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COLORADO DEPARTMENT OF



# HIGHER EDUCATION

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ACCESS TO HIGH-QUALITY, AFFORDABLE EDUCATION FOR ALL COLORADANS

## HIGHER EDUCATION STRATEGIC PLAN

FY 2013-14

**November 2012**

**EXECUTIVE SUMMARY:**

Since its founding, the Colorado Commission on Higher Education (CCHE, Commission) has had the responsibility for statewide strategic planning. Starting in 2004, the Colorado General Assembly passed several bills that modified the CCHE's activities in system wide planning, ultimately culminating in Senate Bill 11-052, which formally linked statewide strategic planning with institutional performance contracts and future performance funding. As such, the House Bill 10-1119 Strategic Plan is enhanced by the implementation of Senate Bill 11-052, which now is the means by which CCHE is evaluating mutually agreed upon performance of the public institutions of higher education in achieving statewide goals.

Past performance contracts were not expressly designed to direct resource allocation decisions but the new performance contracts anticipated by Senate Bill 11-052 and linked to the recently completed statewide master plan will directly influence a variety of state- and campus-level resource allocation decisions.

The CCHE's FY 2013-14 budget request includes new operational funding for institutions for the first time in a number of years. This new funding will not only help institutions sustain core programs and operations but directly support the goals of the statewide master plan to increase degree productivity, reduce degree attainment disparities for underserved students, measure credit hour progress toward completion and improve outcomes for students in need of basic skills and remedial coursework. With the completion of the plan and performance contracts, the CCHE and the institutions will have agreement on the top priorities of the state for our public higher education institutions. Furthermore, the Commission on Higher Education is currently considering modifications to its financial aid allocation method that would more closely align it with the priorities found in the master plan.

The Department and CCHE have already started performance contract negotiations with the institution governing boards and leadership. An initial proof of the recently completed statewide master plan (Addendum "A") is the foundation for the new performance contracts and that work is projected to be completed by December 2012. Upon formal completion of the performance contracts they will be provided in lieu of the existing, performance contact template (Addendum "B").

**STATUTORY AUTHORIZATION (DEPARTMENT & COMMISSION):**

“There is hereby established a central policy and coordinating board for higher education in the state of Colorado, to be known as the Colorado commission on higher education” – *Section 23-1-102 (2), C.R.S. (2012)*

“the department of higher education is responsible for implementing the duly adopted policies of the Colorado commission on higher education...it is the duty of the Colorado commission on higher education and the department of higher education to implement the policies of the general assembly” – *Section 23-1-101, C.R.S. (2012)*

**MISSION STATEMENTS:**

***Colorado Department of Higher Education:*** The mission of the Department of Higher Education is to improve the quality of, ensure the affordability of, and promote access to, postsecondary education for the people of Colorado. In pursuing its mission, the Department of Higher Education will act as an advocate for the students and institutions of postsecondary education and will coordinate and, as needed, regulate the activities of the state’s postsecondary education institutions.

***The Colorado Commission on Higher Education:*** CCHE’s mission is to provide access to high-quality, affordable education for all Colorado residents that is student-centered, quality driven and performance-based. CCHE’s primary "customers" are Colorado students and citizens. CCHE is committed to providing the best quality education at the best price with the best possible service for its customers.

**VISION STATEMENT:**

Higher education must fulfill its essential role in creating the conditions for a healthy state economy, a productive society and a high quality of life for the people of the state. While serving these greater societal needs, the department and the state’s institutions understand that their main purpose is the rigorous instruction of students. The department, working together with the state’s institutions of postsecondary education, seeks a future for Colorado in which its institutions are accountable for continued improvement in the quality, efficiency and results of postsecondary education and are adequately funded to do so.

### **STATUTORY AUTHORIZATION FOR PLANNING:**

“On or before September 1, 2012, the commission shall develop and submit to the governor and the general assembly a new master plan for Colorado postsecondary education. The commission shall collaborate with the governing boards and chief executive officers of the state institutions of higher education in developing the master plan. In addition, the commission shall take into account the final report of the higher education strategic planning steering committee appointed by the governor. In drafting the master plan, addressing the issues specified in paragraph (b) of this subsection (1.5), and establishing the goals as described in paragraph (c) of this subsection (1.5) for the state system of higher education” — *Section 23-1-108 (1.5), C.R.S. (2012)*

### **STATUTORY HISTORY AND BACKGROUND:**

Since its founding in 1965, the Colorado Commission on Higher Education (CCHE) has had the responsibility for statewide strategic planning for the system of higher education. According to statute (C.R.S. 23-1-108), the CCHE is responsible for the following statewide planning activities:

- Establishing a policy-based and continuing systemwide planning, programming, and coordination process to effect the best use of available resources;
- Establishing such academic and vocational education planning as may be necessary to accomplish and sustain systemwide goals of high quality, access, diversity, efficiency, and accountability;
- Determining the role and mission of each state-supported institution of higher education within statutory guidelines;
- Establishing enrollment policies, consistent with roles and missions, at state-supported institutions of higher education as described in statute;
- Establishing state policies that differentiate admission and program standards and that are consistent with institutional roles and missions as described in statute;
- Adopting statewide affirmative action policies for the commission, governing boards, and state-supported institutions of higher education; and
- Establishing systemwide policies concerning administrative costs.

Historically, the CCHE provided a strategic planning report to the Colorado General Assembly once every four years; however, in 2004, this process was modified significantly.

With the passage of Senate Bill 04-189, the College Opportunity Fund (COF) program, the relationship between the CCHE and the postsecondary governing boards changed. As a result of

Senate Bill 04-189, the traditional planning process outlined in §23-1-108 C.R.S. was replaced with the development and execution of institution- or system-specific performance contracts. At the time, these contracts were unique in the nation and articulated specific performance targets for institutions that participated in the COF program. Following guidance found in statute, these performance contracts addressed common goals such as improvements in student retention, completion rates, and access for underserved students. The original term of the performance contracts was from 2005-2009, during which time the CCHE did not create an additional strategic plan. Institution-specific performance indicators for this period can be found in Addendum “C” of this document.

In 2010, the CCHE performance contracts were extended by the CCHE. In that same year, the Colorado General Assembly passed Senate Bill 10-003, which granted institutions of higher education increased financial flexibility in return for increased accountability to ensure the ongoing access and success for students from lower and middle income families. Senate Bill 10-003 also required the CCHE to renew its historic role in master planning and prepare a formal statewide strategic plan for delivery to the Governor and General Assembly no later than December 2010.

In December 2010, the CCHE formally adopted the Higher Education Strategic Plan’s (HESP) report, *The Degree Dividend*, as the foundation of its “master planning process,” a process that would culminate in the development of a new statewide master plan and new performance contracts.

Finally, in 2011, the Colorado General Assembly adopted Senate Bill 11-052, a bill that directed the CCHE to (1) extend the terms of the existing performance contracts through December 2012, to (2) prepare and deliver a formal master plan for higher education no later than September 2012, and (3) to prepare new performance contracts for higher education systems, using the newly adopted master plan as the basis for the contracts, by December 2012. And, unlike previous statewide performance plans or contracts, those created by way of Senate Bill 11-052 must eventually be used for the introduction of performance funding.

The CCHE has just completed the process of developing a new statewide master plan according to the directives found in Senate Bill 11-052, most importantly identifying and defining statewide goals for the system of higher education (See attachment “A”).

Today, the CCHE and Department are in the process of working with institution governing boards and leadership to select and weight the specific performance indicators to be used in new performance contracts (see Addendum “B” Performance Contract Worksheet). Institutional performance as measured by the indicators selected is the foundation for a more transparent and accountable system of public higher education and with the inclusion of performance funding will direct the state’s resource allocation.

The legislative requirements of Senate Bill 11-052 align with and support the intent of House Bill 10-1119 (Smart Act) in that performance can be annually measured and assessed by program area and at a statewide level. Senate Bill 11-052 directed the Commission to develop agreed upon statewide goals that are to be implemented through individually tailored performance contracts by governing board. Each contract will include performance indicators that will assess

an institution's annual progress year over year. Institutional progress can also be aggregated to assess progress at a statewide level against agreed upon statewide goals. This approach respects the autonomy of the governing board structure for Colorado's public post-secondary institutions but supports common statewide planning and goals.

Following final execution and approval of the performance contracts, CCHE and Department will provide them to the General Assembly and make them publicly available on the Department website.

### **INSTITUTION-SPECIFIC ROLE AND MISSION AND STRATEGIC PLANS:**

CCHE through the Department of Higher Education acts as the central policy and coordinating organization for Colorado's public colleges and universities. As a coordinating body, CCHE does not direct institutional planning. Each governing board, local district junior college and area vocational school has a unique statutory role and mission and develops individual strategic and operating plans approved by its respective governing board. Agreement on statewide priorities in place through the statewide master plan and performance contracts will influence the institutional planning process and resource allocation decisions at the institutional level.

### **STATEWIDE MASTER PLAN PROCESS AND TIMELINE:**

For over a year, the CCHE has committed itself to fulfilling the requirements of Senate Bill 11-052 by designing and creating a master plan for Colorado postsecondary education. Continuing work toward a successful plan required input from across the system and extensive collaboration. As a coordinating board, the Commission was aware from the beginning that without significant "buy-in" from the institutions the master plan would be little more than an aspirational document. For this reason, the CCHE made it a priority to allow for input from every level of the higher education system at every stage of the planning process despite taking a great deal of time and organizational effort.

Despite requiring additional time and collaboration, the work of the Commission as a coordinating board collaborating with the governing boards in this planning process is consistent with the intent of both Senate Bill 11-052 and House Bill 10-1119 (SMART Act). Statewide priorities articulated in the attached master plan parallel strategic and operational planning at the institution level and through the performance contract will contain specific performance measures that correspond to annual performance-based goals.

The Commission began the process during its annual retreat in August 2011 and has discussed the goals, metrics, and other aspects of the master plan at every official CCHE meeting since. Table 1 identifies these meetings pertaining to the Master Plan and statewide goals on the following page.

**Table One: Commission Meetings on Master Plan**

| Date  | Event (location)   | Activity   | Participant Groups   |
|---|--|--|--|
| May 2011  | SBI1-052 signed by Governor Hickenlooper   | N/A  | N/A  |
| August 4 & 5, 2011  | CCHE Annual Retreat (@ Fort Lewis College)   | Discussion of Master Plan timeline<br>Discussion of Statewide Goals  | CCHE Members and DHE staff   |
| September 8, 2011   | CCHE Monthly Meeting (@ Colorado Mesa University)  | Master Plan Update*  | CCHE Members and DHE staff   |
| October 6, 2011   | CCHE Monthly Meeting (@ University of Northern Colorado)   | Master Plan Update*  | CCHE Members and DHE staff   |
| November 3, 2011  | CCHE Monthly Meeting (@ Arapahoe Community College)  | Master Plan Update*  | CCHE Members and DHE staff   |
| December 2, 2011  | Board of Trustee Chair Meeting (@ Auraria Higher Education Center)   | Discussion of Master Plan Process<br>Solicitation of Concepts<br>Discussion of Statewide Goals   | College CEO/Presidents<br>Governing Board Chairs<br>CCHE Members<br>DHE and College Staff                              |
| January 6, 2012   | CCHE Monthly Meeting (@ Colorado School of Mines)  | Master Plan Update*  | CCHE Members and DHE staff   |
| February 3, 2012  | CCHE Monthly Meeting (@ Department of Higher Ed)   | Master Plan Update*  | CCHE Members and DHE staff   |
| March 2, 2012   | CCHE Monthly Meeting (@ State Capitol)   | Master Plan Update*  | CCHE Members and DHE staff   |
| March 13, 2012  | Setting Statewide Goals Meeting (@ Community College of Aurora)  | Discuss Setting Statewide Goals<br>Development of Metrics  | Senior Level College Reps<br>CCHE Members<br>DHE Staff   |
| April 5, 2012   | CCHE Monthly Meeting (@ State Capitol)   | Master Plan Update*  | CCHE Members and DHE staff   |
| April 17, 2012  | Setting Statewide Goals Meeting (@ Auraria Higher Education Center)  | Continued Development of Metrics<br>Review of other states' Master Plans and Performance Metrics   | Senior Level College Reps<br>CCHE Members<br>DHE Staff   |
| May 4, 2012   | CCHE Monthly Meeting (@ State Capitol)   | Master Plan Update*  | CCHE Members and DHE staff   |
| May 23, 2012  | Setting Statewide Goals Meeting (@ Colorado School of Mines)   | Discussion of Master Plan<br>Solicitation of Concepts<br>Discussion of Statewide Goals   | Senior Level College Reps<br>CCHE Members<br>DHE Staff   |
| June 7, 2012  | CCHE Monthly Meeting (@ Otero Junior College)  | Master Plan Update*  | CCHE Members and DHE staff   |
| June 28, 2012   | Board of Trustee Summit (@ Fed Reserve Building)   | Present and solicit feedback on proposed Statewide Goals and metrics in the Master Plan  | General Assembly Members<br>College CEO/Presidents<br>Governing Board Members<br>CCHE Members<br>DHE and College Staff |
| August 2 & 3, 2012  | CCHE Annual Retreat (@ Colorado Mountain College)  | CCHE reviewed, considered and integrated institution feedback on Master Plan, Statewide Goals, and Performance metrics                     | CCHE Members and DHE staff<br>(Institution staff attended and were asked to participate)                               |
| September 13, 2012  | CCHE Monthly Meeting (@ Adams State University)  | Master Plan Update*  | CCHE Members and DHE staff   |
| September 26, 2012  | Feedback from Revised Master Plan Draft Solicited from Governing Boards                                    | Input from Institution leadership provided by meetings and letters on/or around this time frame  | Institution leadership<br>CCHE Members<br>DHE staff  |
| October 1, 2012   | Preliminary Meetings with CCHE, Staff Liaisons, and Campus Representatives regarding performance contracts | CCHE members and staff liaisons assigned to governing boards for performance contract negotiations and performance indicator determination | Institution leadership<br>CCHE Members<br>DHE staff  |
| October 4, 2012   | CCHE Monthly Meeting (@ Metropolitan State University of Denver)   | Master Plan Update*  | CCHE Members and DHE staff   |
| * More information on CCHE "Master Plan Updates" can be found on the Department of Higher Education website under each respective CCHE meeting. |  |  |  |

The highlighted items in Table 1 (previous page) identify the instances where the Department of Higher Education sponsored meetings to solicit input on statewide goals and related performance metrics from boards of trustees, college presidents, and senior level college representatives.

- August 1-2, 2011 at Fort Lewis College – Commission annual planning meeting. Over two days, the CCHE received input from the National Center for Higher Education Management Systems (NCHEMS) on critical needs in Colorado, discussed the conclusions of the Degree Dividend report, and then identified four preliminary statewide goals for the state’s master plan.
- December 2, 2011 at the Auraria Higher Education Center – meeting with chairpersons of the governing boards and college presidents. The purpose of this meeting was to discuss the master planning process and initial statewide goals;
- March 13, 2012 at the Community College of Aurora - meeting with senior-level institution representatives. The purpose of this meeting was to discuss the of setting statewide goals and the development of metrics;
- April 17, 2012 at the Auraria Higher Education Center – meeting with senior-level institution representatives. The purpose of this meeting was to review other states’ master plans and performance metrics;
- May 23, 2012 at the Colorado School of Mines – meeting with senior-level institution representatives. The purpose of this meeting was to discuss specific metrics for possible inclusion in the CCHE Master Plan; and,
- June 28, 2012 at the Federal Reserve Bank (Denver, CO) - Higher Education Summit with governing board members, college presidents, Governor Hickenlooper, and members of the General Assembly. The purpose of this summit was to present and solicit feedback on proposed goals and metrics in the master plan.

In early June 2012, the CCHE formally requested feedback from the governing boards on the proposed metrics and goals. The Commission asked that responses be submitted by early August 2012. All institutions responded to this request, and the feedback they provided was discussed by the CCHE at its annual retreat on August 2nd & 3rd at Colorado Mountain College in Glenwood Springs, Colorado. The Commission incorporated feedback and again asked for final comment on the master plan which was collected in late September, 2012. As the master plan was nearing completion discussions of the performance contract process initiated and is noted in Table 1 on the previous page.

***Final editing and formatting of the master plan is being completed and the Department and Commission are pleased to provide the initial proof of the final report as Addendum “A” of this document.***

**IMPROVING PERFORMANCE CONTRACTS: COMPARING S.B. 04-189 and S.B. 11-052**

As was noted in the Department’s FY 2012-13 Strategic Plan, the performance contracts signed in 2004 had limitations. First, the 2004 measures missed out on many Colorado students by focusing specifically on cohorts of first-time, full-time students only. The new statewide master plan and performance contracts is instead much more focused on targeting overall completion—in remediation, in transitions (transfer), and number of academic credentials. This will better capture the progress of all Colorado students.

The 2004 contracts did not have real consequences for failing to meet targets because it was not tied to the budgeting process. In large part, this was the result of a structural design feature of the contracts. The performance contracts being executed today must be used for performance funding decisions. The level of performance funding is statutorily defined as 25 percent of all new revenue above \$650 million after “restored level of general fund support” (i.e., \$706 million) has been reached (23-1-108(1.9)(c)(I) C.R.S.)

Finally, the former performance contracts were not tied to a statewide master plan or statewide goals. Individual contract results are disaggregated and do not culminate into a common statewide target. By requiring that the CCHE first adopt a statewide master plan, and then execute performance contracts based upon the goals adopted for implementation of the master plan, Senate Bill 11-052 linked and harmonized the statewide plan and performance contracts.

Because the collaborative master planning process was just getting underway, the Department’s FY 2012-13 Strategic Plan could not yet articulate the measures that would be utilized in the performance contracts but those measures are now detailed in Addendum “B.” The following Table 2 (see the following page) summarizes improvements in the type of data collected and the way it will be used as outline under Senate Bill 11-052.

**Table Two: Performance Contract Comparison**

| <b>S.B. 04-189</b>   | <b>S.B. 11-052</b>   |
|--|--|
| Data limited to first-time, full-time students                   | Includes data for non-traditional and transfer students                              |
| Focus on student retention and graduation of a particular cohort | Focus on degree and certificate completion across the student population             |
| Emphasis on number of students enrolled                          | Emphasis on improvements in degree completion  |
| No measure of progress toward goals                              | Measures progress to completion by credit hours attained                             |
| Only measures enrollment percentages for low income and minority | Measures include reducing disparity between underserved and non-underserved students |
| No measures for important student subsets                        | Includes improvement measures for remedial and STEM students                         |

In 2010, Department staff undertook a review of the former performance contracts process established per Senate Bill 04-189 (and subsequently modified pursuant to Section 23-5-129 C.R.S.). As part of that process, institutional leadership presented to the Commission both on performance progress and on ways to improve the process for developing performance contracts under Senate Bill 11-052. Some of this was highlighted in Addendum B of the Department's FY 2012-13 Strategic Plan. Those recommendations and some of the changes instituted by the Department and Commission to improve the master plan and performance contract process are summarized below:

- 1. The need for verifiable, consistent data:** The former performance contract system utilized data from different systems which resulted in multiple and duplicative reporting. It was recommended that the accountability system should utilize a common data system.

*Response: Performance under the new system will be verified utilizing common, nationally accepted data sets. This will eliminate inconsistent and duplicative reporting.*

- 2. Use of peer comparisons:** The 2004 performance contract process did not anticipate the use of comparable national peers making the measures, narrow and less relevant.

*Response: Under the new performance contracts, institutions have had the ability to select a set of peer institutions from across the country for comparison. Utilizing peers will provide greater meaning and context to help understand Colorado's progress in comparison to other institutions across the country.*

- 3. Determining metrics:** During the performance contract review Commissioners regularly asked institutional leaders whether the right number of metrics had been used. Institutional leadership responded that it was better to have fewer metrics but ensure that they are relevant and meaningful.

*Response: Throughout the statewide master plan process the Commission has emphasized the importance of using a small number of meaningful measures. The new performance contracts allow institutions to select from about two dozen individual indicators and assign them specific weights. Institutions will not select all the indicators but will ultimately use about 10 or 12 indicators.*

- 4. Measuring momentum:** Institutional leaders and the Commission discussed the importance of measuring progress toward degree and certificate completion.

*Response: Included among the indicators in the new performance contracts will be the ability for institutions to measure the proportion of students who accumulate a specific number of credit hours. In this way progress toward degree and certificate completion is also captured.*

- 5. Linking to goals:** Commissioners and institutional representatives discussed the importance of setting goals that are relevant to the state and to the institutions and Ensuring that whatever metrics and indicators were developed would support relevant goals.

*Response: The new performance contract indicators are specifically grouped under and linked to the four goals set forth in the statewide master plan.*

By December 2012, the CCHE must execute new performance contracts with each campus governing board. Commissioners and Department Staff have been assigned to meet with individual institution boards and leadership to review the performance indicators selected by the institutions. The performance contract support the goals included in new statewide master plan for higher education (Addendum “A”). Following formal adoption, the Department and Commission will provide the individualized completed performance contracts for each governing board as a final attachment to this document.

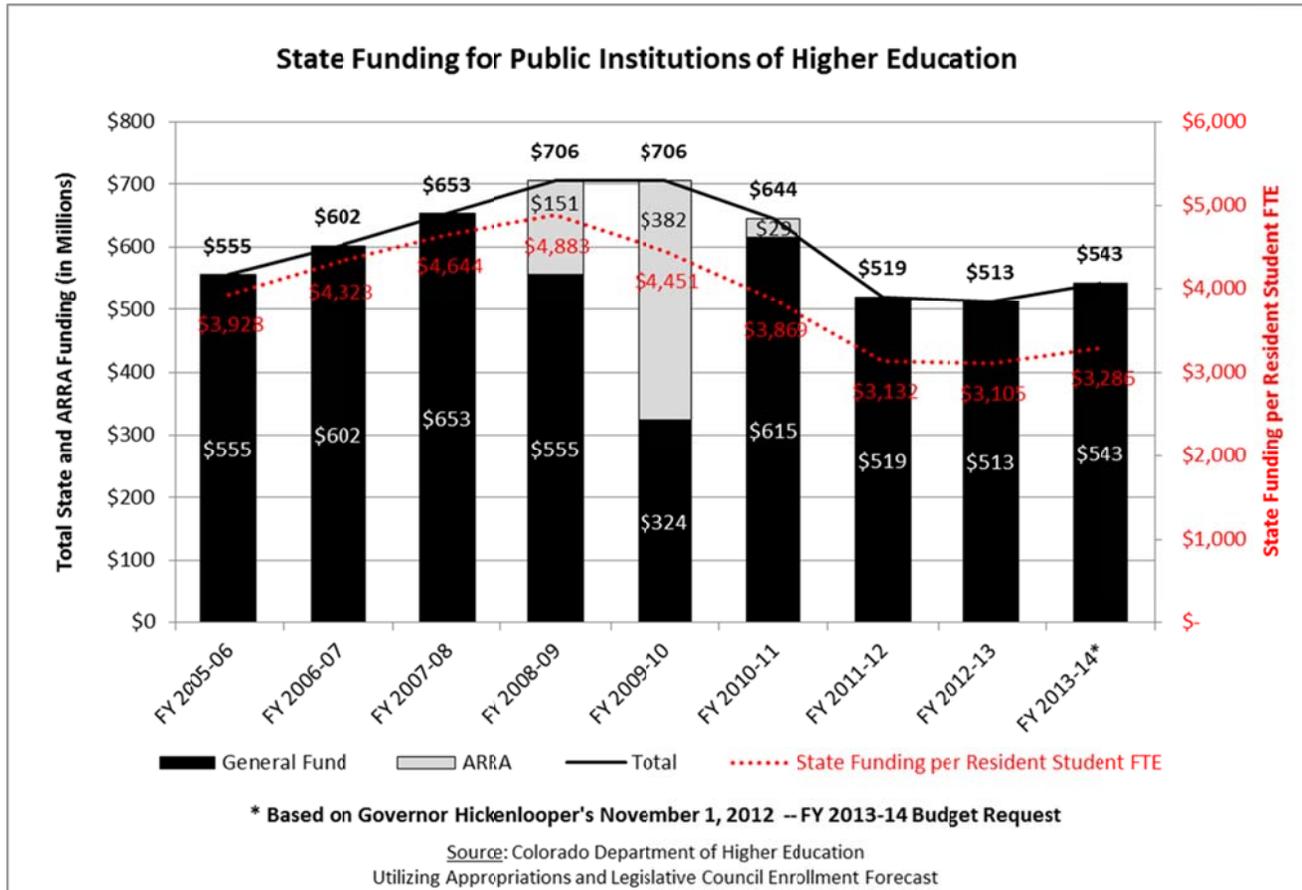
#### **MASTER PLAN AND PERFORMANCE CONTRACTS – RELATIONSHIP TO THE SYSTEM BUDGET:**

The FY 2013-14 budget request is linked to and reinforces planning efforts at a statewide and institutional level. This November 1, 2012 budget request for FY 2013-14 represents the first time in a number of years (since FY 2008-09) where the overall system of higher education has a General Fund increase to both operating for public colleges and state based financial aid. The proposed \$30 million in operating funds for FY 2013-14 occurs at the same time that Colorado’s public colleges and universities and the CCHE are coming to agreement on output-oriented measures that will be detailed in institution-specific performance contracts.

Colorado’s public system of higher education has not experienced a General Fund increase since the initial allocation of FY 2008-09 which was set in the spring of 2008. Since that time the public funding to the system has been cut by over 27 percent and enrollments have grown to record levels which further reduced state resources per resident student. Between FY 2008-09 and FY 2010-11, the American Recovery and Reinvestment Act of 2009 (ARRA), enabled the state to backfill General Fund cuts to the public system of higher education. Figure 1 (on the following page) illustrates the change in public funding to higher education in recent fiscal years.

The significant funding reductions in recent years called for rapid action by the institutions to both reduce expenditures on administrative overhead and mitigate cuts through the tuition flexibility provided in Senate Bill 10-003. The funding cuts were not specifically tied to a statewide master plan or the first version of performance contracts that were created through Senate Bill 04-189 which did not anticipate dramatic such year-over-year reductions.

**Figure One: Historical State Funding for Public Institutions of Higher Education**



By contrast, the FY 2013-14 request works in tandem with the goals of Senate Bill 11-052 which requires completion of a new higher education master plan with specific statewide goals linked to individually tailored performance contracts with specific performance measures uniquely weighted by institution. These performance contracts are on track to be completed by December 2012, and will annually articulate how public institutions of higher education are doing at increasing degree and credential attainment, closing degree attainment gaps, measuring progress by credit hour and improving basic skills/remedial education outcomes.

The FY 2013-14 request does not anticipate a level of funding that would trigger performance funding found in statute. Nevertheless as it is a significant increase over the prior year it sets the stage for allowing institutions to plan internally to meet the statewide goals articulated in the master plan (Addendum "A"). Additional funding requested in the November 1, 2012 FY 2013-14 budget request will allow some institutions to restore operational reserves depleted in recent years, make or restore investments in student services counseling and support and develop enrollment plans to reduce disparities and attainment gaps. Specific actions like these at the institution level will help the system achieve the broad statewide goals in the master plan.

Finally, the FY 2013-14 request can allow institutions to hold tuition increases to a lower level than in recent years. Last year an additional \$5.8 million reduction in state funding resulted in the FY 2012-13 tuition levels summarized on Table 3 (below).

**Table Three: Base Tuition Increases by Institution, FY 2011-12 to 2012-13**

| <b>Institution</b>                      | <b>FY 2011-12<br/>Tuition only<br/>(30 credit hrs)</b> | <b>FY 2012-13<br/>Tuition only<br/>(30 credit hrs)</b> | <b>Dollar<br/>Increase</b> | <b>% Increase</b> |
|---|--|--|----------------------------|-------------------|
| Adams State University                  | \$3,312  | \$3,816  | \$504                      | 15.2%             |
| Colorado Community College System       | \$3,176  | \$3,383  | \$207                      | 6.5%              |
| Colorado Mesa University                | \$5,780  | \$6,103  | \$324                      | 5.6%              |
| Colorado School of Mines                | \$12,585   | \$13,590   | \$1,005                    | 8.0%              |
| Colorado State University System        | CSU: \$6,307   | CSU: \$6,875   | \$568                      | 9.0%              |
|   | CSU-P: \$4,486   | CSU-P: \$5,194   | \$708                      | 15.8%             |
| Fort Lewis College                      | \$4,048  | \$4,800  | \$752                      | 18.6%             |
| Metropolitan State University of Denver | \$3,809  | \$4,304  | \$495                      | 13.0%             |
| University of Colorado System           | UCCS: \$6,720  | UCCS: \$7,050  | \$330                      | 4.9%              |
|   | UCD: \$6,776   | UCD: \$7,980   | \$1,204                    | 17.8%             |
|   | UCB: \$7,672   | UCB: \$8,056   | \$384                      | 5.0%              |
| University of Northern Colorado         | \$5,300  | \$5,464  | \$164                      | 3.1%              |
| Western State Colorado University       | \$3,922  | \$4,627  | \$705                      | 18.0%             |

**NOTE:** The tuition figures identified above are considered "Base Tuition Rates" (30 credit hours) and do not include tuition differentials, etc. No fees are identified in these figures.

Recent year budget cuts have resulted in tuition increases to allow institutions to continue operations but they have also allowed for increases in institution-based financial aid identified in Table 4 (below). The proposed operational increase for FY 2013-14 will have a direct impact on institutions but also on Colorado's underserved students by freeing up financial aid resources at the institutional level.

**Table Four: Change in Institutional Financial Aid at Public Institutions of Higher Education in Colorado, FY 2003-04 to FY 2010-11.**

| <b>Fiscal Year</b>                         | <b>2003-04</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> | <b>2010-11</b> |
|--|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Total Public Institutional Financial Aid   | 89,062,661     | 102,620,315    | 138,113,409    | 139,209,125    | 165,478,388    | 195,859,445    | 222,121,166    | 241,582,016    |
| Dollar Change from Prior Fiscal year       | -              | 13,557,654     | 35,493,094     | 1,095,716      | 26,269,263     | 30,381,057     | 26,261,721     | 19,460,850     |
| Percent Change from Prior Fiscal Year      | -              | 15.2%          | 34.6%          | 0.8%           | 18.9%          | 18.4%          | 13.4%          | 8.8%           |
| Cummulative Dollar Change from FY 2003-04  | -              | 13,557,654     | 49,050,748     | 50,146,464     | 76,415,727     | 106,796,784    | 133,058,505    | 152,519,355    |
| Cummulative Percent Change from FY 2003-04 | -              | 15.2%          | 55.1%          | 56.3%          | 85.8%          | 119.9%         | 149.4%         | 171.2%         |

It is important to note that the statewide master plan and institution-specific performance contracts will provide additional data to inform decision makers as to appropriate funding levels in future years. If future year revenues and appropriations allow for performance funding as set forth in Senate Bill 11-052, such funds will be allocated based entirely on the performance measures being negotiated with institutional governing boards today. Senate Bill 11-052 also requires that the Department submit a report to the General Assembly by December 2013 detailing how performance funding will work either through or in conjunction with the existing College Opportunity Fund Program.

**SMART ACT AUDIT FINDINGS:**

The July 2012 SMART Act Audit identified a few areas that are part of the Department budget but were not included in the FY 2012-13 Strategic Plan for the Department of Higher Education: namely, History Colorado and the Distribution to the Higher Education Competitive Research Authority. It is important to note that while the State Historical Society (dba History Colorado) is included in Part VI of the long bill under the Department of Higher Education and reports through the Department for its annual budget request, neither the Commission nor the Department has management authority of the programs or operations under History Colorado. As a 501(c)(3) charitable organization reporting to an independent board, History Colorado maintains a separate strategic plan and independent planning process.

Likewise, the Higher Education Competitive Research Authority (Authority) is created in §23-19.7-102 C.R.S. which establishes a board of directors for the Authority and states in paragraph (1) that the Authority shall not be subject to administrative direction by any department, commission, board, bureau, or agency of the state. Based on this language, neither the Department of Higher Education nor the Colorado Commission Higher Education exercises any oversight or regulatory powers over the Authority. Because the Authority is a fully independent entity, performance measures for the Authority were not included in the Department of Higher Education FY 2012-13 Strategic Plan.

The audit also cited the Department for not including in its FY 2012-13 Strategic Plan a means of performance evaluation or strategies to meet the referenced goals. The statewide master plan developed pursuant to Senate Bill 11-052 articulates broad, overarching goals to be met at statewide level. Performance evaluation for these goals will be based on the performance contracts themselves. Annually, the Commission and Department will be able to assess progress at the governing board level towards the mutually agreed upon goals and indicators.

Specific strategies for meeting these goals are, and must be, institution and governing board based. To this end, the performance contracts (see Addendum B for the template) are being written in a manner that allows individual governing boards and institutions to advance towards completion of the statewide goals using strategies and approaches that are specific and relevant to the individual role and mission of the institution. At the time of publication for the FY 2012-13 Strategic Plan, the master plan and performance contracts were still in early development stages and a means of performance evaluation was not yet available.

The Performance Contract Template (Addendum B) is instructional as to the measurement of several performance metrics. For example, indicator 1.1 addressing degree and certificate completion will be measured using a three-year rolling average. An institution's 2011-12 measurement would use data from 2009-10, 2010-11, and 2011-12 to measure progress toward the overall goal. This approach should smooth out any one-year anomalies that might occur in the data and allow for more consistent calculation towards the statewide goals. While not specifically referred to as "benchmarks" in the Master Plan, the statewide goals function in a

similar fashion as they represent the constant goal towards which the governing boards are collectively moving.

**HISTORICAL DATA:**

The data included in the November 1, 2011 FY 2012-13 strategic plans is provided for informational purposes as Addendum “C” at the end of this document. This data supported the original version of performance contracts developed under Senate Bill 04-189. While helpful for understanding performance measurement at that time, this data will not be utilized for the new performance contracts currently being developed in support of Senate Bill 11-052.

As noted above when governing board performance contracts are finalized and adopted by December 2012 the Commission and Department will provide each to the General Assembly and have publicly available on the Department website. Going forward this data and performance will provide the benchmark and measure of how public institutions of higher education are doing in meeting the goals in the statewide master plan.

**ADDENDUM A:**

**<<INITIAL PROOF>>**

**COLORADO COMPETES – A COMPLETION AGENDA FOR HIGHER EDUCATION**

**COLORADO COMMISSION ON HIGHER EDUCATION MATER PLAN**

**OCTOBER 2012**

# Colorado Competes

A Completion Agenda  
for Higher Education

Colorado Commission  
on Higher Education  
**MASTER PLAN**

*Published October 2012*

**The master plan must ...include accountability measures that will demonstrate that students receive high-value and high-quality educational services that are provided with the efficiency necessary to reduce attrition and increase retention and enable students to attain their degrees in a reasonable period of time, and to help ensure students achieve post-graduation success.**

**Legislative Declaration  
to Senate Bill 10-003**

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# Letter from the Commission

In 1947, the President’s Commission on Higher Education reported to President Harry S. Truman that “American colleges and universities...can no longer consider themselves merely the instrument for producing the intellectual elite; they must become the means by which every citizen, youth and adult is enabled and encouraged to carry his education, formal and informal, as far as his native capacities permit.”<sup>1</sup> In part to facilitate this newfound purpose and address the needs of ever-increasing numbers of students and institutions, many states established coordinating boards for their systems of higher education. These agencies are charged with studying the needs of all citizens, all regions, and all institutions. Unlike campus-level governing boards, these coordinating boards were not necessarily given responsibilities to manage academic programs or provide direct administrative oversight, but rather to coordinate policies intended to serve all students across institutions and carry out many of the laws developed by state legislatures to support the needs of rapidly expanding postsecondary systems.

Since its founding in 1965, the Colorado Commission on Higher Education has been the only official body charged with the responsibility to examine the postsecondary needs of the entire state and coordinate policies that benefit students enrolled at all institutions. As Commissioners, we accept our duty with the highest sense of responsibility to the citizens of Colorado and with great respect for the colleges and universities in the state.

In fulfilling the charge given to us by the General Assembly, we, the Commission, must periodically prepare a statewide master plan, a document that presents both a meaningful vision of, and outline for, practicable, measurable activities. According to Colorado statute, the Commission must identify in the master plan the “needs of the state with regard to higher education” and the priorities for meeting those needs [C.R.S. 23-1-108(1.5)(b)(1)]. The master plan must also serve as a framework upon which the state’s accountability system rests.

Additionally, one of the charges given to the Commission was to “take into account the final report of the higher education strategic planning steering committee appointed by the governor.” This 2010 report, titled The Degree Dividend, effectively identified many of the broad needs of the state with regard to higher education.

We began our work where The Degree Dividend left off. We developed the short- and longer-term steps necessary to address the challenges identified in The Degree Dividend. Specifically, we focused our efforts on the development of system-wide goals upon which performance could be measured.

We believe the goals presented in this report address a narrow list of objectives that are broadly accepted, meaningful, and have the potential to improve postsecondary outcomes for the residents of Colorado. In developing these performance goals, we seek to give deference to the unique features of the campuses in the state’s system of higher education and, in most instances, avoid specific numeric targets. With the exception of the state’s completion goal—the first and foremost goal in this plan—our goals focus on annual progress, recognizing that improvements take time, focused efforts, and resources.

## Colorado Commission on Higher Education

Richard Kaufman  
Chair  
6th Congressional District

Patricia L. Pacey  
Vice Chair  
2nd Congressional District

Larry B. Beckner  
3rd Congressional District

Jeanette Garcia  
3rd Congressional District

Happy Haynes  
1st Congressional District

Dr. Monte Moses  
6th Congressional District

Hereford Percy  
7th Congressional District

James T. Polsfut  
7th Congressional District

Regina M. Rodriguez  
7th Congressional District

B J Scott  
5th Congressional District

# Executive Summary

As part of this process, we asked the following questions:

- ▶ Should the higher education system be accessible to all, or only to those with adequate financial means?
- ▶ Is higher education merely a private good benefitting each individual who attends a college or university or is it a public good that benefits Colorado's communities and the state?
- ▶ How can higher education effectively demonstrate its stewardship of public resources?

We consider the goals described in this master plan to be more than an aspirational list of appealing ideas. This plan presents a new and shared promise for the General Assembly, the institutions of higher education, the Commission on Higher Education, and the residents of the state of Colorado. Consequently, this Commission considers the achievement of these goals as a priority list of ambitious, yet achievable, commitments that will improve opportunities for all Coloradans.

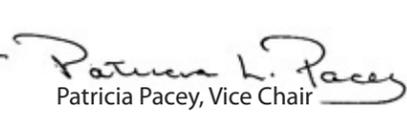
This Master Plan is not unilateral. This Commission considers itself jointly responsible with the institutions of higher education for the achievement of the goals in this plan and holds itself accountable for their realization.

While this plan lays out goals that, if met, achieve the legislature's intention to help ensure that the system is effective in accomplishing post-graduation success for all students, it does not attempt to provide an answer to every pressing policy question or predict the ways in which future policies will be formed. To address many of these matters, we have included a workplan that outlines the activities we will take on in response to the charges conveyed by the Colorado General Assembly.

Ultimately, this Master Plan is not a plan for a particular institution or system of institutions. It does not offer recommendations for campus practices or instructional activities. It does not focus on the needs of any one institution or system of institutions. Instead, it presents the priorities that we believe are the most pressing for the educational performance and economic vitality of Colorado. In short, it is a plan for the future of the state of Colorado.

For the Commission,

  
Richard Kaufman, Chair

  
Patricia Pacey, Vice Chair

The primary performance goal established by this Master Plan is to increase the number of Coloradans aged 25-34 who hold high-quality postsecondary credentials—certificates and degrees—to 66 percent by 2025. This goal is consistent with the opinion of the Lumina Foundation for Education, which argues that:

The United States risks an unprecedented shortage of college-educated workers in coming years. With the global economy demanding more and more highly skilled workers, economists and labor experts say increasing college attainment is a national imperative.<sup>2</sup>

Colorado ranks third in the nation in the percentage of citizens between the ages of 25 and 64 who hold a college degree: 46 percent, a figure that is projected to grow to 51 percent by 2025.<sup>3</sup> Leading economists estimate that to meet the workforce demands of the state's employers, 67 percent of the state's workforce will need a high-quality postsecondary credential or degree by 2018.<sup>4</sup>

In addition to this principal performance goal, the Commission identified three complementary goals that address areas of critical concern to the postsecondary system: Improving student progress and momentum; diminishing historical disparities among students from certain populations; and demonstrating the need and justification for improved investments in the postsecondary sector.

The Commission's four performance goals are as follows:

- Goal 1** Increase the attainment of high-quality postsecondary credentials across the academic disciplines and throughout Colorado by at least 1,000 new certificates and degrees each year to meet anticipated workforce demands by 2025.
- Goal 2** Improve student success through better outcomes in basic skills education, enhanced student support services and reduced average time to credential for all students.
- Goal 3** Enhance access to, and through, postsecondary education to ensure that the system reflects the changing demographics of the state while reducing attainment gaps among students from underserved communities.
- Goal 4** Develop resources, through increases in state funding, that will allow public institutions of higher education to meet projected enrollment demands while promoting affordability, accessibility and efficiency.

This plan is organized into three primary sections. The first section provides a general introduction to the needs of the postsecondary system and some context for the changes currently taking place in it. The second section presents the Commission's primary performance goals and indicators that will demonstrate progress toward their attainment. The last section outlines the ways in which the Commission will participate in the accomplishment of the goals presented in the second section of this plan as well as the activities intended to address the various additional requirements of state law.

# Master Plan

The benefits of a high-quality higher education system that is accessible to all Coloradans are well established.

Adults with postsecondary degrees and certificates earn higher incomes than those without such credentials. They have lower unemployment rates and better health outcomes. They rely on fewer social services and public safety nets. They create jobs that yield tax revenue and contribute toward building a stronger economy and a better society. That is, the contributions they make to their communities and their state far exceed their consumption of public goods.

Higher education also plays a pivotal role in improving the quality of life of communities across the state. Universities and colleges are integral to the economic and cultural successes of their home communities. The successful university and college system ensures that businesses have the educated and diverse workforce they need to grow, compete and thrive in a global marketplace. Colleges and universities attract business and investment capital and foster economic growth through industry collaborations.

The strength of local educational systems and the quality of a region's workforce are top considerations for businesses studying the development of new, or closures of existing, operations.

In short, the state's colleges and universities are the engines that drive economic competitiveness in the national and global market and hold the key to the state's economic future.

...the state's colleges and universities are the engines that drive economic competitiveness in the national and global market and hold the key to the state's economic future.

Accordingly, it is our strong opinion that higher education is and should be treated as an investment, not a simple cost.

Today, Colorado's higher education system is at a critical crossroads. The state's public investment in colleges and universities has shrunk dramatically. The result has been higher tuition and fees and increased costs to students and families. The increased costs limit access for lower- and middle-income families, reducing higher education opportunities at a time when we should be educating more of our citizens, not fewer.

Funding is not the only challenge. Too many students are not academically prepared for the rigors of college-level work. Too many enroll in college, but fail to persist to graduation. And, too often, access, persistence, and success in postsecondary education remains elusive for students from traditionally underserved populations.

Collectively, these shortcomings have the potential to jeopardize Colorado's economic future.

Lengthy discussion of these issues among stakeholders in 2010 produced The Degree Dividend, a detailed report that documents the mismatch between Colorado's aspirations and its current delivery of higher education.

The Degree Dividend identified three chronic challenges:

**Low Public Investment:** Colorado ranks among the lowest states in the nation in its funding of public institutions of higher education.

**Large Attainment Gap:** Colorado has the second largest degree attainment gap in the country—that is, the gap between the educational attainment of white students and the attainment of the next largest ethnic group, which in Colorado is Hispanic/Latino. In other words, Colorado's system performs far better for white students than it does for Hispanics or those from low-income families.

**A Leaking Education Pipeline:** Many of our students are not retained through to completion of a certificate or degree. According to the most recent census, there are nearly 3.3 million adults aged 25 and older in Colorado. Ninety percent of that population has a high school diploma or higher, yet only 37% hold a bachelors degree or higher. Of the 3.3 million adults, almost 780,000 have some college credit, but have not attained a degree or certified credential of any kind.<sup>5</sup>

# It is a fact: performance matters . . .

This Master Plan recommends a path forward for the Colorado Commission on Higher Education (CCHHE) and Colorado's public institutions of higher education that will yield a more performance-oriented system and that will earn increased levels of public awareness and support.

It is a fact: performance matters, and the Commission and the institutions must demonstrate that public investments in higher education return more positive benefits for individuals, businesses, and the community at large than most other public investments. Through this demonstration of value and performance, the public will be assured that its investment in higher education is paying long-term dividends to the economic and civic vitality of the state of Colorado.



# What Has History Taught Us?

Though the obstacles facing the state as it emerges from the recent recession are considerable, challenges are not new to higher education. In fact, many of the most significant leaps forward in the nation's higher education system have been in direct response to significant challenges.

During the Civil War, President Abraham Lincoln signed the Morrill Land-Grant Act. In direct response to historic needs for industrial growth as well as the expansion of highly educated citizenry, the Act provided the stimulus for incredible advancements in human capital and technological innovations in new states and territories and triggered unprecedented proliferation in the number of institutions of higher learning, including our own Colorado State University, the state's first public university.

Following World War II, the establishment of the GI Bill offered financial assistance as a benefit to returning veterans, opening up access to higher education to hundreds of thousands of Americans. The demand led directly to the dramatic expansion of public colleges and universities, in particular, the community college system and a broad growth of the nation's middle class. Within a generation of the end of World War II, the most rapid expansion of Colorado's public postsecondary sector took place, including the founding of Aims Community College, Colorado Mountain College, Community College of Denver, Arapahoe Community College, Colorado Northwestern Community College, Front Range Community College, Pikes Peak Community College, Morgan Community College, and Metropolitan State University of Denver, and the University of Colorado - Colorado Springs. Prior to World War II, only six percent of adults in the United States held a college degree. After the war, in large part because of the G.I. Bill, this number more than doubled, a fact that contributed to one of the most rapid national economic expansions of any country at any time.

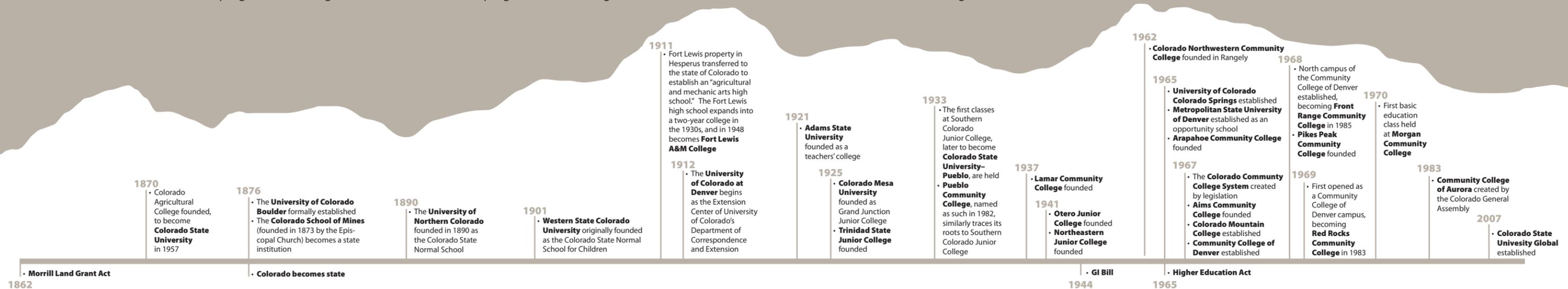
In addition, the 1965 Higher Education Act, a bill forged from the struggles for equality and justice that took place during the Civil Rights Era, opened the door to higher education to millions of citizens previously unable to gain access to many public and private institutions of higher education. This act created many of the nation's foremost financial aid programs, including what is now the Pell Grant program, and challenged all

states to view education not as a private good for the privileged few, but a public good for the needs of all. By 1970, in part because of the opportunities provided by the 1965 Higher Education Act, the average educational attainment of African-American youth age 20-24 had increased by more than 25% compared to that of older (25 and above) African-Americans. In fact, the average educational attainment of African-American youth (age 20-24) exceeded the average educational attainment of older white citizens (25 and above) and trailed that of younger white citizens by less than one-half of a year (12.3 years of education for African Americans compared to 12.7 for whites).<sup>6</sup>

These surges in expansion of the higher education system were the result of intentional, visionary public policies and direct public investments. In each case, there was clear recognition that public investments would yield powerful dividends—and the results show they did.

Drawing upon the lessons from history, Colorado has an opportunity today to respond to the current economic uncertainty and ongoing contractions in spending on public higher education. The state's investment in higher education per resident student has declined relative to student tuition. In 2000, the state funded 68 percent of a student's cost of college while the student was responsible for 32 percent; by 2010, the state funded only 32 percent, increasing the student burden to 68 percent. In the last five years, the state has reduced funding for higher education from \$706 million to \$513 million, a reduction of 27 percent in total dollars. Due to recent strong enrollment growth, the reduction in funding per resident student (full time equivalent) is even greater, at 36 percent.

In the face of these very significant economic challenges, what many experts call the "new normal" in higher education, public institutions throughout Colorado have proven their resiliency and resourcefulness. They have maintained quality, preserved access and reduced costs. For this, the institutions deserve recognition. Nevertheless, important challenges lie ahead, and failing to meet them may result in disintegration of a system built upon the bold, uniquely American foundational belief that all citizens, from military veterans to low-income inner-city youth, deserve the opportunity to improve their station in life through education.



## Going Forward

Colorado's public institutions have done such a good job absorbing budget cuts that Colorado's higher education system appears healthier than it is. That is, the system's successes obscure a more somber reality. Our institutions outperform their national peers in numerous rankings. Enrollments are strong, even reaching historically high levels at some institutions. Colleges and universities operate more efficiently than their peers in nearly every sector. Resident tuition is about average compared to public colleges and universities in other states, graduates are fully prepared to compete with the best and the brightest, and our institutions attract research dollars that result in groundbreaking discoveries in areas of national importance.



Beneath these statistics, the reality is worrisome. Success in higher education remains elusive for too many. Rising tuition and related costs create an unprecedented financial burden on Colorado families, a situation made all the more challenging in light of the state's current economic climate. Student debt load and student loan default rates are rising rapidly. Default rates vary significantly across institutions, from 1.5 to 26.2 percent at private institutions and 2.7 to 26.6 percent at public institutions. Overall, Colorado has the tenth highest student loan default rate in the nation.<sup>7</sup>

The population of college graduates today does not reflect the widely-held notion that a pathway should exist for every student to pursue learning to his or her highest potential. Nor does our state's investment in higher education reflect the belief that an investment

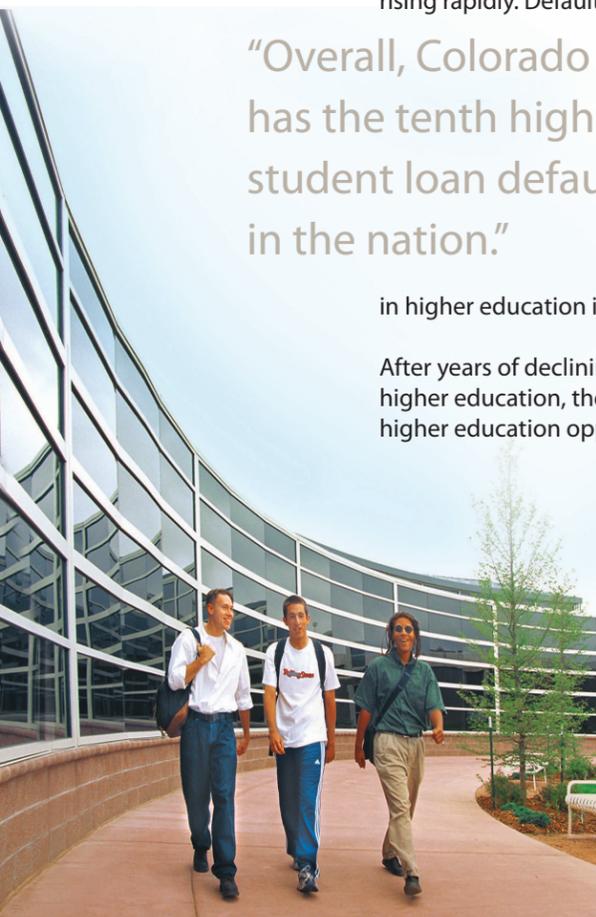
in higher education is pivotal to strengthening our economy.

After years of declining public investment in the infrastructure and operations of higher education, the goal of maintaining high-quality, accessible and affordable higher education opportunities for Coloradans is at risk.

These trends aren't new. **The Degree Dividend** put the issue in simple terms: taxpayers have every right to expect that public institutions of higher education serve all students.

"Overall, Colorado has the tenth highest student loan default rate in the nation."

"taxpayers have every right to expect that public institutions of higher education serve all students."



## The Four Goals

In August 2011, the CCHE began a yearlong process to fulfill the immediate charge from the Colorado General Assembly to identify the needs of the state with regard to the system of higher education and the top priorities for the state system of higher education in meeting those needs. The CCHE began this process by consulting The Degree Dividend, the report from the Higher Education Strategic Planning committee, which was adopted by the CCHE in late 2010.

In addition, the CCHE collected data, including research conducted by national policy organizations and agencies or institutions of higher education in other states. Using this information, the CCHE identified the issues of greatest concern to the state of Colorado which underpin and directly inform the four performance goals of this plan. These goals form the framework upon which performance contracts will be created and a future performance funding system will be based, in accordance with the specific requirements of state law [C.R.S. 23-1-108(1.5)(b)(1)].



# 1 Increasing Attainment

**Goal 1** Increase the attainment of high quality postsecondary credentials across the academic disciplines and throughout Colorado by at least 1,000 new certificates and degrees each year to meet anticipated workforce demands by 2025.

As the economy continues its rapid shift to information services and technology, colleges and universities are more critical than ever in preparing individuals for the workforce. As already noted, by 2018, nearly 70 percent of jobs in Colorado will require some level of postsecondary education. In fact, economists estimate that the demand for college-educated adults in Colorado is the fifth highest among all states in the nation. In contrast, the demand for high school trained adults in Colorado is the second weakest in the nation.<sup>8</sup>

In spite of these trends, today only 51 percent of the adult population in the state has a degree or certificate and only 46 percent has an associates or higher degree. More than a third of Colorado's adult population lacks any education after high school;

10 percent of adults lack a high school diploma or the equivalent.<sup>9</sup>

Through the master planning process, the CCHE has identified increasing credential attainment as the state's top higher education priority. After consulting with the postsecondary community in Colorado, the CCHE set a goal of 66 percent postsecondary attainment by 2025 for citizens aged 25-34. This would mean about two thirds of the population likeliest to participate in higher education would complete their certificate or degree.

According to the National Center for Higher Education Management Systems, consultants to the CCHE's master planning process, Colorado would need to add approximately 1,000 additional postsecondary credentials

**TARGET**

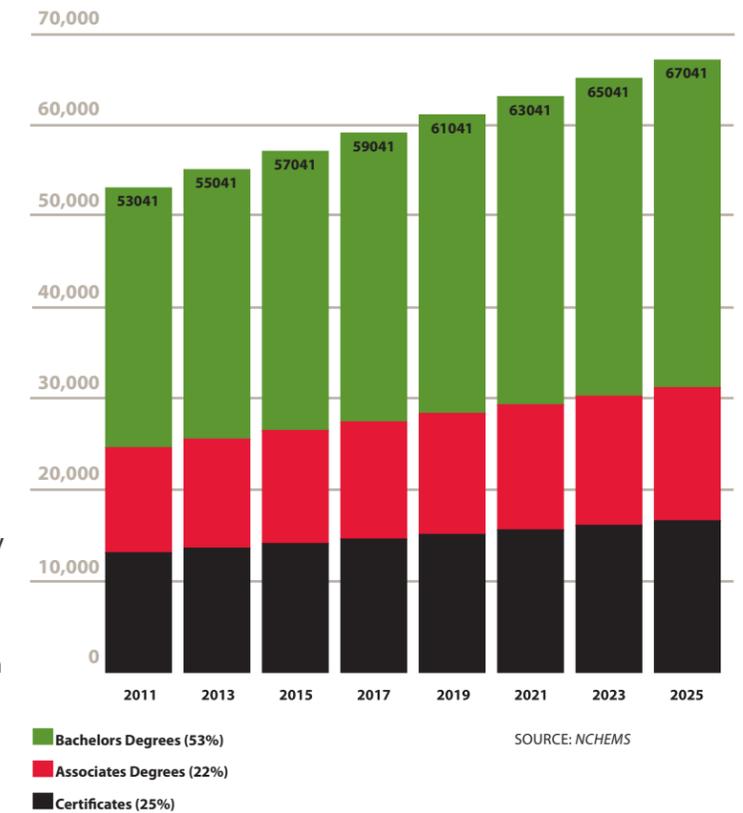
- ▶ Reach 66 percent postsecondary credential attainment for Colorado citizens aged 25-34 by 2025 (1,000 additional undergraduate credentials per year).

**INDICATORS OF PROGRESS**

- ▶ Graduation rates (cohort rate)
- ▶ Increased number of credentials (annual number)
- ▶ Increase STEM credentials, including in health fields (either the proportion of total credentials awarded or the annual number of new degrees)

**Annual Degree and Certificate Production**

An annual increase of approximately 1,000 degrees and certificates, maintaining the current proportion of certificates, associates degrees and bachelors degrees produced by our public and private institutions, will get us to the state's 66% goal by 2025.



each year to meet the 66 percent goal by 2025. Some expansion in postsecondary credential attainment will occur as a result of the state's expected population growth, which is predicted to increase by 20%, or about one million additional people, over the next decade. However natural growth alone will not result in the achievement of our 66 percent attainment goal.<sup>10</sup>

This goal is most critical for the state's economic development, as the data show that a well-educated populace is increasingly necessary to fill workforce needs. This goal should not be interpreted to diminish the critical importance of graduate-level training or training in STEM related disciplines, both of which are essential to the economic vitality of the state.

**Predicted Change in College Enrollment (2010-2021), by Region**

Nearly all regions of the state will experience enrollment growth among all types of students—traditional and non-traditional alike.

|                              | EASTERN MOUNTAINS | EASTERN PLAINS | FRONT RANGE | SAN LUIS VALLEY | WESTERN SLOPE |
|------------------------------|-------------------|----------------|-------------|-----------------|---------------|
| New Traditional-age Freshmen | 17.00%            | -8.16%         | 20.88%      | -0.57%          | 34.78%        |
| Traditional-age Transfers    | 41.95             | 19.06          | 27.79       | 11.58           | 22.97         |
| New Adult Freshmen           | 35.45             | 20.62          | 21.29       | 15.44           | 24.65         |
| Adult Transfers              | 27.55             | 28.43          | 3.03        | 28.38           | 24.67         |
| Graduate                     | 28.19             | 22.46          | 8.01        | 18.44           | 21.25         |

SOURCE: Noel Levitz, research conducted for the Colorado Department of Higher Education, 2012

# 2

## Improving Student Success

**Goal 2** Improve student success through better outcomes in basic skills education, enhanced student support services and reduced average time to credential for all students.

Colorado should rightfully be proud of the many accomplishments of its postsecondary system. Nonetheless, in spite of its recognition as one of the most highly educated states, Colorado ranks at or below average in student persistence and completion. That is, the system’s collective “throughput” is not yet exceptional.

Many students are not prepared for college-level work when they arrive; thus

they require remedial courses before they can begin their college-level classes. The effectiveness of remedial coursework—as evidenced by improvements in students’ success in credit-bearing English and mathematics courses and completion of a credential or degree—can, and must, be improved. For example, according to the Community College Research Center at Columbia University, only one in ten students requiring three terms of remedial mathematics will ever pass an entry level, credit-bearing course in mathematics.<sup>11</sup>

Additionally, the evidence is very strong that students who complete at least

“...the system’s collective ‘throughput’ is not yet exceptional.”

### TARGETS

- ▶ Eliminate disparities in the completion rates of college-level English and mathematics courses between students originally assigned to remediation and those not assigned to remediation.
- ▶ Improve student persistence and credit hour accumulation.
- ▶ Reduce average credit hours to degree for undergraduate students.

### INDICATORS OF PROGRESS

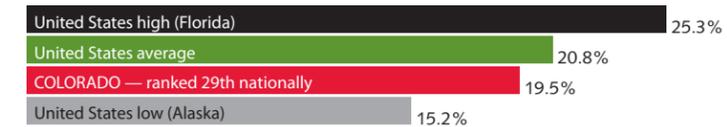
- ▶ Successfully completing (grade of C or better) introductory gtPathways courses in English and mathematics
- ▶ Successfully completing the remedial sequence
- ▶ Persistence and retention rates
- ▶ Credit hour accumulation
- ▶ Successful transfer out

24 credit hours in a given year (or 12 or more credit hours each semester)—what researchers describe as high academic intensity—are far more likely to persist, successfully transfer, and complete a college degree. Time is truly the enemy to successful college completion. Therefore, while many students cannot enroll in college full time due to other family, work, or financial conditions, it is clear that a primary driver for improving degree completion will be the ability to increase the numbers of students who can—and do—complete at least 24 credit hours each year.

Finally, transferring among and between public institutions is no longer the exception, but rather the rule for the majority of students. Historically, however, transfer students were counted as a successful completion neither at the institutions from which they transferred nor at the institutions from which they graduated. The CCHE recognizes the importance of assessing the various contributions institutions make in supporting transfer students and ensuring their successful and timely completion. Thus, the CCHE shaped this second goal to meet the legislative intent to “reduce attrition and increase retention and enable students to attain their degrees in a reasonable period of time” by addressing several critical interim events, those that occur after a student arrives on campus—including successfully completing remediation and successfully completing credit-bearing courses—and all of which complement the state’s principal goal of improving completions.

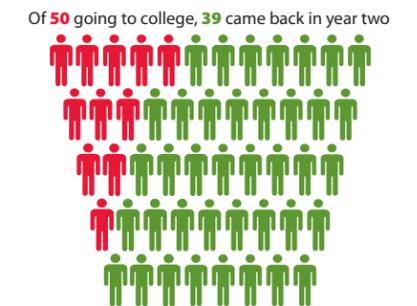
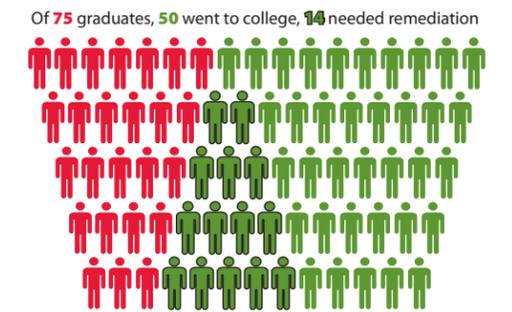
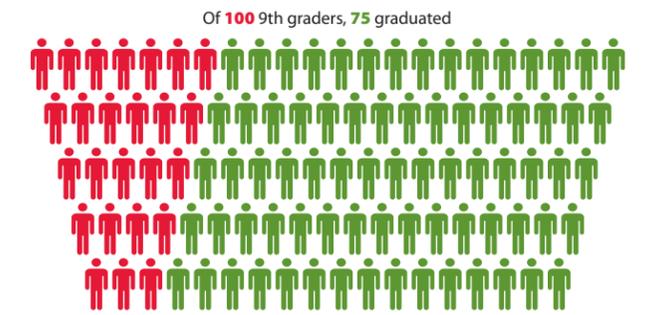
### Productivity: Number of Certificates and Degrees Completed per 100 Students Enrolled

As of 2008, Colorado was 29th in the nation at 19.5% degrees and certificates per 100 students enrolled.



SOURCE: NCES, IPEDS Completions and Enrollment Surveys

### Colorado Educational Pipeline



Of the 39 who came back, 22 got a degree within 150% time (i.e., three years for a two-year degree, six years for a four-year degree). Of the 14 who needed remediation, only 4 were among these 22.



SOURCE: Colorado Department of Higher Education: does not follow a single cohort of students, numbers are approximate based on available data.

# 3

## Reducing Gaps

**Goal 3** Enhance access to, and through, postsecondary education to ensure that the system reflects the changing demographics of the state while reducing attainment gaps among students from underserved communities.

Colorado's demographic profile is changing rapidly. These changes are visible on campuses throughout the state and are even more pronounced in the state's K-12 system. Our colleges and universities are enrolling increasing numbers of students who come from low-income and who will be the first in their family to attend college, and increasing proportions of enrolled students represent communities historically underserved by colleges

and universities, particularly the Hispanic/Latino community.

In spite of this progress, many students are not being served well or at all. Our largest growing ethnic group, Hispanic/Latino, has the lowest average educational attainment and the lowest college enrollment rate of any ethnic group in the state. Low-income students throughout the state are enrolled at a lower level than other groups in higher

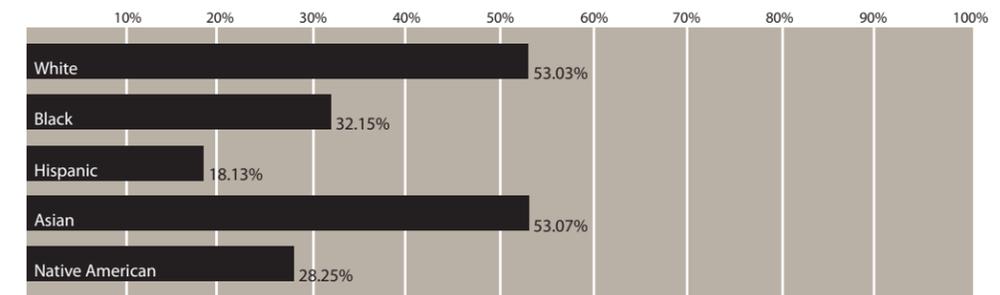
### TARGET

- ▶ Eliminate disparities in postsecondary access, progress, and completion between resident underserved students and resident non-underserved students.

### INDICATORS OF PROGRESS

- ▶ Increasing the number and proportion of newly enrolled students from traditionally underserved populations
- ▶ Reducing disparities in initial gateway course completion in English and math between underserved and non-underserved students
- ▶ Reducing disparities in persistence rates and credit hour attainment between underserved students and non-underserved students
- ▶ Reducing disparities in successful transfer and degree completion between underserved and non-underserved students
- ▶ Increasing retention and graduation rates for underserved students
- ▶ Increasing the share of degrees in STEM fields among students from underserved populations

Credential attainment rates among Colorado adults (ages 25-64), by population group



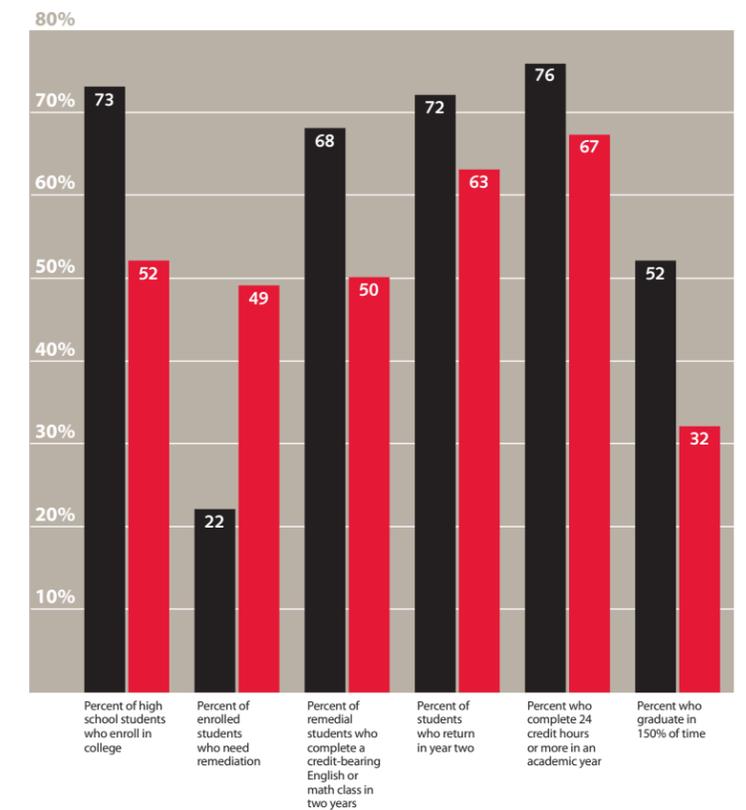
SOURCE: U.S. Census Bureau, 2008-10. American Community Survey PUMS File

education, and their participation is overly representative at low cost "access" institutions. Other groups of students are also often underrepresented in the postsecondary system, including students from certain rural communities, adult students, and males.

Consequently, the CCHE determined that appropriate system-wide goals are to increase the diversity of students on our campuses to better reflect Colorado's current populations and to measure institutional performance in the closing of known gaps in achievement, in particular those related to college participation; performance in remedial and "gateway" courses in English and mathematics; improving credit hour accumulation; and degree/certificate completion. Success in meeting the state's primary goal of increasing the college attainment rate to 66 percent of all citizens ages 25-34 hinges on improving underserved students' access to, progress in, and graduation from colleges and universities in the state.

### Colorado Student Gaps in Achievement

Evidence is strong that students who reach each "momentum point" are more likely to succeed.



■ White  
 ■ Minority/Traditionally Underserved\*  
 \*Defined as African American, Hispanic and Native American students; excludes Asian students

SOURCE: DHE SURDS data, does not follow a single cohort of students, numbers are approximate based on available data.

# 4

## Restoring Fiscal Balance

**Goal 4** Develop resources, through increases in state funding, that will allow public institutions of higher education to meet projected enrollment demands while promoting affordability, accessibility and efficiency.

In 2010, the Colorado General Assembly provided governing boards with unprecedented flexibility to set tuition rates in order to help the state's postsecondary system deal with "immediate and daunting economic challenges" (Senate Bill 10-003). Though temporary (the policy expires in the 2015-16 fiscal year), this change in policy

permitted public institutions in Colorado to preserve the vitality and quality of a world-class system of higher education.

Nonetheless, it is a fact: A system of public higher education financed upon rapid annual increases in tuition limits access for low-income and middle-income students.

Over the past decade, Colorado's public higher education institutions have relied increasingly on tuition and fee revenues as a response to rapidly declining state support. The result has been that students and families bear a far greater proportion of the total costs. While the state provided funding equivalent to approximately two-thirds of the total cost only ten years ago, that proportional amount has since decreased to less than one-third. The loss in

"...to build the public's trust and confidence, we must focus less on the ways other states fund their systems of higher education, and more on the ways in which improvements in funding help Colorado's families.

### TARGETS

- ▶ Increase the relative share of college costs shouldered by the state, and reverse the trend of increasing the student's burden, in order to bolster access to degrees and credentials for those who would pursue them.
- ▶ Maintain the state's national leadership in efficiency and productivity.

### INDICATORS OF PROGRESS

- ▶ Maintain efficiency by moderating tuition, increasing financial aid expenditures and increasing instructional expenditures when general fund dollars increase.
- ▶ Efficiency and productivity will be maintained above peer levels.

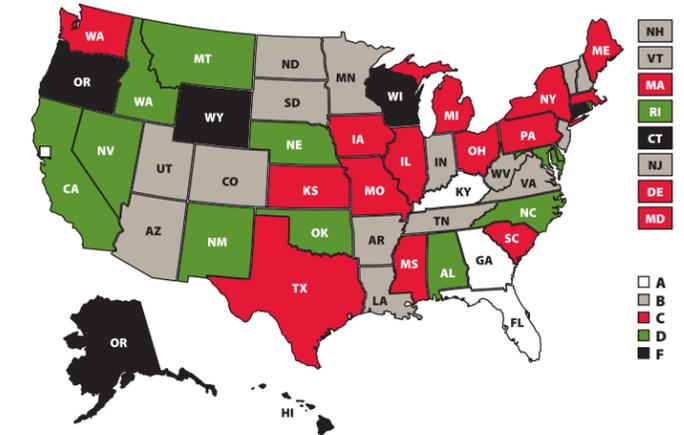
state support has been replaced by tuition and fees. This revenue shift has increased the average student loan amount for recent graduates and, when combined with a weak economy, elevated the state's student loan default rate. Further, students from low-income backgrounds have become increasingly sensitive to changes in college costs such that the cost of attending college is the primary driver in making the decision to enroll.<sup>12</sup>

The CCHE recognizes that, to preserve quality, access, and affordability—goals shared by all institutions of higher education and the CCHE—public revenues to higher education must increase. But, building public support for higher education will require more than simply pointing to statistics of revenue deficiencies. It will require ongoing demonstrations of effective stewardship, such as maintaining or improving productivity, maintaining quality, and recognizing the ways in which changes in costs affect participation decisions. In other words, to build the public's trust and confidence, we must focus less on the ways other states fund their systems of higher education, and more on the ways in which improvements in funding help Colorado's families.

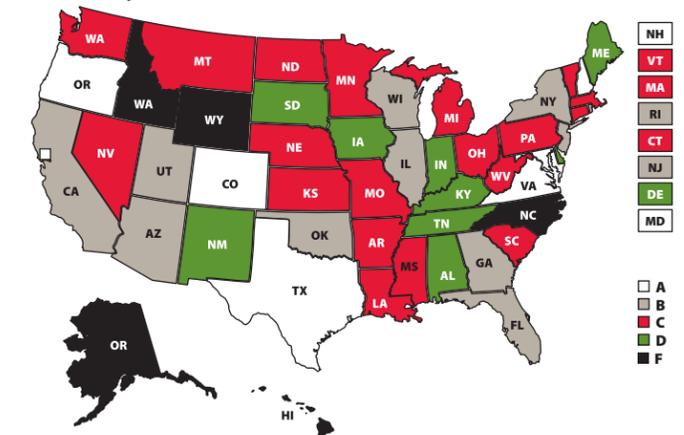
Additionally, the Commission believes strongly that measuring productivity, while critically important to building public confidence in the effectiveness of public higher education, isn't, alone, enough. The Commission believes that it too has a responsibility to advocate for improved public revenues to higher education. As was argued earlier in this plan, the

Commission believes strongly that higher education expenditures are investments, not costs. For these reasons, the Commission adopted the fourth and final measurable goal of its master plan.

Efficiency and Cost-Effectiveness, Two-Year

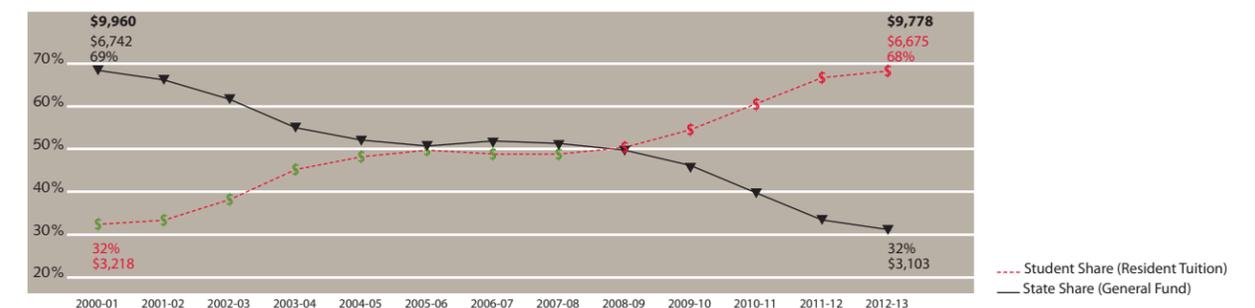


Efficiency and Cost-Effectiveness, Four-Year



SOURCE: ICW, "Leaders & Laggards A State-by-State Report Card on Public Postsecondary Education." Reprinted with permission of the Institute for a Competitive Workforce. NO endorsement by the Institute for a Competitive Workforce shall be inferred.

Average Resident Student's Share of College—Tuition vs. State Funding  
All Governing Boards (Adjusted for inflation in 2012 dollars)



SOURCE: Colorado Department of Higher Education, utilizing final appropriation total to Governing Boards by fiscal year, legislative Council Enrollment forecast (March 2012), and Denver/Boulder/Greeley CPI.

# Reaching Our Goals

## The Commission's Workplan for 2012-2017

In addition to the near-term objective of identifying statewide goals that will form the basis of the state's performance contracts and performance funding system, the CCHE has been charged by the Colorado General Assembly to carry out activities related to system-wide planning and coordination that are not measureable in a traditional sense and will not be used for institution-level performance or a performance funding system. These activities, expressed below, form the preponderance of the CCHE's near-term workplan for the years 2012-2017.

**Financial Viability and Affordability.** As is discussed throughout this document, perhaps no single issue facing higher education in Colorado is of greater concern to the CCHE than ensuring the long-term fiscal stability and affordability of the state system of higher education, ensuring the efficient allocation of available state resources to support institutions of higher education, and ensuring that the state's institutions remain accessible and affordable to students with demonstrated financial need.

Though the CCHE does not possess the authority to generate new revenues or appropriate funding to higher education, it does have the responsibility to advocate for sufficient resources for the system of higher education, to collaborate with campus representatives to develop a performance funding plan, and to ensure that financial aid is allocated in ways that support the state's access and completion goals. To these ends, the CCHE commits to complete the following activities:

- ▶ Beginning in November 2012, the CCHE will annually request operating revenues to meet projected enrollment and inflationary increases, based upon the College Opportunity Fund stipend value established in 2005.
- ▶ Beginning in November 2012, the CCHE will annually request appropriations for state financial aid to meet projected changes in enrollments of resident need-eligible residents and changes in costs of attendance for resident full-time students.
- ▶ By December 1, 2012 and each year thereafter, the CCHE will review and, if necessary, modify the allocation method applied to state need-based financial aid to ensure that the allocation of such funds reinforces and supports the achievement of the state's performance goals.
- ▶ By December 1, 2013, the CCHE will prepare a method to allocate performance-based operating revenue to public institutions of higher education. By September 1, 2013, the CCHE will prepare and disseminate to institutions and governing boards a draft of the proposed performance funding plan.

**Aligning K-12 and Higher Education.** State law demands that the state system of higher education be aligned with the system of elementary and secondary education. The purpose of this is to increase the rate at which students who graduate from Colorado high schools with the academic preparation necessary to perform college-level work without remediation enroll in and complete postsecondary and career and technical education. The policies through which this is accomplished are primarily the Commission's admission and remedial policies. Consequently, the Commission commits to completing the following activities:

- ▶ Implement supplemental instruction procedures by December 31, 2012.
- ▶ Complete revisions to the statewide remedial education policy by July 1, 2014.
- ▶ Complete revisions to the statewide admission policy by July 1, 2014.

These policy revisions will implement systemic approaches to strengthen the continuity of education from elementary and secondary through postsecondary, such as the alignment and use of the Common Core State Standards (Colorado Academic Standards), the expanded use of statewide transfer agreements, the inclusion of national consortia assessments (Partnership for the Assessment of Readiness for College and Careers [PARCC] and Smarter Balanced), the use of credit earned through concurrent enrollment, and the implementation and expanded use of reverse transfer procedures. As part of this process, the CCHE will specifically address opportunities for students with disabilities, including intellectual disabilities, to participate in postsecondary education.

**Evaluating System Needs.** The CCHE has been charged with several responsibilities concerning evaluating the needs and limitations of the public system of higher education. These responsibilities include: reviewing the role and mission of the state's institutions of higher education; reviewing the governance structure of the state's system of higher education; addressing the workforce and economic development needs of the state within the system of higher education; implementing strategies that strengthen the link between higher education and economic development and innovation in the state; and improving and sustaining excellence in postsecondary programs. In addition, the CCHE is charged with identifying ways to provide access to postsecondary education for underserved communities and to reduce the geographic disparities of students from rural environments. To address these responsibilities, the CCHE commits to the following activity:

- ▶ By December 1, 2013 and periodically thereafter, the CCHE will evaluate the current and projected student and workforce demand for postsecondary education, by type and level, and the roles and missions, locations, and service areas of existing public colleges and universities, and prepare recommendations on the ways in which the public system of postsecondary education could address known or projected education shortages.

**Advocacy and Awareness.** As the only board in Colorado with a mission to address the needs of the entire state and all of the postsecondary institutions located in it, the CCHE takes seriously its responsibility to provide timely, accurate, and influential information concerning system performance and accountability to the public. Accordingly, as stewards of the public interest, the CCHE commits to completing the following activities:

- ▶ For each year that performance contracts are in place, the CCHE will prepare an annual report to the Governor, General Assembly and other stakeholders on institutional performance regarding the goals and metrics found in the Colorado Commission on Higher Education's master plan and related performance contracts. The CCHE will ensure that this report demonstrates the impacts that changes in public revenues have had on institutions' capabilities to meet performance targets.
- ▶ Through a range of mediums and venues, the CCHE will improve the public's awareness of the conditions of higher education in the state by illustrating institutions' performance, demonstrating the impacts that changes in public revenues to higher education, identifying areas of opportunity to improve performance, and projecting the financial and academic needs of future students.



# Conclusion

Colorado has a strong postsecondary education system that is producing high-quality results for many. But, Colorado's system of higher education must address some long-standing challenges if we hope to remain competitive in the national and global economy and continue to enjoy the quality of life to which Coloradans are accustomed.

Access to higher education and the attainment of a credential should not be reduced to an exclusive commodity available only to those with considerable financial means or those willing to accept large amounts of personal debt. Financing higher education should be treated as an investment in the economic and civic well-being of the state, not as a cost. Our future economic vitality demands that we recognize the benefits of increased credential attainment to the state and its economy.

“Financing higher education should be treated as an investment in the economic and civic well-being of the state, not as a cost.”

The issues that the Commission considers and addresses in this master plan are difficult. In putting forth this Master Plan and the performance goals, the Commission and the state's system of higher education are committing themselves to years of hard work.

The strongest shared commitment to hard work is imperative because the

Commission recognizes that failure to act and to make progress on the areas addressed by this plan will result in significant economic and social losses for Colorado. Businesses, individuals, and the future of the state depend on the changes outlined in this plan.

In meeting these challenges, the Commission's role is not to direct the institutions of higher education regarding how to run their campuses. Rather, the role of the Commission is to provide support for and foster improvements and innovations in higher education institutions throughout the state, hold them accountable, and provide an incentive for performance that all of the higher education stakeholders have deemed to be in the best interest of the state.

To make the case for higher education to families and policy makers and to build awareness of the system's most urgent and pressing issues, we must shine a light on performance. While not always easy, Colorado's system of public higher education must embrace transparency and be willing to examine its strengths and shortcomings publicly so as to build awareness of progress and galvanize the public's commitment to higher education.

At this very difficult time in the state's and the nation's economic history, Colorado has an opportunity to strengthen its already robust system of colleges and universities. It can ensure that all Coloradans have the opportunity to become engaged, productive citizens. Though comprehensive, this plan does not attempt to provide an answer to every pressing policy question. It does not mandate strategies to which campuses must conform. Instead, it constructs a list of priorities and a plan for implementing policies that will allow Colorado to maintain the quality of life all citizens have come to expect and enjoy.

# End notes

- <sup>1</sup> President's Commission on Higher Education. (1947) Higher Education for American Democracy. New York, NY: Harper & Brothers Publishers.
- <sup>2</sup> Lumina Foundation. (2012). A Stronger Nation Through Degrees: How and Why Americans Must Achieve a Big Goal for College Attainment. Indianapolis, IN: Lumina Foundation.
- <sup>3</sup> Lumina Foundation. (2012). A Stronger Nation Through Degrees: How and Why Americans Must Achieve a Big Goal for College Attainment. Indianapolis, IN: Lumina Foundation.
- <sup>4</sup> Carnevale, Anthony P.; Smith, N, Strohl, J. (2010). Help Wanted: Projections of Jobs and Education Requirements Through 2018. Washington D.C.: Georgetown Center for Education and the Workforce.
- <sup>5</sup> US Census, American Community Survey available at [www.census.gov](http://www.census.gov).
- <sup>6</sup> US Decennial Census (1970), available at [www.census.gov/hhes/socdemo/education/data/cps/1970/tab-199.pdf](http://www.census.gov/hhes/socdemo/education/data/cps/1970/tab-199.pdf).
- <sup>7</sup> US Department of Education, Official Cohort Default Rates FY 2009.
- <sup>8</sup> Carnevale, Anthony P.; Smith, N, Strohl, J. (2010). Help Wanted: Projections of Jobs and Education Requirements Through 2018. Washington D.C.: Georgetown Center for Education and the Workforce.
- <sup>9</sup> Estimates provided by the National Center for Higher Education Management Systems (NCHEMS).
- <sup>10</sup> Noel-Levitz, research conducted for the Colorado Department of Higher Education, 2012. Available at: [http://highered.colorado.gov/Publications/Studies/2012/20120504\\_EnrProjections\\_NL\\_Summary.pdf](http://highered.colorado.gov/Publications/Studies/2012/20120504_EnrProjections_NL_Summary.pdf).
- <sup>11</sup> The Community College Research Center at Columbia University (2012), as presented by Complete College America.
- <sup>12</sup> Augenblick, Palaich, and Associates (2012). Price Sensitivity in Student Selection of Colorado Public Four-Year Higher Education Institutions. Denver, CO. Colorado Department of Higher Education.

**COLORADO COMPETES:**

**A Completion Agenda for Higher Education**

Colorado Commission on Higher Education Master Plan

*Published October 2012*

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**ADDENDUM B: PERFORMANCE CONTRACT WORKSHEET TEMPLATE**

|                                      |  |                  |     | Colorado Performance Contract Worksheet  |                         | Weight (As %)  |                                       |    |
|--------------------------------------|--|------------------|-----|--|-------------------------|--|---------------------------------------|----|
| Credential Completion                | Minimum of two indicators and 20 total points. | 1.1, 1.2, or 1.3 | 1.1 | Increase undergraduate credentials awarded by one percentage point per year.   |                         |  |                                       |    |
|                                      |  |                  | 1.2 | "Maintain excellence" by conferring undergraduate credentials per 100 students enrolled at a level at or among the top 25% of peer institutions        |                         |  |                                       |    |
|                                      |  |                  | 1.3 | "Maintain excellence" by maintaining graduation rates at or among the top 25% of peer institutions   |                         |  |                                       |    |
|                                      |  |                  |     |  | 1.4                     | Annually increase the graduation rate of transfer students   |                                       |    |
|                                      |  |                  |     |  | 1.5                     | Annually increase proportion of undergraduate credentials awarded in STEM disciplines  |                                       |    |
|                                      |  |                  |     |  | 1.6                     | Annually increase graduate degree productivity as measured by the number of graduate credentials awarded compared to the number of graduate students (FTE) enrolled.   |                                       |    |
|                                      |  |                  |     |  | 1.7                     | INSTITUTION DEVELOPED INDICATOR  |                                       |    |
|                                      |  |                  |     |  |                         |  | Subtotal Credential Completion        | 0% |
| Student Momentum and Success         | Minimum of two indicators and 20 total points. |                  | 2.1 | Annually increase the successful completion (C or better) of introductory gtPathways courses in English and Mathematics                                |                         |  |                                       |    |
|                                      |  |                  | 2.2 | Annually increase the proportion of students who accumulate at least 24 credit hours   |                         |  |                                       |    |
|                                      |  |                  | 2.3 | Annually increase transfer out rate of degree-seeking associate of art or associate of science students who earn at least 12 credit hours              |                         |  |                                       |    |
|                                      |  |                  | 2.4 | Annually increase the number of resident students who successfully complete the remedial course sequence   |                         |  |                                       |    |
|                                      |  |                  | 2.5 | Annually increase retention rates across all student levels (e.g., sophomore, junior, senior)  |                         |  |                                       |    |
|                                      |  |                  | 2.6 | INSTITUTION DEVELOPED INDICATOR  |                         |  |                                       |    |
|                                      |  |                  |     |  |                         |  | Subtotal Student Momentum and Success | 0% |
| Closing Progress and Attainment Gaps | Minimum of two indicators and 20 total points. | 3.1 or 3.2       | 3.1 | Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students                                     |                         |  |                                       |    |
|                                      |  |                  | 3.2 | Annually reduce disparities in degree completion (graduates per 100 FTE) between resident underserved and resident non-underserved students            |                         |  |                                       |    |
|                                      |  |                  |     |  | 3.3                     | Annually reduce disparities in the successful completion rates of entry-level gtPathways courses English and entry-level mathematics courses between resident underserved students and resident non-underserved students |                                       |    |
|                                      |  |                  |     |  | 3.4                     | Annually increase the proportion of newly enrolled resident students who are from resident underserved populations   |                                       |    |
|                                      |  |                  |     |  | 3.5                     | Annually increase the proportion of resident underserved students who earn postsecondary credentials in STEM disciplines   |                                       |    |
|                                      |  |                  |     |  | 3.6                     | Annually reduce disparities in the transfer out rate between resident underserved students and resident non-underservd students  |                                       |    |
|                                      |  |                  |     |  | 3.7                     | Annually reduce disparities in retention rates among resident underserved students and resident non-underserved students across all levels (sophomore, junior, senior)   |                                       |    |
|                                      |  |                  |     |  | 3.8                     | Annually increase the proportion of resident underserved students who earn graduate-level degrees  |                                       |    |
|                                      |  |                  |     |  | 3.9                     | INSTITUTION DEVELOPED INDICATOR  |                                       |    |
|                                      |  |                  |     |  | Subtotal Close Gaps     | 0%   |                                       |    |
| Financial Stewardship                | Minimum of two indicators and 15 total points. |                  | 4.1 | Maintain the institution's rank relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues              |                         |  |                                       |    |
|                                      |  |                  | 4.2 | Moderate resident undergraduate tuition increases when state general fund revenues increase above inflation  |                         |  |                                       |    |
|                                      |  |                  | 4.3 | Increase expenditures for instruction (per FTE) at a rate that is equivalent to or greater than tuition increases for resident undergraduate students. |                         |  |                                       |    |
|                                      |  |                  | 4.4 | Increase institutional need-based financial aid expenditures (per FTE) at a rate at or above tuition increases for resident undergraduate students.    |                         |  |                                       |    |
|                                      |  |                  | 4.5 | INSTITUTION DEVELOPED INDICATOR  |                         |  |                                       |    |
|                                      |  |                  |     |  |                         |  | Subtotal Financial Stewardship        | 0% |
|                                      |  |                  |     |  | Total (Must Total 100%) | 0%   |                                       |    |

Note: All metrics will be measured using a three-year rolling average. For example, the 2011-12 measurement will use data from 2009-10, 2010-11, and 2011-12.

**ADDENDUM C: INSTITUTION SPECIFIC PERFORMANCE ON SELECTED CRITERIA, 2005-2010**

**Retention Rates<sup>1</sup> (2005-2010)**

|   |                               |                  |                  |                  |                  |                  |                  |
|---|-------------------------------|------------------|------------------|------------------|------------------|------------------|------------------|
| Adams State College                     | <b>Goal: 60.9% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 55.5%            | 54.9%            | 55.4%            | 51.1%            | 56.5%            | 60.3%            |
| Colorado Community College System       | <b>Goal: 54.4% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 48.7%            | 50.1%            | 54.9%            | 53.2%            | 58.2%            | 55.3%            |
| Colorado Mesa University                | <b>Goal: 72.0% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 66.8%            | 68.4%            | 72.2%            | 70.7%            | 73.9%            | 65.5%            |
| Colorado School of Mines                | <b>Goal: 60.0% per C.R.S.</b> | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 82.1%            | 83.4%            | 80.3%            | 83.6%            | 89.0%            | 87.4%            |
| Colorado State-Fort Collins             | <b>Goal: 85.1% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 83.1%            | 82.0%            | 82.0%            | 83.0%            | 82.8%            | 83.1%            |
| Colorado State-Pueblo                   | <b>Goal: 67.0% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 59.2%            | 61.3%            | 63.0%            | 65.6%            | 65.6%            | 63.6%            |
| Fort Lewis College                      | <b>Goal: 57.5% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 58.0%            | 57.6%            | 56.0%            | 58.5%            | 60.3%            | 62.0%            |
| Metro State College                     | <b>Goal: 62.8% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 61.0%            | 62.0%            | 68.0%            | 67.0%            | 67.0%            | 66.6%            |
| University of Colorado-Boulder          | <b>Goal: 88.0% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 82.4%            | 84.3%            | 83.2%            | 83.9%            | 82.7%            | 84.7%            |
| University of Colorado-Colorado Springs | <b>Goal: 72.0% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 66.9%            | 64.6%            | 69.1%            | 71.4%            | 67.3%            | 68.1%            |
| University of Colorado-Denver           | <b>Goal: 72.0% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 71.1%            | 71.1%            | 72.1%            | 70.8%            | 69.6%            | 73.2%            |
| University of Northern Colorado         | <b>Goal: 71.0% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 71.4%            | 68.0%            | 66.2%            | 70.5%            | 68.4%            | 69.2%            |
| Western State College                   | <b>Goal: 60.0% by 2008</b>    | <b>Fall 2005</b> | <b>Fall 2006</b> | <b>Fall 2007</b> | <b>Fall 2008</b> | <b>Fall 2009</b> | <b>Fall 2010</b> |
|   | <b>Actual</b>                 | 57.9%            | 61.0%            | 59.2%            | 61.3%            | 54.4%            | 59.1%            |

<sup>1</sup> Retention Rates are based First Time (in fall), Full Time, degree seeking undergrads, all ages excludes exclusive extended studies students, retained the following fall at the same institution. Actual data is based on institutional supplied data or SURDs data. In some instances where institutional supplied data is not currently available, SURDs data has been incorporated. Institution supplied data may be updated.

**Graduation Rates<sup>2</sup> (2005-2010)**

|   |                               |             |             |             |             |             |             |
|---|-------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Adams State College                     | <b>Goal: 30.4% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 32.0%       | 29.0%       | 36.7%       | 29.6%       | 31.3%       | 24.8%       |
| Colorado Community College System       | <b>Goal: 21.2% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 25.8%       | 21.4%       | 23.4%       | 24.8%       | 22.5%       | 20.8%       |
| Colorado Mesa University                | <b>Goal: 34.0% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 28.0%       | 33.0%       | 33.0%       | 35.0%       | 25.9%       | 26.3%       |
| Colorado School of Mines                | <b>Goal: 60.0% per C.R.S.</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 67.3%       | 68.9%       | 67.6%       | 71.7%       | 67.2%       | 64.1%       |
| Colorado State-Fort Collins             | <b>Goal: 63.6% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 64.0%       | 66.0%       | 66.0%       | 64.0%       | 63.4%       | 63.4%       |
| Colorado State-Pueblo                   | <b>Goal:31.8% by 2008</b>     | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 38.3%       | 32.7%       | 42.3%       | 39.3%       | 27.4%       | 30.4%       |
| Fort Lewis College                      | <b>Goal: 32.0% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 27.8%       | 32.0%       | 29.7%       | 33.0%       | 33.9%       | 37.8%       |
| Metro State College                     | <b>Goal:21.8% by 2008</b>     | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 20.0%       | 24.0%       | 23.0%       | 21.0%       | 20.6%       | 20.5%       |
| University of Colorado-Boulder          | <b>Goal: 71.0% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 69.5%       | 68.4%       | 70.9%       | 70.3%       | 70.4%       | 71.5%       |
| University of Colorado-Colorado Springs | <b>Goal: 42.0% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 47.7%       | 48.8%       | 51.8%       | 53.8%       | 52.4%       | 53.0%       |
| University of Colorado-Denver           | <b>Goal: 42.0% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 49.4%       | 44.0%       | 48.0%       | 46.7%       | 51.9%       | 50.7%       |
| University of Northern Colorado         | <b>Goal: 49.0% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 45.8%       | 48.8%       | 49.8%       | 49.9%       | 49.3%       | 46.4%       |
| Western State College                   | <b>Goal: 31.8% by 2008</b>    | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | Actual                        | 36.3%       | 31.5%       | 37.0%       | 36.8%       | 39.0%       | 34.4%       |

<sup>2</sup> Graduation Rates are based on First Time Fall, Full Time, Degree Seeking UG, all Ages, excludes extended studies students. 6 year graduation rate (150%) at original 4 year institution and 3 year graduation rate (150%) at original 2 year institution. Actual data is based on institutional supplied data or SURDs data. In some instances where institutional supplied data is not currently available, SURDs data has been incorporated. Institution supplied data may be updated.

**Minority Enrollments<sup>3</sup> (2005-2010)**

|   |                               |             |             |             |             |             |             |
|---|-------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| <b>Adams State College</b>                | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 896         | 890         | 920         | 896         | 982         | 1,128       |
| <b>Colorado Community College System</b>  | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 18,318      | 19,038      | 19,064      | 18,912      | 23,011      | 27,149      |
| <b>Colorado Mesa University</b>           | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 764         | 865         | 919         | 946         | 1,044       | 1,458       |
| <b>Colorado State-Fort Collins</b>        | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 2,985       | 3,050       | 3,648       | 3,273       | 3,406       | 3,655       |
| <b>Colorado State-Pueblo</b>              | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 1,415       | 1,363       | 1,460       | 1,705       | 1,873       | 1,953       |
| <b>Fort Lewis College</b>                 | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 1,025       | 1,001       | 1,058       | 1,028       | 1,084       | 1,238       |
| <b>Metro State College</b>                | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 5,006       | 4,961       | 5,039       | 5,292       | 5,587       | 6,946       |
| <b>University of Colorado-Boulder</b>     | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 4,200       | 4,276       | 4,282       | 4,345       | 4,497       | 4,805       |
| <b>University of Colorado-Co. Springs</b> | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 1,359       | 1,377       | 1,382       | 1,442       | 1,597       | 1,864       |
| <b>University of Colorado-Denver</b>      | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 3,177       | 3,386       | 3,497       | 3,675       | 4,015       | 4,412       |
| <b>University of Northern Colorado</b>    | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 1,835       | 1,818       | 1,687       | 1,690       | 1,805       | 2,096       |
| <b>Western State College</b>              | <b>Goal: Increase by 2008</b> | <b>2005</b> | <b>2006</b> | <b>2007</b> | <b>2008</b> | <b>2009</b> | <b>2010</b> |
|   | <b>Actual</b>                 | 197         | 199         | 198         | 186         | 179         | 169         |

<sup>3</sup> Minority Enrollments are based on fall headcount of the following self identified ethnic groups including Asian, Native Americans, Black non-Hispanic and Hispanic students.

**Low-Income Enrollments<sup>4</sup> (2005-2010)**

|  |                               |                |                |                |                |                |                |
|--|-------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| <b>Adams State College</b>               | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 1,785          | 1,424          | 1,464          | 1,530          | 1,572          | 1,974          |
|  |                               |                |                |                |                |                |                |
| <b>Colorado Community College System</b> | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 28,187         | 27,603         | 22,976         | 23,984         | 27,309         | 40,304         |
|  |                               |                |                |                |                |                |                |
| <b>Colorado Mesa University</b>          | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 3,511          | 3,471          | 3,143          | 2,941          | 2,677          | 3,978          |
|  |                               |                |                |                |                |                |                |
| <b>Colorado State-Fort Collins</b>       | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 5,404          | 5,037          | 4,879          | 4,999          | 5,205          | 6,300          |
|  |                               |                |                |                |                |                |                |
| <b>Colorado State-Pueblo</b>             | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 2,161          | 2,044          | 1,920          | 1,828          | 2,009          | 2,523          |
|  |                               |                |                |                |                |                |                |
| <b>Metro State College</b>               | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 8,818          | 8,770          | 8,562          | 8,867          | 9,604          | 13,232         |
|  |                               |                |                |                |                |                |                |
| <b>University of Northern Colorado</b>   | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 3,000          | 2,825          | 2,551          | 2,400          | 2,387          | 3,287          |
|  |                               |                |                |                |                |                |                |
| <b>Western State College</b>             | <b>Goal: Increase by 2008</b> | <b>2004-05</b> | <b>2005-06</b> | <b>2006-07</b> | <b>2007-08</b> | <b>2008-09</b> | <b>2009-10</b> |
|  | <b>Actual</b>                 | 636            | 613            | 524            | 498            | 463            | 585            |

<sup>4</sup> Low-Income Enrollments are based on the Estimate Family Contribution 9-month calculation, less than or equal to \$3,850 (2005-08), \$4,041 (2009), \$4,617 (2010).