<u><b>FY 2027</b></u>	<u><b>FY 2028</b></u>	<u><b>FY 2029</b></u>	<u><b>FY 2030</b></u>
<b>Public Four-year Institutions</b>				
University of Maryland Eastern Shore	\$5,000	\$5,000	\$5,000	\$5,000
<b>Public Four-year Total</b>	<b>\$5,000</b>	<b>\$5,000</b>	<b>\$5,000</b>	<b>\$5,000</b>
<b>Funding Formulas</b>				
Baltimore City Community College	n/a	n/a	n/a	n/a
Local Community College (Cade)	\$0	\$0	\$1,152	\$1,121
Sellinger	0	0	205	204
<b>Higher Education Funding Formulas</b>	<b>\$0</b>	<b>\$0</b>	<b>\$1,357</b>	<b>\$1,325</b>
<b>Total General Fund Expenditures</b>	<b>\$5,000</b>	<b>\$5,000</b>	<b>\$6,357</b>	<b>\$6,325</b>

Notes: This funding scenario represents the estimated *minimum* amount of general funds to meet the requirements of the bill. Numbers may not sum to total due to rounding.

Source: Department of Legislative Services

---

If the full amount were appropriated in fiscal 2027, general fund expenditures would increase by \$321.2 million for UMES in that year, with an additional \$87.1 million impact in fiscal 2029 due to the funding formulas. Alternatively, if the funding were distributed evenly over 10 years, general fund expenditures would increase by \$32.1 million in fiscal 2027 and 2028. Beginning in fiscal 2029, the funding formulas would increase expenditures further – by an additional \$8.7 million in fiscal 2029, resulting in a total expenditure of \$40.8 million that year, and similar amounts for several years.

**Additional Comments:** Revenues for private institutions eligible for Sellinger funding increase by a total of *at least* \$204,800 in fiscal 2029. A similar amount of additional funding is available annually thereafter.

---

**Additional Information**

**Recent Prior Introductions:** Similar legislation has been introduced within the last three years. See HB 1122 of 2024.

**Designated Cross File:** SB 1016 (Senator Ellis) - Rules.

**Information Source(s):** Maryland Higher Education Commission; University System of Maryland; Department of Budget and Management; Department of Legislative Services

**Fiscal Note History:** First Reader - February 23, 2025  
rh/ljm

---

Analysis by: Caroline L. Boice

Direct Inquiries to:

(410) 946-5510

(301) 970-5510