

AGENDA TENNESSEE HIGHER EDUCATION COMMISSION Special Called Meeting Virtual March 19, 2025, 1:00 p.m. CDT

Call to Order

Statement of Necessity

Adoption of Agenda

Public Comment

Regular Calendar

- I. FY2025-26 Binding Tuition and Fees Ranges (Action Item)
- II. New Academic Program: Middle Tennessee State University Legal Studies, Master of Science (MS) (Action Item)
- III. Other Business



TENNESSEE HIGHER EDUCATION COMMISSION

REGULAR CALENDAR ITEM: I.

MEETING DATE:	March 19, 2025
SUBJECT:	FY2025-26 Binding Tuition and Fees Ranges
ITEM TYPE:	Action

BACKGROUND

Since 2010, the Complete College Tennessee Act has required the Commission to make student fee and state appropriation recommendations concurrently. The FOCUS Act expanded THEC's authority on student fee levels, requiring that the Commission issue binding tuition and fee ranges each year. These ranges apply only to resident, undergraduate students on the tuition rate, as well as total tuition and mandatory fees.

TENNESSEE TUITION AND FEE PROFILE

Average full-time, annual tuition and mandatory fees for 2024-25 is \$10,710 at public universities, \$5,003 at community colleges, and \$4,320 at the Tennessee Colleges of Applied Technology (TCATs). Tennessee's public higher education tuition and fee levels continue to be considered average compared to peers across member states of the Southern Regional Education Board. In 2022-23, Tennessee ranked first in total state financial aid expenditures per full-time enrollment¹ and had the third largest expenditure of financial aid dollars as a percent of higher education appropriations.²

BINDING TUITION AND FEE RANGES

In November 2024, the Commission approved a 0 to 4% guiding tuition range and tuition and fees range for 2025-26, in partnership with \$40.0 million to fund the outcomes-based funding formula and \$35.0 million to partially fund an estimated 2.5% salary increase at Tennessee's public institutions of higher education.

On February 10, 2025, the administration announced the 2025-26 Proposed Governor's Budget during the State of the State Address. The proposed budget includes funding to formula units totaling \$52.8 million for operating and to partially fund a 2.6% salary increase. Unlike other state-funded entities, higher education salary increases require a portion of the salary increase to be generated by institutions. To make the salary increase whole and meet the 2.6% salary increase for state employees, institutions will need to fund a \$29.4 million balance—which may be met with remaining operating funds and tuition revenue (Attachments II and IV).

ATTACHMENTS FOR REFERENCE

Attachment I details the comparison of 2024-25 tuition and mandatory fee rates with the maximum allowed increase for each institution under a 4.0% binding range for 2025-26.

¹ State Higher Education Finance (SHEF) Report, State Higher Education Executive Officers Association (SHEEO) <u>https://shef.sheeo.org/report/</u>, Page 52

² State Higher Education Finance (SHEF) Report, State Higher Education Executive Officers Association (SHEEO) <u>https://shef.sheeo.org/report/</u>, Page 57

Attachment II calculates the budget balance for each institution under a 4.0% tuition increase after meeting the Governor's proposed 2.6% salary increase.

Attachment III details the comparison of 2024-25 tuition and mandatory fee rates with the maximum allowed increase for each institution under a 5.5% binding range for 2025-26.

Attachment IV calculates the budget balance for each institution under a 5.5% tuition increase after meeting the Governor's 2.6% salary increase.

Attachment V details the tuition increase needed at each institution to meet the Governor's 2.6% salary and to remain revenue neutral relative to the prior year adjusted for inflation.

SUMMARY

Based on the proposed appropriations, THEC staff recommend a change to the guiding range of 0 to 4% at universities, community colleges, and TCATs, to a combined total tuition and mandatory fees binding range of 0 to 5.5%.

				2024-25	2025-26 Maximum with 4% Tuition Increase			
Institutions	Mainter	nance Fee	М	landatory Fee	Combined	Maintenance Fee		Combined
Austin Peay	\$	7,650	\$	1,734	\$ 9,384	\$ 7,956	5 \$	9,759
East Tennessee		8,376		2,096	10,472	8,711		10,891
Middle Tennessee		8,334		2,062	10,396	8,667	,	10,812
Tennessee State		7,734		1,247	8,981	8,043	3	9,340
Tennessee Tech		9,990		1,386	11,376	10,390)	11,831
University of Memphis		8,856		1,872	10,728	9,210)	11,157
Chattanooga	\$	4,680	\$	332	\$ 5,012	\$ 4,867	′\$	5,212
Cleveland		4,680		322	5,002	4,867	,	5,202
Columbia		4,680		348	5,028	4,867	,	5,229
Dyersburg		4,680		318	4,998	4,867	,	5,198
Jackson		4,680		300	4,980	4,867	,	5,179
Motlow		4,680		298	4,978	4,867	,	5,177
Nashville		4,680		290	4,970	4,867	,	5,169
Northeast		4,680		342	5,022	4,867	,	5,223
Pellissippi		4,680		346	5,026	4,867	,	5,227
Roane		4,704		318	5,022	4,892	<u>)</u>	5,223
Southwest		4,680		332	5,012	4,867	,	5,212
Volunteer		4,680		316	4,996	4,867	,	5,196
Walters		4,680		312	4,992	4,867	,	5,192
UT Chattanooga	\$	8,472	\$	1,990	\$ 10,462	\$ 8,811	\$	10,880
UT Knoxville		11,560		2,252	13,812	12,022	-	14,364
UT Martin		8,808		1,758	10,566	9,160)	10,989
UT Southern		9,640		1,284	10,924	10,026	ò	11,361
TN Colleges of Applied Technology	\$	4,071	\$	249	\$ 4,320	\$ 4,234	l \$	4,493
University Avg	\$	8,942	\$	1,768	\$ 10,710	\$ 9,300		-
Community College Avg	\$	4,682	\$	321	\$ 5,003	\$ 4,869	\$	5,203

Attachment I - Tuition and Fee Ranges 2025-26 Maintenance and Mandatory Fees - Scenario for 4% Tuition Increase

			y	•	0	Analysis - 47			luition Revenue Im	pact	
	Α	В	с	D	= D - C	= (A + B + C) - D	E	F	= A + B + C + F		
	Outcomes Formula Redistribution	Outcomes Improvements	State Portion of Salary Increase ¹	Full Salary Increase Cost	Institution Portion of Salary Increase	Remaining Available for Operating	Additional Revenue from 1% Tuition Increase	Additional Revenue For 4 % Tuition Increase	Total Potential Revenue with 4 % Tuition Increase	Total Estimated Inflationary Need ⁴	Balance with 4 % Tuition Increase
Locally Governed Institutions								1		1	
Austin Peay	\$ (898,300	\$ 803,600	\$ 1,692,100	\$ 2,753,100	\$ 1,061,000	\$ (1,155,700)	\$ 566,600	\$ 2,266,400	\$ 3,863,800	\$ 4,857,400	\$ (993,600)
East Tennessee	(1,328,500	1,064,300	2,240,900	4,593,600	2,352,700	(2,616,900)	802,800	3,211,200	5,187,900	7,122,400	(1,934,500)
Middle Tennessee	(1,246,500	1,527,000	3,215,500	6,229,700	3,014,200	(2,733,700)	1,449,600	5,798,400	9,294,400	10,484,100	(1,189,700)
Tennessee State	(966,600	559,700	1,178,700	2,691,800	1,513,100	(1,920,000)	791,300	3,165,200	3,937,000	5,079,700	(1,142,700)
Tennessee Tech	(272,300	839,000	1,766,700	3,147,600	1,380,900	(814,200)	789,200	3,156,800	5,490,200	5,653,100	(162,900)
University of Memphis	1,814,900	1,892,900	3,985,900	7,324,800	3,338,900	368,900	1,379,700	5,518,800	13,212,500	11,659,000	1,553,500
Locally Governed Institutions	\$ (2,897,300) \$ 6,686,500	\$ 14,079,800	\$ 26,740,600	\$ 12,660,800	\$ (8,871,600)	\$ 5,779,200	\$ 23,116,800	\$ 40,985,800	\$ 44,855,700	\$ (3,869,900)
Community Colleges ²											
Chattanooga	\$ (1,187,200	\$ 437,300	\$ 920,800	\$ 1,321,600	\$ 400,800	\$ (1,150,700)	\$ 224,200	\$ 896,800	\$ 1,067,700	\$ 2,186,900	\$ (1,119,200)
Cleveland	656,600	189,300	398,500	464,700	66,200	779,700	90,400	361,600	1,606,000	884,700	721,300
Columbia	121,000	253,200	533,300	699,600	166,300	207,900	162,800	651,200	1,558,700	1,355,500	203,200
Dyersburg	1,209,300	175,800	370,300	485,800	115,500	1,269,600	101,700	406,800	2,162,200	864,300	1,297,900
Jackson	(357,500	201,300	424,000	523,600	99,600	(255,800)	104,500	418,000	685,800	1,005,200	(319,400)
Motlow	1,200	286,800	603,800	844,500	240,700	47,300	193,000	772,000	1,663,800	1,569,700	94,100
Nashville	(307,200) 312,700	658,300	1,034,100	375,800	(370,300)	219,200	876,800	1,540,600	1,752,500	(211,900)
Northeast	709,200	306,400	645,100	861,600	216,500	799,100	167,500	670,000	2,330,700	1,517,900	812,800
Pellissippi	(731,500	479,600	1,009,900	1,569,800	559,900	(811,800)	277,100	1,108,400	1,866,400	2,489,200	(622,800)
Roane	(522,400) 311,100	655,000	1,005,400	350,400	(561,700)	156,300	625,200	1,068,900	1,533,900	(465,000)
Southwest	(720,600	383,100	806,800	1,189,800	383,000	(720,500)	201,800	807,200	1,276,500	1,924,400	(647,900)
Volunteer	(1,037,000	387,100	815,000	1,140,900	325,900	(975,800)	211,500	846,000	1,011,100	1,981,000	(969,900)
Walters	136,200	392,700	827,000	969,900	142,900	386,000	183,100	732,400	2,088,300	1,860,300	228,000
Community Colleges ²	\$ (2,029,900) \$ 4,116,400	\$ 8,667,800	\$ 12,111,300	\$ 3,443,500	\$ (1,357,000)	\$ 2,293,200	\$ 9,172,800	\$ 19,927,100	\$ 20,925,400	\$ (998,300)
UT Universities ³											
	\$ (1,132,800	\$ 864,200	\$ 1,819,900	\$ 3,740,100	\$ 1,920,200	\$ (2,188,800)	\$ 835,100	\$ 3,340,400	\$ 4,891,700	\$ 6,128,600	\$ (1,236,900)
UT Knoxville	6,196,800		7,978,400	17,834,600	9,856,200	129,600	5,247,000		38,952,200	32,197,800	6,754,400
UT Martin	(540,700		1,048,900	1,935,700	886,800	(929,300)	443,800		2,781,600	3,398,500	(616,900)
UT Southern	-	50,000	141,600	283,000	141,400	(91,400)	75,100		492,000	309,800	182,200
UT Universities ³	\$ 4,523,300			\$ 23,793,400	\$ 12,804,600	\$ (3,079,900)			\$ 42,594,200		
TN Colleges of Applied Technology	\$ 403,900	\$ 1,060,600	\$ 2,233,200	\$ 2,760,700	\$ 527,500	\$ 937,000	\$ 472,800	\$ 1,891,200	\$ 5,588,900	\$ 4,946,200	\$ 642,700
Total Academic Units	\$ -	\$ 17,064,900	\$ 35,969,600	\$ 65,406,000	\$ 29,436,400	\$ (12,371,500)	\$ 15,146,200	\$ 60,584,800	\$ 113,619,300	\$ 112,762,000	\$ 857,300

Attachment II 2025-26 Salary and Operating Needs Analysis - 4% Tuition Increase

1 - Salary increases for formula units are partially covered by state appropriations. The state provides 55% of funding for salary increases at the universities, 67% at community colleges, and 80% at the TN Colleges of Applied Technology.

2 - Legislative action is for the community college sector as a whole. Institutional detail displayed here is estimated and for informational purposes only.

3 - While UT Southern is not currently included in the outcomes-based funding formula, the university is included in the binding tuition and tuition and fee ranges.

4 - Data reflect overall revenue needed to remain revenue-neutral relative to the prior year adjusted for 3.3% inflation from the core consumer price index.

							2025-26 Maximur	n wi	th 5.5% Tuition
			2024-25		Increase				
Institutions	Mainter	nance Fee	Μ	andatory Fee		Combined	Maintenance Fee		Combined
Austin Peay	\$	7,650	\$	1,734	\$	9,384	\$ 8,07	\$	9,900
East Tennessee		8,376		2,096		10,472	8,83	7	11,048
Middle Tennessee		8,334		2,062		10,396	8,792	2	10,968
Tennessee State		7,734		1,247		8,981	8,159	9	9,475
Tennessee Tech		9,990		1,386		11,376	10,539	9	12,002
University of Memphis		8,856		1,872		10,728	9,343	3	11,318
Chattanooga	\$	4,680	\$	332	\$	5,012	\$ 4,93	7\$	5,288
Cleveland		4,680		322		5,002	4,93	7	5,277
Columbia		4,680		348		5,028	4,93	7	5,305
Dyersburg		4,680		318		4,998	4,93	7	5,273
Jackson		4,680		300		4,980	4,93	7	5,254
Motlow		4,680		298		4,978	4,93	7	5,252
Nashville		4,680		290		4,970	4,93	7	5,243
Northeast		4,680		342		5,022	4,93	7	5,298
Pellissippi		4,680		346		5,026	4,93	7	5,302
Roane		4,704		318		5,022	4,963	3	5,298
Southwest		4,680		332		5,012	4,93	7	5,288
Volunteer		4,680		316		4,996	4,93	7	5,271
Walters		4,680		312		4,992	4,93	7	5,267
UT Chattanooga	\$	8,472	\$	1,990	\$	10,462	\$ 8,938	3 \$	11,037
UT Knoxville		11,560		2,252		13,812	12,190	5	14,572
UT Martin		8,808		1,758		10,566	9,292	2	11,147
UT Southern		9,640		1,284		10,924	10,170)	11,525
TN Colleges of Applied Technology	\$	4,071	\$	249	\$	4,320	\$ 4,29	5\$	4,558
University Avg	\$	8,942	\$	1,768	\$	10,710	\$ 9,434		
Community College Avg	\$	4,682	\$	321	\$	5,003	\$ 4,939) \$	5,278

Attachment III - Tuition and Fee Ranges 2025-26 Maintenance and Mandatory Fees - Scenario for 5.5% Tuition Increase

				y		•	0	indiy313 - 5.5				uition Revenue Im	pact	
	Α		В	с		D	= D - C	= (A + B + C) - D		E	F	= A + B + C + F		
	Outcome Formula Redistribut		Outcomes Improvements	State Portion of Salary Increase ¹		ull Salary rease Cost	Institution Portion of Salary Increase	Remaining Available for Operating	Reve	Additional enue from 1% tion Increase	Additional Revenue For 5.5 % Tuition Increase	Total Potential Revenue with 5.5 % Tuition Increase	Total Estimated Inflationary Need ⁶	Balance with 5.5 % Tuition Increase
Locally Governed Institutions													1	
Austin Peay	\$ (898,	300)	\$ 803,600	\$ 1,692,100	\$	2,753,100	\$ 1,061,000	\$ (1,155,700)\$	566,600	\$ 3,116,300	\$ 4,713,700	\$ 4,857,400	\$ (143,700)
East Tennessee	(1,328,	500)	1,064,300	2,240,900		4,593,600	2,352,700	(2,616,900)	802,800	4,415,400	6,392,100	7,122,400	(730,300)
Middle Tennessee	(1,246,	500)	1,527,000	3,215,500		6,229,700	3,014,200	(2,733,700)	1,449,600	7,972,800	11,468,800	10,484,100	984,700
Tennessee State	(966,	500)	559,700	1,178,700		2,691,800	1,513,100	(1,920,000))	791,300	4,352,200	5,124,000	5,079,700	44,300
Tennessee Tech	(272,	300)	839,000	1,766,700		3,147,600	1,380,900	(814,200))	789,200	4,340,600	6,674,000	5,653,100	1,020,900
University of Memphis	1,814,	900	1,892,900	3,985,900		7,324,800	3,338,900	368,900		1,379,700	7,588,400	15,282,100	11,659,000	3,623,100
Locally Governed Institutions	\$ (2,897,	300)	\$ 6,686,500	\$ 14,079,800	\$	26,740,600	\$ 12,660,800	\$ (8,871,600)\$	5,779,200	\$ 31,785,600	\$ 49,654,600	\$ 44,855,700	\$ 4,798,900
Community Colleges ²														
Chattanooga	\$ (1,187,	200)	\$ 437,300	\$ 920,800	\$	1,321,600	\$ 400,800	\$ (1,150,700)\$	224,200	\$ 1,233,100	\$ 1,404,000	\$ 2,186,900	\$ (782,900)
Cleveland	656,		189,300	398,500		464,700	66,200	779,700		90,400	497,200	1,741,600	884,700	856,900
Columbia	121,	000	253,200	533,300		699,600	166,300	207,900		162,800	895,400	1,802,900	1,355,500	447,400
Dyersburg	1,209,	300	175,800	370,300		485,800	115,500	1,269,600		101,700	559,400	2,314,800	864,300	1,450,500
Jackson	(357,	500)	201,300	424,000		523,600	99,600	(255,800))	104,500	574,800	842,600	1,005,200	(162,600)
Motlow	1,	200	286,800	603,800		844,500	240,700	47,300		193,000	1,061,500	1,953,300	1,569,700	383,600
Nashville	(307,	200)	312,700	658,300		1,034,100	375,800	(370,300))	219,200	1,205,600	1,869,400	1,752,500	116,900
Northeast	709,	200	306,400	645,100		861,600	216,500	799,100		167,500	921,300	2,582,000	1,517,900	1,064,100
Pellissippi	(731,	500)	479,600	1,009,900		1,569,800	559,900	(811,800))	277,100	1,524,100	2,282,100	2,489,200	(207,100)
Roane	(522,	100)	311,100	655,000		1,005,400	350,400	(561,700))	156,300	859,700	1,303,400	1,533,900	(230,500)
Southwest	(720,	500)	383,100	806,800		1,189,800	383,000	(720,500))	201,800	1,109,900	1,579,200	1,924,400	(345,200)
Volunteer	(1,037,	000)	387,100	815,000		1,140,900	325,900	(975,800))	211,500	1,163,300	1,328,400	1,981,000	(652,600)
Walters	136,	200	392,700	827,000		969,900	142,900	386,000		183,100	1,007,100	2,363,000	1,860,300	502,700
Community Colleges ²	\$ (2,029,	900)	\$ 4,116,400	\$ 8,667,800	\$	12,111,300	\$ 3,443,500	\$ (1,357,000)\$	2,293,200	\$ 12,612,600	\$ 23,366,900	\$ 20,925,400	\$ 2,441,500
UT Universities ³														
	\$ (1,132,	300)	\$ 864,200	\$ 1,819,900	\$	3,740,100	\$ 1,920,200	\$ (2,188,800) \$	835,100	\$ 4,593,100	\$ 6,144,400	\$ 6,128,600	\$ 15,800
UT Knoxville	6,196,	-	3,789,000	7,978,400	Ľ	17,834,600	9,856,200	129,600	-	5,247,000	28,858,500	46,822,700	32,197,800	
UT Martin	(540,		498,200	1,048,900		1,935,700	886,800	(929,300		443,800	2,440,900	3,447,300	3,398,500	
UT Southern	(=,	-	50,000	141,600		283,000	141,400	(91,400		75,100	413,100	604,700		
UT Universities ³	\$ 4,523,	300	\$ 5,201,400		\$	23,793,400	\$ 12,804,600	\$ (3,079,900		6,601,000				
TN Colleges of Applied Technology		900			\$	2,760,700	\$ 527,500	\$ 937,000	\$	472,800	\$ 2,600,400			
Total Academic Units	\$	_	\$ 17,064,900	\$ 35,969,600	\$	65,406,000	\$ 29,436,400	\$ (12,371,500) \$	15,146,200	\$ 83,304,100	\$ 136,338,600	\$ 112,762,000	\$ 23,576,600
	4	-	÷ 17,004,900	+ 33,909,000	÷	00,400,000	÷ 29,430,400	+ (12,371,300	/ *	13, 140,200	+ 03,304,100	* 130,330,000	↓ 112,702,000	+ 23,570,000

Attachment IV 2025-26 Salary and Operating Needs Analysis - 5.5% Tuition Increase

1 - Salary increases for formula units are partially covered by state appropriations. The state provides 55% of funding for salary increases at the universities, 67% at community colleges, and 80% at the TN Colleges of Applied Technology.

2 - Legislative action is for the community college sector as a whole. Institutional detail displayed here is estimated and for informational purposes only.

3 - While UT Southern is not currently included in the outcomes-based funding formula, the university is included in the binding tuition and tuition and fee ranges.

4 - Data reflect overall revenue needed to remain revenue-neutral relative to the prior year adjusted for 3.3% inflation from the core consumer price index.

Attachment V

	% Increase Needed for	% Increase Needed for
	Salary ¹	Inflation ⁴
Locally Governed Institutions		
Austin Peay	2.0%	5.8%
East Tennessee	3.3%	6.4%
Middle Tennessee	1.9%	4.8%
Tennessee State	2.4%	5.4%
Tennessee Tech	1.0%	4.2%
University of Memphis	-0.3%	2.9%
Locally Governed Institutions Average	1.5%	4.7%
Community Colleges ²		
Chattanooga	5.1%	9.0%
Cleveland	-8.6%	-4.0%
Columbia	-1.3%	2.8%
Dyersburg	-12.5%	-8.8%
Jackson	2.4%	7.1%
Motlow	-0.2%	3.5%
Nashville	1.7%	5.0%
Northeast	-4.8%	-0.9%
Pellissippi	2.9%	6.2%
Roane	3.6%	7.0%
Southwest	3.6%	7.2%
Volunteer	4.6%	8.6%
Walters	-2.1%	2.8%
Community Colleges Average ²	0.6%	4.4%
UT Universities ³		
UT Chattanooga	2.6%	5.5%
UT Knoxville	0.0%	2.7%
UT Martin	2.1%	5.4%
UT Southern	1.2%	1.6%
UT Universities Average ³	0.5%	3.2%
TN Colleges of Applied Tech	-2.0%	2.6%
Total Academic Units Average	0.8%	3.9%

2025-26 Maintenance and Mandatory Fees - Increase Needs Simplified Based on THEC Tuition Model

1 - Salary increases for formula units are partially covered by state appropriations. The state provides 55% of funding for salary increases at the universities, 67% at community colleges, and 80% at the TN Colleges of Applied Tech. This column represents the additional tuition revenue needed to meet the institutional share of the governor's proposed 2.6% salary increase.

2 - Legislative action is for the community college sector as a whole. Institutional detail displayed here is estimated and for informational purposes only.

3 - While UT Southern is not currently included in the outcomes-based funding formula, the university is included in the binding tuition and tuition and fee ranges.

4 - Data reflect overall tuition increase needed to remain revenue-neutral relative to the prior year adjusted for 3.3% inflation from the core consumer price index.



TENNESSEE HIGHER EDUCATION COMMISSION

REGULAR CALENDAR ITEM: II.

MEETING DATE:	March 19, 2025
SUBJECT:	New Academic Program Middle Tennessee State University Legal Studies, Master of Science (MS)
ITEM TYPE:	Action

PROGRAM OVERVIEW

Title and	Legal Studies, Master of Science (MS)
	Legal Studies, Master of Science (MS)
Designation	
Concentrations	Anti-Money Laundering, Fraud and Compliance
	Business Law
	Entertainment
Accreditation	The institution will seek SACSCOC approval for the proposed program. The
	college will seek programmatic accreditation through the Association to
	Advance Collegiate Schools of Business (AACSB).
CIP Code and	22.0000 (Legal Studies, General)
Description	A program of study that focuses on law and legal issues from the
	perspective of the social sciences and humanities.
SOC Code and Title	23-2011 (Paralegals and Legal Assistants)
	23-2099 (Legal Support Workers, All Other)
Credit Hours	30
Implementation	May 19, 2025
Date	
Modality and	Majority Online (Hybrid)
Delivery Site	
Department/College	Department of Accounting, Jones College of Business; Department of
	Recording Industries, College of Media and Entertainment
Governing Board	December 4, 2024
Approval Date	

ALIGNMENT WITH STATE MASTER PLAN AND INSTITUTIONAL MISSION/STRATEGIC PLAN

The proposed Master of Science (MS) in Legal Studies at Middle Tennessee State University (MTSU) was developed in collaboration with the Nashville School of Law (NSL) to address the growing need for professionals who possess a deep understanding of the American legal system without requiring a Juris Doctor (JD) degree. The program builds on MTSU's expertise in teaching business law through the Jones College of Business, covering legal issue topics in the entertainment industry though the College of Media and Entertainment's Department of Recording Industries, and continuing NSL's century-long commitment to providing legal education to working professionals. Through its three concentrations in Anti-Money Laundering, Fraud, and Compliance; Business Law; and Entertainment, the MS in Legal Studies will prepare graduates to navigate legal and regulatory complexities across various industries effectively.

The proposed program aligns with the Tennessee Higher Education Commission (THEC) State Master Plan for Higher Education by addressing Tennessee's economic development and workforce needs, specifically the growing demand from business and non-profit entities for expertise in regulatory compliance. This alignment is evidenced by strong support from regional industry leaders and business organizations. The proposed MS in Legal Studies also supports the Master Plan's focus on increasing credential attainment and family prosperity by providing an affordable graduate degree that prepares professionals for versatile career paths across multiple sectors, including financial services, entertainment, healthcare, and compliance.

The proposed program also supports MTSU's institutional mission of providing exceptional academic programs that prepare students to thrive in their chosen professions by providing a highquality, affordable program; increasing access to post-baccalaureate education for adult learners; and developing a sustainable academic partnership with NSL. The program expands upon MTSU's academic expertise through the AACSB-accredited Jones College of Business and the nationally recognized Department of Recording Industry, both of which are responsive to Middle Tennessee's dynamic business landscape. Additionally, the collaboration with NSL creates a unique opportunity that combines the expertise of both institutions to serve working professionals seeking to enhance their understanding of legal concepts.

PROGRAM DUPLICATION

Currently, the University of Tennessee, Knoxville and Vanderbilt University are the only postsecondary institutions in Tennessee that offer a Master of Legal Studies. MTSU's proposed MS in Legal Studies would be the only program offering specialized concentrations in Anti-Money Laundering, Fraud and Compliance; Business Law; and Entertainment. The program also stands apart through its unique partnership with NSL, allowing working professionals to benefit from inperson instruction at NSL's Nashville campus while completing other coursework through flexible delivery methods, creating a distinctive hybrid model serving Middle Tennessee's growing business and entertainment sectors.

WORKFORCE ALIGNMENT

The proposed MS in Legal Studies at MTSU addresses critical workforce development needs in Tennessee's rapidly growing business and entertainment sectors. According to the Nashville Chamber of Commerce 2022 Regional Economic Development Guide, the Nashville/Murfreesboro/Franklin region is expected to see 14% growth over the next decade, with particularly strong demand for professionals who understand legal and regulatory frameworks. The U.S. Bureau of Labor Statistics reports labor market trends indicating stronger than average employment growth in occupations aligned with MTSU's proposed concentrations, especially in areas like financial examination and compliance, where job growth is projected at 21% through 2033, significantly faster than average. Additionally, a Hanover Research Study conducted in October 2022 noted that degree completions in legal studies master's programs in the southeast showed consistent growth from 2016 to 2020, outpacing the regional average for all master's degree fields. This aligns with American Bar Association data showing steady growth in non-JD enrollments at law schools over the past decade.

MTSU is strategically positioned to serve Middle Tennessee's expanding workforce needs, particularly in Nashville's thriving entertainment industry and growing financial sector. The U.S. Bureau of Labor Statistics' Occupational Employment and Wage Statistics (2023) shows that over 480 financial examiners are employed in the Nashville/Murfreesboro/Franklin area alone, while Tennessee employs 1,440 purchasing managers with strong demand for legal knowledge. The program will address workforce gaps by preparing graduates for advancement across multiple industries, from entertainment rights management to regulatory compliance. This is particularly relevant in Nashville's healthcare industry, which according to the Nashville Chamber of Commerce, directly employed 167,919 people in 2020 and has seen \$1.6 billion in investment over the past decade, demonstrating the region's need for professionals who can bridge the gap between legal compliance and business operations.

A recent market demand survey conducted in Summer 2024, gathering responses from current students, alumni, working professionals, and employers through MTSU networks and regional Chambers of Commerce (including Nashville, Rutherford County, Marshall County, and Clarksville), further supports this need. The survey (n=55) found that 85% of respondents were based in Middle Tennessee, with 80% of employers rating an MLS degree as valuable for their employees. The entertainment and hospitality sectors showed particular promise, with 56% of regional respondents either working in or planning to enter these industries, while financial (11%) and healthcare (7%) sectors also demonstrated interest in legal education.

CURRICULUM

The proposed MS in Legal Studies is a 30-credit hour, non-thesis program integrating core legal foundations with specialized concentrations. The program aims to develop professionals who can effectively navigate today's legal and regulatory complexities without requiring a JD degree. Students will gain proficiency in researching legal authorities, analyzing legal issues, and communicating findings through professional memoranda and presentations. The curriculum builds from foundational courses in the U.S. legal system, emphasizing legal skills, values, contracts, and ethics, before advancing to specialized coursework in one of three concentrations in Anti-Money Laundering, Fraud, and Compliance; Business Law; or Entertainment. The program concludes with a culminating professional project where students demonstrate mastery through independent research on an industry-specific legal issue. Through a collaborative teaching model, NSL faculty deliver eight credit hours of core courses, while MTSU faculty teach the remaining 22-credit hours. The program offers a flexible hybrid format combining in-person instruction at NSL's Nashville campus with online and hybrid courses at MTSU to accommodate working professionals.

	2025-26	2026-27	2027-28	2028-29	2029-30
Enrollment	10	21	24	26	28
Graduates	0	9	10	12	13

PROJECTED ENROLLMENT AND GRADUATION

STUDENT INTEREST AND COMMUNITY PARTNERSHIPS

In 2024, MTSU conducted a survey to gauge student interest in new academic programs within the Jones College of Business. MTSU distributed the survey to 49 students within the college and received 42 responses resulting in an 86% response rate. Among the MTSU students surveyed, Legal Studies ranked among the top three preferred programs, indicating interest in pursuing this type of advanced degree. In addition to surveying local student demand, American Bar Association (ABA) research indicates that in the southeastern United States from 2016-2020, student demand for Master of Legal Studies degrees has grown faster than the regional average for all master's degree fields.

Letters of support were provided by AllianceBernstein, the Nashville Area Chamber of Commerce, and the Nashville School of Law and spoke to the critical need for professionals with advanced legal knowledge who can navigate complex regulatory environments without requiring a JD degree. Industry partners emphasized the growing demand for these skills across multiple sectors and expressed strong interest in hiring graduates from the proposed program who will be equipped to address compliance challenges and support legal operations in various business settings.

EXTERNAL JUDGMENT

An external review of the proposed program was conducted on November 12 and 13, 2024, by Cynthia Alkon, Professor of Law and Director of the Criminal Law, Justice, and Policy Program at Texas A&M University School of Law. The site visit included tours of MTSU and NSL facilities and meetings with university leadership, faculty, industry partners, and prospective students and alumni. Professor Alkon strongly endorsed the program, stating it was "thoughtfully designed and based on regional needs for training for jobs." She emphasized that the program is "appropriately distinctive" from existing programs in Tennessee, noting it is "the only program of its kind in this part of Tennessee" and, given the region's growing economy, "fills a particular need for employers and prospective students in the area."

The reviewer highlighted the program's institutional capacity, noting that the faculty's qualifications and level of expertise are "qualified and more than adequate," and she commended MTSU's commitment to additional tenure-track faculty hires to support the program. She emphasized the program's alignment with workforce needs, particularly in the region's key sectors, including healthcare, logistics, music/entertainment, hospitality, advanced manufacturing, and information technology. Professor Alkon noted that all three concentrations are "well suited to these business interests and should help to drive enrollments," with support from local employers who indicated they would provide tuition reimbursement for the program. Overall, the reviewer strongly supported program approval, noting that both MTSU and NSL demonstrated the necessary academic expertise, institutional resources, and strategic planning to successfully launch and sustain the program.

PROGRAM COSTS AND REVENUES

The proposed expenditures for the MS in Legal Studies are listed in Table 1 below. Start-up costs are minimal, and most expenditures are for faculty salaries, information technology, and marketing. The Departments of Accounting and Recording Industry plan to hire new faculty lines in Year 2 (2026-27) and will also hire two adjuncts per semester. These faculty hires will serve other existing programs in addition to the proposed Master of Legal Studies, and their full salaries and benefits are included in costs despite the actual service across programming. MTSU plans to transition a current faculty member to serve as the graduate program director, who will receive a course reassignment and a summer stipend that varies based on student enrollment. An executive assistant will be hired in Year 3 when enrollment reaches 25 students. A 3% cost of living increase is factored in for instructional and non-instructional staff. Starting in the second semester, MTSU will pay for room rental at NSL and provide mileage reimbursement for MTSU faculty teaching at NSL facilities.

Estimated Costs to Deliver the Proposed Program One-Time Expenditures									
Category	Planning	Year 1	Year 2	Year 3	Year 4	Year 5			
Faculty &	U								
Instructional									
Staff									
Non-									
Instructional									
Staff									
Graduate									
Assistants									
Accreditation	\$1,000								
Consultants	\$4,000								
Equipment									
Information			#F 0000			*F 000			
Tech			\$5,000			\$5,000			
Library									
Marketing	\$5,000								
Facilities	. ,								
Travel									
Other									
Total One-									
Time	\$10,000	\$0	\$5,000	\$0	\$0	\$5,000			
Expenditures		-				. ,			
		Rec	urring Expend	itures					
Category	Planning	Year 1	Year 2	Year 3	Year 4	Year 5			
Faculty &									
Instructional		\$4,306	\$281,902	\$290,359	\$299,070	\$308,042			
Staff									
Non-									
Instructional				\$75,900	\$78,177	\$80,522			
Staff									
Graduate									
Assistants									
Accreditation									
Consultants									
Equipment									
Information									
Tech									
Library									
Marketing		1							
Facilities		\$3,000	\$6,000	\$6,000	\$6,000	\$6,000			
Travel		\$1,809	\$1,809	\$1,809	\$1,809	\$1,809			
Other		, =				,			

Table 1: Estimated Costs to Deliver the Proposed Program

Total Recurring Expenditures	\$0	\$9,115	\$289,711	\$374,068	\$385,056	\$396,373
Grand Total (One-Time and Recurring)	\$10,000	\$9,115	\$294,711	\$374,068	\$385,056	\$401,373
		Pro	ojected Reven	ues		
Category	Planning	Year 1	Year 2	Year 3	Year 4	Year 5
Tuition		\$26,040	\$136,710	\$153,636	\$158,844	\$164,052
Grants						
Other						

Office of the President Middle Tennessee State University 204 Cope Administration Building Murfreesboro, Tennessee 37132 615-898-2622 FAX: 615-898-2507



March 10, 2025

Dear Members of the Tennessee Higher Education Commission:

Thank you for your interest in MTSU's proposed Master of Science in Legal Studies (MS LS) and feedback shared during our presentations to THEC's Access, Academics, and Success Committee on February 6, 2025, and the full Commission meeting on February 7, 2025. As suggested, in the past month, members of MTSU's administration, including myself and Vice Provost Amy Aldridge, have reached out specifically to Commissioner G. Will Perry, Treasurer David Lillard, Secretary Tre Hargett, and Comptroller Jason Mumpower to confirm and discuss their concerns regarding the proposed degree. Additionally, Bill Koch, president and dean at the Nashville School of Law, met with Treasurer Lillard.

The attached Q&A document is inspired by the conversations on February 6-7 and follow-up communication. It includes a history of Legal Studies degrees in the United States – dating back to Loyola University Chicago in the mid-1980s; the intended audience for said degrees; delineation of jobs in the legal field; MTSU's marketing plans; and enrollment history for the first five years of the Master Legal Studies (MLS) at the University of Tennessee Knoxville – which has experienced continual growth from 3 students in Spring 2021 to 74 students in Spring 2025.

Our hope is that the provided information clears up any concerns of Commission members, demonstrates MTSU's commitment to the success of the MS LS, and leads to a vote of support from the Commission. I am more certain than ever that this degree will fill a need in Middle Tennessee's workforce. In fact, we believe that the entertainment concentration has potential as a national draw, as it will be a unique offering in the Legal Studies landscape.

As you well know, the crafting and delivery of any degree proposal is a long, intentional journey with many hours of investment of everyone involved. In total, about 200 pages of materials related to this proposal were submitted to and reviewed by THEC staff, including a Letter of Notification (LON) in December 2023, a New Academic Program Proposal (NAPP) in August 2024, and a favorable external review conducted by Cynthia Alkon, JD, professor at Texas A&M University School of Law in November 2024. THEC staff offered approval of the proposal in a memo dated January 16, 2025, and initial review from the Commissioners occurred in early February 2025. We look forward to continued discussion later this month and appreciate the opportunity to come back before the Commission.

Thank you, again, for your time and consideration.

Sincerely,

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Sidney A. McPhee President

Attachment: Q&A regarding the proposed MS in Legal Studies

Middle Tennessee State University Q&A regarding the proposed MS in Legal Studies

Q: What is the history of MS Legal Studies degrees within the United States?

A: The initial equivalent degree (AKA Master of Jurisprudence) to MS Legal Studies was awarded nearly 40 years ago, in 1986, at Loyola University Chicago. The original focus was on health care; current Master of Jurisprudence offerings at Loyola are Health Law, Compliance & Enterprise Risk Management; Child and Family Law; and Rule of Law for Development.

Today, common degree designations across the United States include Master of Science (MS); Master of Science in Law (MSL); Juris Masters (JM); and Master of Jurisprudence (MJ). General studies degrees are the most common. Specialized topics include, but are not limited to, taxation, financial technology and regulation, healthcare, business law, compliance, cybersecurity/data privacy, risk/contractual management, intellectual property, homeland security and crisis management, education, environmental, and employment law.

The first MLS approved by the Tennessee Higher Education Commission occurred in May 2020 for the University of Tennessee Knoxville.¹ UTK has no concentrations within their MLS, but they do have a partnership for a dual degree with UTK Master of Social Work students and career pathways in (a) Contract Management & Business Law; (b) Human Resources; (c) Law & Social Welfare; and (d) State & Local Government.²

Q: How many Legal Studies degrees currently exist and where are they?

A: Today, there are at least 100 universities granting at least 150 degree types similar to the MS in Legal Studies. According to the American Bar Association website,³ the following universities are a sampling of institutions that currently award MS, MSL, JM, and MJ degrees in Legal Studies: University of Arkansas-Little Rock, University of Alabama, Cleveland State University, Emory University, University of Georgia, Georgetown University, University of Florida, Florida International University, University of Illinois, University of Kansas, Northern Kentucky University, University of Missouri-Kansas City, Samford University, University of Tennessee, Texas A&M University, Washburn University, Vanderbilt University, and Yale University.

Q: Who is the intended student for Legal Studies programs in general?

A: Masters-level degrees in legal studies are intended for people who already hold undergraduate degrees and whose careers intersect with the law. These students are not interested in pursuing a Juris Doctorate. In many cases, these folks work within highly regulated industries (i.e., finance,

https://www.tn.gov/content/dam/tn/thec/cm/2020/spring/II.E.%20UTK%20MLS_FINAL.pdf

¹ To view UTK's 2020 THEC agenda materials, visit

² For more information, visit UTK's website at <u>https://volsonline.utk.edu/program/masters/master-of-legal-studies-mls/</u>

³ For a complete list of degrees and institutions, visit the American Bar Association website: <u>https://www.americanbar.org/groups/legal_education/resources/llm-</u>degrees post j d non j d/programs by school/

health care, intellectual property, data privacy) and are often called upon to read and operationalize legal documents, research and analyze legal and ethical issues, recognize and mitigate risks, and communicate responsibilities and findings both internally and externally to their organizations. Job titles vary by industry and may include business analyst, compliance director or officer, contracts officer, purchasing manager, financial managers, health care administrator, auditors, buyers and purchasing agents, environmental scientists, and human resource professionals.

Q: What's the difference between someone with an MS in Legal Studies and a person with a JD who is a practicing attorney?

A: A person with an MSLS (or equivalent degree) does not have a Juris Doctorate and cannot sit for the bar exam, and therefore, cannot practice law, go before a judge as a lawyer, or solicit clients. Instead, they most often work for a company or nonprofit and focus on a specific area, such as compliance or data privacy. They may interface with lawyers inside and/or outside the organization, and thus, identifying legal issues and effectively communicating with lawyers is important to fulfill their job responsibilities.

Q: What's the difference between someone with an MS in Legal Studies and a person who is a paralegal?

A: Paralegals typically work directly for lawyers and help prepare motions, draft petitions, research for trials and meetings, and may also help communicate with clients for the purpose of information gathering. Their work is supervised and approved by practicing attorneys. Educational and training requirements for paralegals vary by state.

Q: What's the difference between someone with an MS in Legal Studies and a person who has a Master of Laws (LLM)?

A: An LLM allows a person with a Juris Doctorate to specialize in an advanced area of study. Topics are many and include intellectual property, taxation, regulation, health law, international law, law and government, legislation, tribal policy, agriculture, employment, litigation management, banking, environmental law, business, artificial intelligence, human rights, and insurance law. While there is some overlap between topics offered for an LLM and those offered in MS LS and equivalent degrees, the LLM is aimed to persons with a JD who practice as attorneys.

Q: Who is the intended student for MTSU's proposed MS LS? How will the degree be marketed?

A: As discussed in the LON and NAPP documents reviewed and supported by THEC staff, MTSU plans to take advantage of the strong work force in the Middle Tennessee region and the desire of local employers to see their mid- and upper- level management better trained in regulated industries, like compliance, copyright, finance, etc. The expressed desire of industry partners is to maximize the value of current employees by helping them upskill their current talents with legal and affiliated knowledge.

MTSU has heard from many potential students for the pending MS LS, including a person who works for a county planning department; a paralegal; an organization's vice president who works with grant development and special projects; a prevention specialist; a university professor; a higher education contracts administrator; and a director of construction administration. Many of them are looking to attain a first or second master's degree.

The MS LS at MTSU will be housed in the Jones College of Business and includes three concentrations: (a) Anti-Money Laundering, Fraud, and Compliance; (b) Business Law; and (c) Entertainment. The Entertainment concentration will be overseen by faculty and administration in the College of Media and Entertainment and will be the <u>first</u> of its kind in the United States. <u>This Entertainment offering will be unique to MTSU and will play on the strengths of Nashville and the Middle Tennessee region.</u>

Since the degree requires some in-person coursework, most of the advertising will be focused regionally for people who are within driving distance of the Nashville School of Law. Phase I of the marketing plan involves awareness and preparation, which will include press releases, LinkedIn Outreach, True Blue TV, and Google Search Ads. Phase II is engagement and lead generation with social media ads and email marketing. Phase III is for conversion and final push with webinars and information sessions. Advertising will make it clear that the MS in Legal Studies is not intended for people who want to be lawyers and practice law. It *is* intended for people who already hold undergraduate degrees and whose careers *intersect* with the law.

Q: How can we be certain that a graduate from MTSU's MS Legal Studies program won't misrepresent their credential on the job market?

A: From the time of recruitment, the MS LS will be promoted as a degree for nonlawyers, just like it is at University of Tennessee Knoxville and Vanderbilt University. In fact, there is no reverse transfer agreement with Nashville School of Law for the 22 CH that MS LS students take at MTSU. Additionally, MS LS students are not required to take the legal entrance exam for admission to the degree program, nor will they be eligible to sit for the bar exam at the completion of their MS LS degree. One of the required courses for students in every concentration is a 3-credit hour Legal Ethics course, where students will be reminded of their professional and ethical responsibilities, which demands honestly representing professional and academic credentials.

Q: What do Bar Associations and the Board of Professional Responsibilities of the Supreme Court of Tennessee have to say about these degrees?

A: Please note that the link to the list of non-JD degrees provided in the footnote of this document is hosted on the American Bar Association website. Although the ABA does not accredit or officially approve anything but JD degrees, they are obviously aware of the Legal Studies degrees and are not actively discouraging anyone from pursuing them. The Board of Professional Responsibility will have no oversight over persons receiving this degree because they will not be licensed attorneys.

Q: What is the history of and enrollment for the two existing MS LS degree programs in Tennessee?

A: There are currently two other in-state universities offering MLS Legal Studies degrees – Vanderbilt University and University of Tennessee Knoxville. Both have been launched their offerings within the past five years.

Marketing of the Vanderbilt degree, which is completely online, is managed by AllCampus. Although Vanderbilt would not share their enrollment or interest data with MTSU, AllCampus assured MTSU administrators that Vanderbilt's MLS numbers are healthy.

UTK's application, enrollment, and graduation numbers are below. Seventy-four students are enrolled in their MLS degree this semester. The numbers have consistently trended upward in the history of the degree.

Calendar Year	Submitted Applications	Spring Enrollment Total	Summer Enrollment Total	Fall Enrollment Total	Graduation
2025	35*	74	5*	*7	*6
2024	72	36	32	63	15
2023	20	20	10	28	8
2022	8	13	11	20	5
2021	12	3	5	10	2

*As of 02/20/25

Job placement data was requested of UTK by MTSU on 02/28/25 but was not available. According to analysis by AllCampus sent to MTSU in late February 2025, there were 219K job postings for MS LS skills nationally in 2024, of which 15K were in the four-state region (Alabama, Georgia, Kentucky, and Tennessee) and 4K were in Tennessee. They reported the median MLS-related annual salary at \$78,000, with the top three industries as government, health care and social assistance, and manufacturing.

FMI: Dr. Amy Aldridge, MTSU Vice Provost for Academic Programs, amy.aldridge@mtsu.edu

Last Updated 03/08/2025