

The Degree Dividend

Building our economy and
preserving our quality of life:

Colorado Must Decide

Colorado's Strategic Plan for Higher Education

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Colorado's Strategic Plan for Higher Education

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Letter from Co-Chairs

To our fellow Coloradans,

Late last year, Governor Bill Ritter asked us to co-chair a process to develop a strategic plan for higher education in our state. The Governor asked us to work closely with our institutions of higher education, assess our current and future needs, listen to people across the state, examine best practices, and review what's working and what could be improved. He asked us to then formulate our recommendations for him, the Colorado Commission on Higher Education (CCHÉ), the legislature and, most particularly, you, to consider.

In doing our work, the Governor directed us to focus on keeping Colorado nationally and internationally competitive by doubling the number of degrees and certificates by 2020. This is consistent with President Obama's national goal to increase the percentage of degree holders aged 25-34 to 60 percent by 2020.

We know there are "Degree Dividends" for investments in higher education: a vibrant economy, quality jobs and people who are prepared to create and fill them. We have focused our report on how to make the most of these investments.

The current condition of higher education in Colorado is alarming and deteriorating. Without changing the course our state is now following, we are headed to a future we don't want. We need to invest more resources in higher education if we are to maintain and enhance its quality. We need to place state funding in the hands of students to spend where they believe their academic needs will best be met. We need to improve access for all types of students, including adults needing retraining, those who are first in their family to attend college, and our growing and underserved minority population. To reach these goals, our system needs to be coordinated to optimize our long and proud standards in higher education.

This report is intended to be a framework for reaping "Degree Dividends" for our state. This report also recognizes the urgency of the state fiscal crisis and is a clarion call for timely action. Specifically, higher education funding should be addressed in the 2011 legislative session, in anticipation of a ballot measure in fall 2011.

On behalf of our committee, we wish to thank those who worked with us in this effort, particularly the members of our four subcommittees (Sustainability, Mission and Governance, Accessibility, and Pipeline). These men and women—educators, business persons, civic leaders and concerned citizens—made a substantial commitment of time and effort in over one hundred working sessions and public meetings around the state to produce the best-balanced recommendations possible.

We invite you to review their work as summarized in this report and embrace these recommendations as a way forward for a better future in Colorado for all us.

Thank you.

Jim Lyons and Dick Monfort

Higher Education Strategic Planning (HESP) Steering Committee

- James M. Lyons (Co-Chair), Senior Partner, Rotherberger, Johnson & Lyons
- Dick Monfort (Co-Chair), Chairman, University of Northern Colorado Board of Trustees, Business Owner
- Ray Baker, Partner, Gold Crown Management Co.
- Alan Salazar, Senior Policy Advisor to Senator Mark Udall
- John Bliss, Past CFO, CCHE, State Colleges of Colorado, CSU, UC System
- Jim Polsfut, Chair, Colorado Commission on Higher Education, 7th Congressional District
- Russ George, Executive Director, Colorado Department of Transportation
- Theresa Peña, Board member (at large), Denver Public Schools Board of Directors
- Greg Stevinson, President, Denver West Realty/Denver West Management
- Terry Farina, Senior Partner, Hoskin, Farina & Kampf
- Meg Porfido, Board member, State Board for Community Colleges and Occupational Education
- Jane Rawlings, Assistant Publisher, Pueblo Chieftain
- D. Rico Munn (ex officio), Executive Director, Colorado Department of Higher Education
- Don Elliman (ex officio), Chief Operating Officer, State of Colorado
- Dr. Kim Poast (ex officio), Deputy Director, Colorado Department of Higher Education

Executive Summary

Looking forward.

We live in a state that is changing. Colorado's population is growing and its composition is shifting dramatically. In addition, jobs of the future—and the skills we will need to fill them—will be different than they are today.

Today – Higher education is an asset that supports our quality of life.

Today, our public higher education institutions create and sustain jobs and fuel the economy. They are global leaders in research and improve the lives of students, families and communities.

Even before the current economic crisis, limited state funding and increasing enrollment has led our institutions to focus on efficiency and productivity in delivering a high-quality education.

Today – Falling behind.

But today, Colorado's financial support for higher education is dramatically off track. As students and families are being asked to pick up an increasingly heavier cost burden, many are not being served well or at all. And the state's largest ethnic minority, which is also the fastest growing segment of the population, is furthest behind in college attainment—and falling even further behind.

Across the entire educational pipeline, we need to maintain and improve the quality of education. We need to better prepare students for college-level work when they arrive. To do that, we need to start earlier in their education to get them on the right path. We also need to support the best approaches to remedial education in higher education—as many students will still need that support out of high school. In addition, we need to serve many adult learners who may be entering college long after high school to obtain new skills or a certificate or degree later in life.

We need to allow each higher education institution to realize its mission and to thrive, within an effective and interdependent system that also advances priorities for the state as a whole. Our current statewide oversight system does not effectively balance these needs or lead to the level of coordination we need given today's challenges.

Planning for success – two key levers.

As we look to our higher education priorities going forward, we see two critical levers – more funding and more focus on completion of degrees and certificates.

Recommendations.

Our recommendations focus on four priorities: *Affordability, Access, Quality, and Accountability.*

Executive Summary

Recommendation 1: Affordability

Colorado must increase its investment and ensure affordability of higher education. We must value higher education at the same level we value jobs, quality of life, and economic vitality. We cannot afford to be among the last in the nation.

- Colorado is currently among the last in the nation in state funding and is on the path of an “accelerated erosion” scenario, where funding is likely to be significantly reduced. We support a “competitive scenario” to bring us into the top third of states nationally.
- We endorse the following principles regarding how we allocate state funds within our higher education system in order to maximize our investment. In addition, at any funding level, we believe that a substantial percentage of state funding should be given directly to students to spend where they believe their academic needs will best be met and to motivate Colorado’s colleges and universities to meet those needs.
- Specifically, we recommend that:
 - College Opportunity Fund (COF) stipends and state financial aid funds be maximized and include incentives for state priorities.
 - Funds be linked to measurable progress to spur innovation through outcome-based rewards.
 - Certain graduate programs be funded through “fee for service,” or revised performance contracts.
 - Efficiencies continue to be implemented.
 - A state fund be created to match locally raised funding.
 - Higher education finance policy be aligned with state goals, and address statewide needs.

Recommendation 2: Access

Colorado must reduce regional, income and ethnic gaps in college admission, retention and completion.

- We need to provide better incentives, and coordinate actions—occurring in pockets throughout our state’s institutions—to increase access to higher education for all Coloradans. This includes focus on the right entry point to meet each individual’s goals and needs, and the right pathways to complete their education. It means retaining students once they enter college and prioritizing completion of a higher education credential—a certificate or degree.
- Specifically, we recommend that we:
 - Support multiple entry points into college.
 - Allow for flexible pathways to completion of degrees and certificates.
 - Make college affordable for all students who meet admission requirements.
 - Provide support structures for students, including adults, to stay on track and complete their education.

Executive Summary

Recommendation 3: Quality

Colorado must identify systemic ways to improve the educational pipeline.

- We need to better prepare students for college-level work when they arrive at college. To do that, we need to start earlier in their education to get them on a path toward college. We also need to support the best approaches to remedial education in higher education, as many students will still need that support out of high school. In addition, we need to serve many adult learners who may be entering college long after high school to obtain new skills or a certificate or degree later in life.
- Specifically, we recommend that we:
 - Focus on college earlier.
 - Increase alignment and collaboration across P-20 education and workforce systems.
 - Expand effective remediation efforts.
 - Use common data and assessments.
 - Address capacity to meet demands.

Recommendation 4: Accountability

The system of higher education should be structured to allow for the advancement of state priorities.

- We need to keep and improve upon our integrated, tiered system of higher education, which has different admission criteria for students entering institutions at each tier. To govern this system, we need to implement more effective oversight that better balances institutional needs with statewide needs. We need an effective state agency with the responsibility to develop and direct policy to reach statewide goals and the ability to hold the system accountable for implementing these policies successfully.
- Specifically, we recommend that we:
 - Maintain the current governance structure.
 - Enhance responsibility and authority of the CCHE.
 - Review institutional missions within 18 months.
 - Implement performance funding when at least restoration funding is achieved.
 - Require consultation with the CCHE in the appointment of the Executive Director of the Colorado Department of Higher Education (CDHE).

Vision and Mission

We envision a Colorado with a globally competitive system of higher education that builds our economy and enhances our quality of life for our citizens by:

- Meeting the current and future needs of our workforce and our business community;
- Providing access to every qualified student through a tiered system of institutions;
- Maximizing quality, efficiencies, collaborations and affordability;
- Offering seamless transitions to appropriate levels of learning for all students; and
- Developing responsible citizens for a successful civic enterprise.

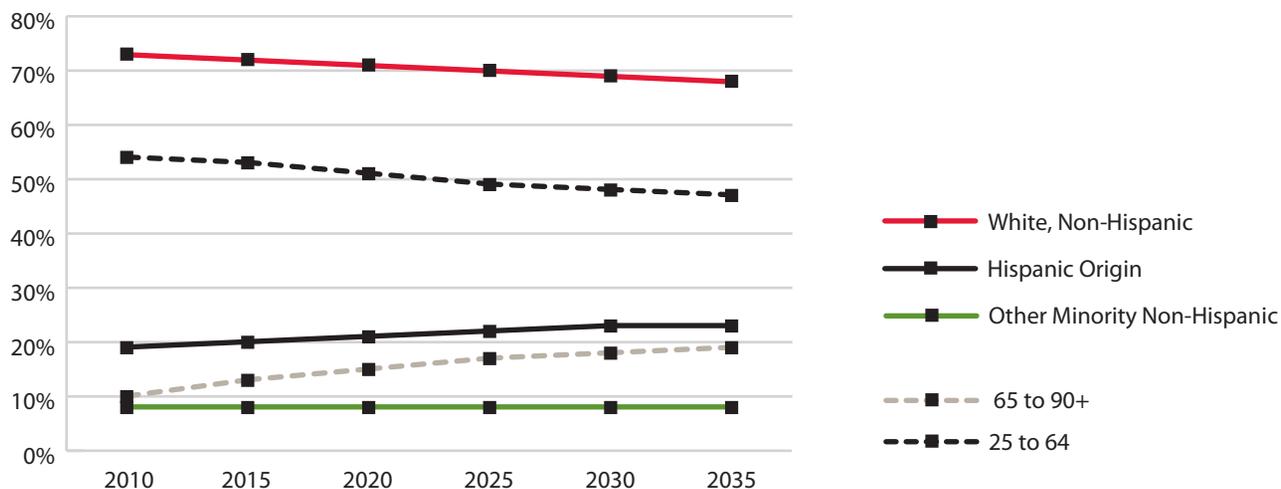
Looking Forward

We live in a state that is changing. Our population is growing and its composition is shifting dramatically. In addition, jobs of the future—and the skills we will need to fill them—will be different than they are today.

Our demographics are shifting.

There will be more of us.	In July 2010, the state's population was 5.1 million. By 2035, it is expected to grow to 7.7 million.	13% increase
Our population will be older.	The population aged 18-24 will be smaller (9.6%). Adults aged 65 and older are expected to grow from 0.5 million to 1.5 million by 2035.	150% increase
We will be more ethnically diverse.	The fastest growing demographic is Hispanics, expected to be 23% of total population by 2035. People of color will comprise 31.8% by 2035.	31.8% people of color by 2035

Colorado Ethnic and Age Groups, Share of Total Population, 2010-35

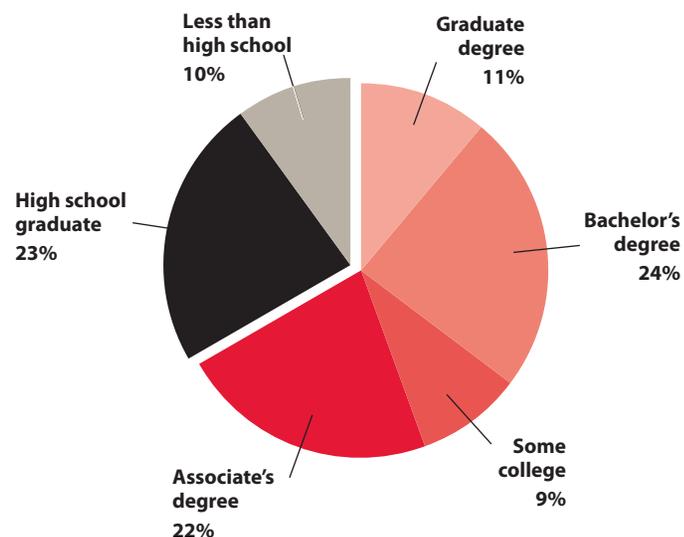


Looking Forward

The jobs available and skills needed to fill them are shifting.

- We have kept pace with occupational demands due to the in-migration of workers into the state.
- It is expected, however, that in the future there will be more jobs to fill and their composition will be different.
- By 2035, 45 percent of the labor force will shift due to a combination of retirements and new demands.
- The higher-education requirements of jobs are also expected to shift.
- By 2018, nearly 70 percent of jobs in Colorado will require higher education and training, ranking Colorado fifth in the nation in higher education needs.
- The highest-growth areas will require an associate’s or bachelor’s degree.
- About 43 percent of those jobs will be in sales, management or professions such as law.

Education Requirements for Colorado Jobs, 2018



“They say the jobs of tomorrow don’t even exist yet. I’m convinced that the only way we can be prepared is with a strong education system.”

Chris Dindsdale, Co-Chairman
Bank of Colorado, Sterling

Today

Economic assets supporting our quality of life

We have built important economic assets for our state in our public higher education institutions over time that are helping to drive our economy and provide benefits to our quality of life. In an increasingly competitive global economy, the linkage between higher education and economic prosperity is even more pronounced today than in the past.

Higher Education and its Public Institutions – Economic Assets and Social Benefits

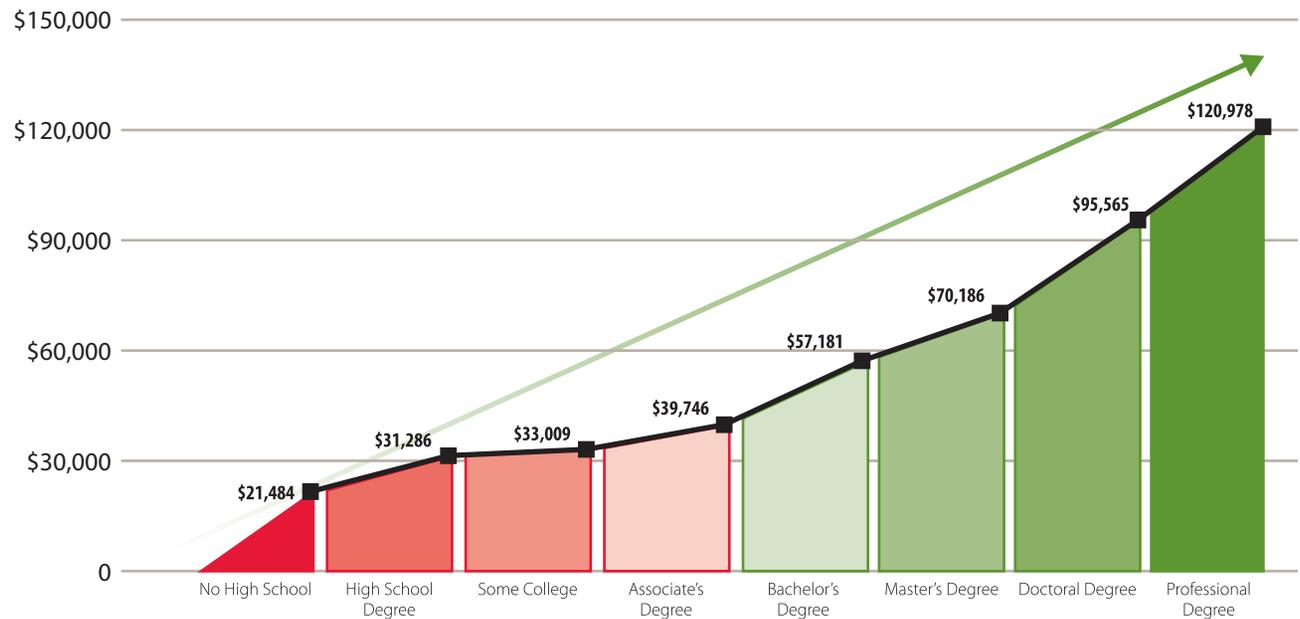
Fuel the economy	Colorado's public higher education institutions support nearly 98,000 jobs, which contribute \$4.25 billion in wages and salaries and almost \$387 million in state and local taxes to the Colorado economy annually. Private nonprofit institutions support an additional 5,000 jobs.
Create jobs	The public higher education sector is one of the largest employers in the state, bigger than natural resources/mining, heavy construction, computers/electronics, telecommunications or federal government. It accounts for over half of state government jobs. In addition, higher education provides workforce training that gives workers the skills to compete in the 21st century global economy and the skills to meet the needs of business.
Drive innovation and attract investments	Our universities are global leaders in research and the advancement of technologies, and their research expenditures total hundreds of millions of dollars per year. Research expenditures for CU and CSU each exceeded \$300 million in 2009-2010. With Mines and UNC, our research universities are performing cutting-edge research in energy, biotechnology, electronics, infectious diseases and a host of other areas.
Benefit society	Higher education increases personal income and economic strength, levels of workforce participation, health, productivity and dollars to the state, as well as volunteerism and civic, cultural and artistic involvement. It decreases rates of incarceration, participation in Medicaid and other social service programs.
Build financial security	Education improves job security and increased earnings potential. Those with some degree of higher education (an associate's degree or more) earn more than those with high school or less.

Today

Higher education, at all levels, increases earnings.

- Over a lifetime, someone with less than a high school diploma earns only 64 percent of someone who graduates from high school.
- An associate’s degree increases the wages of a high school graduate by 36 percent over a lifetime.
- Having a bachelor’s degree almost doubles the income of a high school graduate.
- Someone with a master’s degree makes approximately 150 percent more than a high school graduate.
- A doctoral degree or professional degree triples or quadruples the earnings, respectively.

Average Annual Earnings by Educational Attainment



Today

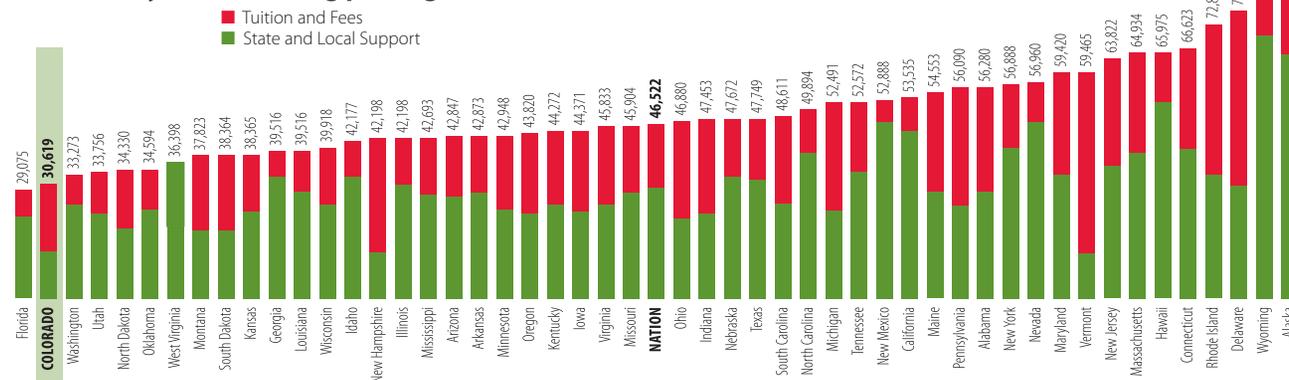
Efficient spending

Our higher education leaders have focused on the efficient spending of state dollars, in the face of rising enrollment and declining state funding.

Public higher education institutions—Efficiently spending state dollars.

- Colorado is the second most efficient state in the nation in terms of how much it costs to produce a degree or certificate.
 - For some time, our institutions have faced increasing enrollment and declining revenue.
 - State support for community colleges has not kept pace with increasing enrollment. The 49 percent increase in enrollment over the last 10 years has resulted in a 30 percent net decline in per student state funding.
 - At four-year state colleges, enrollment has increased over 22 percent with a net decline in per student state funding of 21 percent, since fiscal year 2000-01.
 - Four-year research institutions have faced a 24 percent increase in enrollment along with a net 27 percent decrease in per student state funding, since fiscal year 2000-01.
 - In the face of these changes, education leaders have focused on priorities and become increasingly creative, including in how they deliver services, such as successful online approaches. For example:
 - CCCOnline is an online degree program within the community colleges system. It has more than doubled in student growth since 2005, and is currently serving more than 46,000 students annually.

Productivity: Total Funding per Degree/Certificate (2006-07)



- CSUGlobal Campus, an online degree completion institution, has served more than 3,800 students since courses were first offered in fall 2008.
- In fiscal year 2010, online students represented approximately 21 percent of the total public student head-count enrollment statewide.

Falling Behind

Colorado's financial support for higher education has been declining and is now dramatically off track. It is also shifting the burden of higher education costs to students and families.

Funding is not competitive nationally.

- Colorado is among the lowest in the nation in state higher education funding.
- Since fiscal year 1989-90, state support for higher education has decreased from 20.3 percent to 9 percent of the state general fund. Relative to other state services, the higher education share of state general fund has been reduced by 55 percent.
- Since 1980, Colorado has reduced its state financial investment in higher education by nearly 70 percent, from \$10.52 per \$1,000 of personal income to a current rate of \$3.20.
- The national average of personal income dedicated to higher education is \$12.28 per \$1,000.

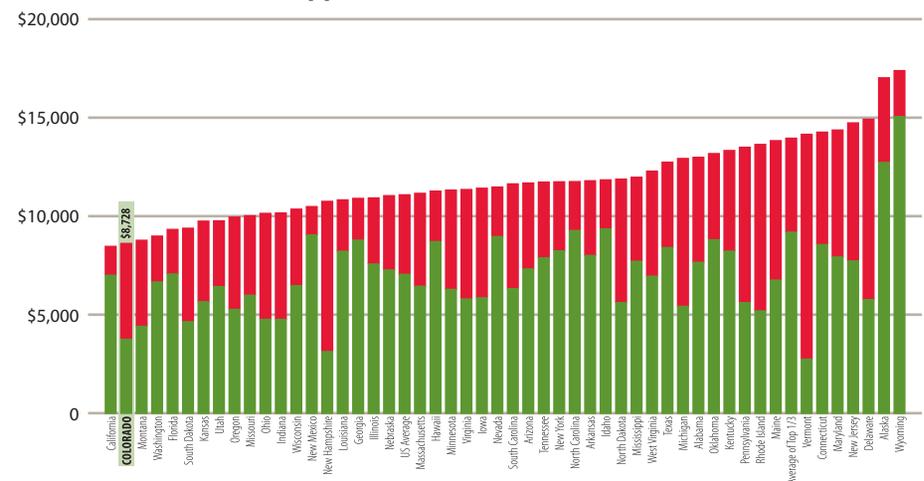
Students and families are paying more.

Since 2001, the total resident student share of costs (tuition) across all public institutions has nearly doubled.

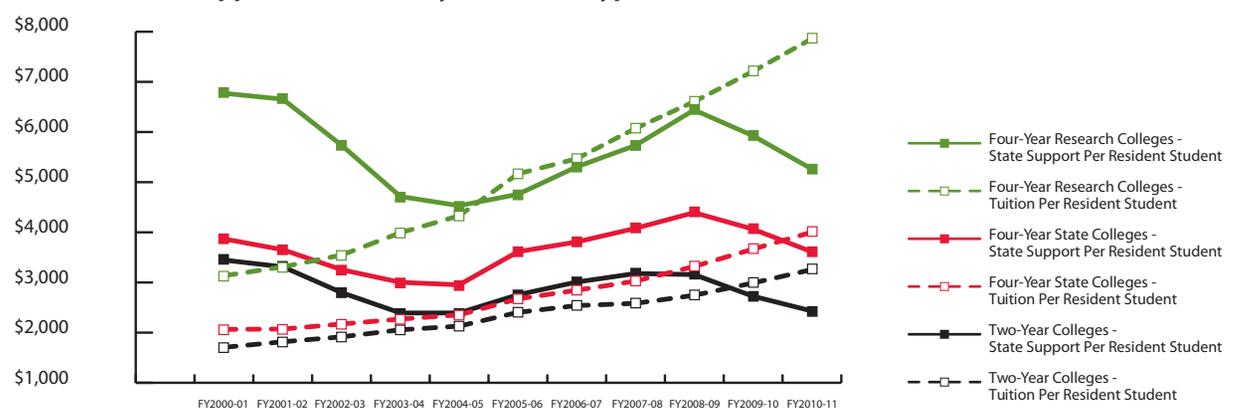
- Four-year research institutions—from 31.6 percent to 59.9 percent.
- Four-year state colleges—from 34.8 percent to 52.6 percent.
- Two-year colleges—from 33 percent to 57.4 percent.

Note: These figures do not include student fees, which vary widely across the state and are also increasing the portion of costs paid by students.

**Average Per Student Funding, 2008-09
(Tuition + State Support)**



State Support vs. Tuition, by Institution Type



Today

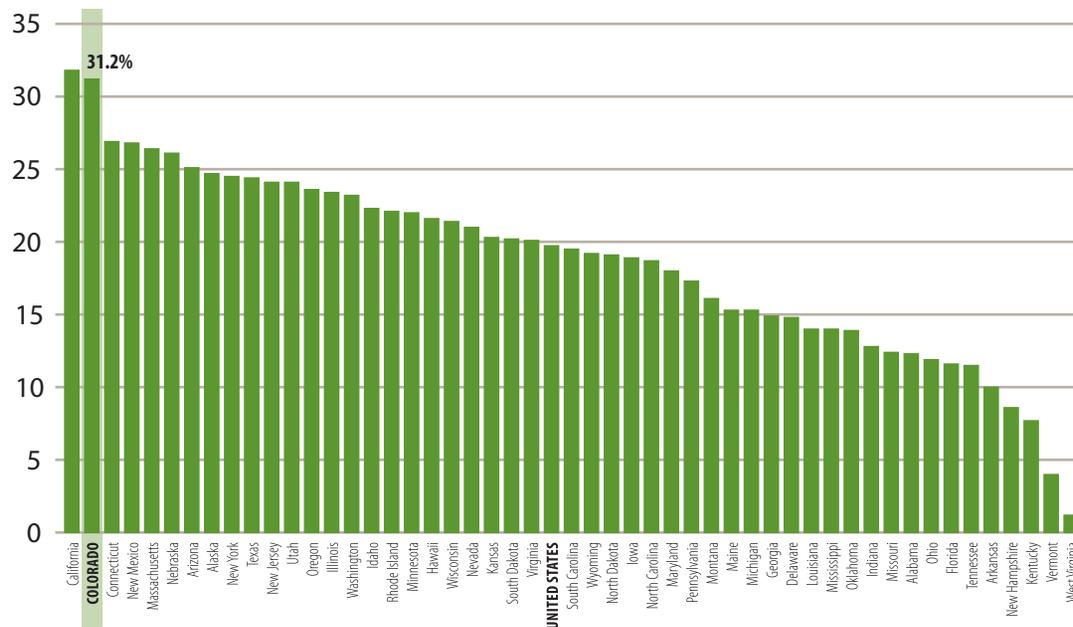
Falling Behind

In Colorado, many students are not being served well, or at all. Our largest, growing ethnic group is furthest behind and historically, as a group, has not gone to college.

Second largest achievement gap in the country.

- The educational attainment rate of Whites compared to the next largest ethnic group is the second largest in the country – a 31.2 percent gap, compared to the national average of 19.1 percent.
- For Colorado, this refers to Hispanics, who are also the fastest growing demographic in the state.
- Currently, 15.5 percent of Hispanics in Colorado have a certificate or degree beyond high school; 8.2 percent have a bachelor’s degree.
- Only 9 percent of Hispanic males in high school today will go on to education after high school.

Percent Gap between White and Next Largest Ethnic Group aged 25 to 64 with Associate’s Degree or Higher, 2006-08



Falling Behind

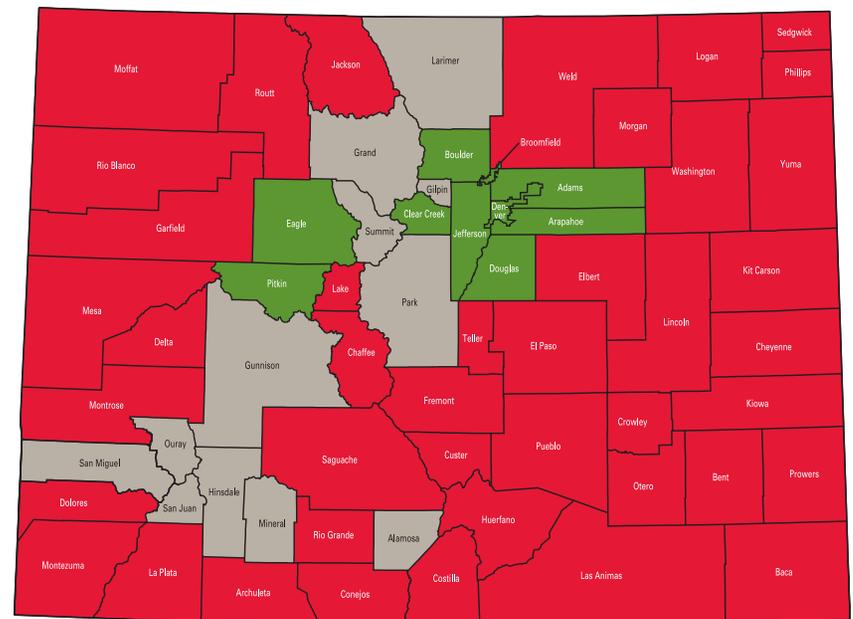
Growing groups lack higher education.

- **Low-income:** Colorado institutions differ significantly in enrollment and student degree attainment of low-income students, who are also often the first in their families to attend college.
 - Low-income students represent a higher percentage of students enrolled at institutions that serve regions of the state with lower income levels.
 - Low-income students throughout the state are enrolled at a lower level than other groups in higher education, and their attendance tends to be concentrated at the community college level.
- **Adults:** More than a third of Colorado’s adult population lacks any education after high school, with 13 percent of adults lacking any form of high school credential.
 - The percentage of people with a certificate or degree is low, at 47 percent, with a third of them having received their credentials outside of Colorado.
 - More than a third of current increases in bachelor’s degrees are the result of in-migration, rather than degrees attained at Colorado higher education institutions.
 - The rate of educational attainment is currently lower than in previous generations. While 28.8 percent of “Baby Boomers” in Colorado have a bachelor’s degree, only 23.3 percent of subsequent generations do.

“Our economy teeters on the edge of a dangerous precipice that requires Coloradans to prioritize college funding.”

Peter Dea, President and CEO
Cirque Resources, LP, Crested Butte & Golden

- Counties with low educational attainment and low personal wealth
- Counties with high educational attainment and high personal wealth
- Counties that do not fall in the above two extremes

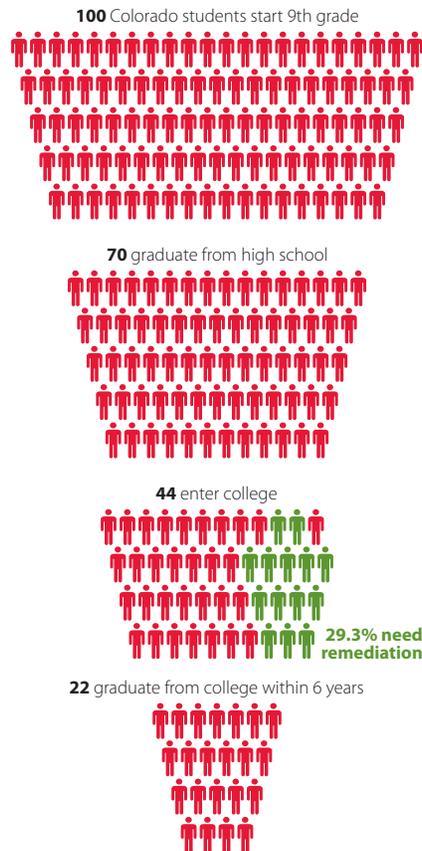


Today

Falling Behind

We are losing students as they move through the educational pipeline. Many are not retained through to completion of a certificate or degree or take too long to obtain a credential. Many are not prepared for college-level work, requiring remedial courses before they can begin their college classes.

Colorado Educational Pipeline



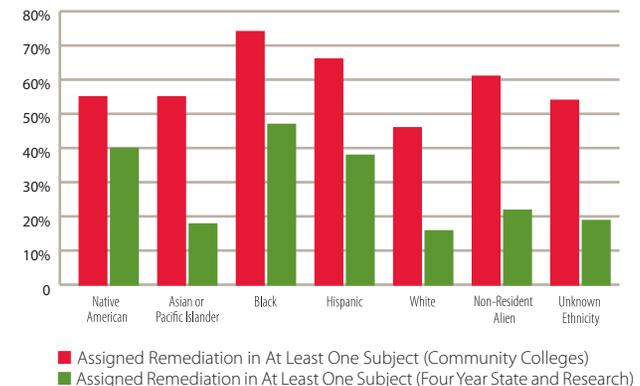
Our educational pipeline is broken.

- The most prominent “leaks” are during high school, in the transition into the first year of college from high school and past the first year in college.
- Too many students are not making their way through their higher education to completion of a certificate or degree.
- It is taking too long for students to obtain a higher education credential in the form of a certificate or degree.
- Over 635,000 adults in Colorado have accumulated some college credits, but have not completed a certificate or degree.

Many students are not prepared for college-level work.

- High percentages of students require remedial courses before they can perform at the college level, at substantial costs to the state in direct remediation costs, and to students in tuition they must pay before taking college-level courses. Annual remediation costs exceed \$25 million.
- Across all of public higher education in Colorado, an average of 29 percent of new students require remedial education. That percentage is the highest for Black and Hispanic students at community colleges, and Black, Native American and Hispanic students at four-years.
- On average, 53 percent of first-time, recent high school graduates at community colleges require remediation.
- Those in remedial courses often do not complete their education.
- For example, of 100 first-time students enrolled in the lowest level of remedial math (8th grade level) only four will graduate with a two-year degree in three years.

Remediation Rates by Ethnicity
Fall 2009



Today

Falling Behind

We need to allow each higher education institution to realize its mission and to thrive, within an effective and interdependent system that also advances priorities for the state as a whole. Our current system does not effectively balance these needs or lead to the level of coordination we need, given today's challenges.

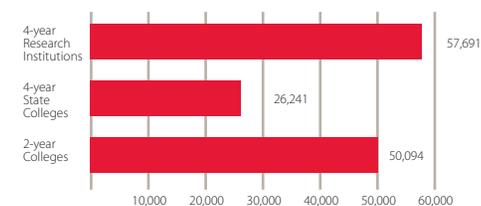
Our system is not keeping pace with statewide needs or with the growth of private schools.

- Colorado's public system of higher education has grown organically around a complex system of governing board structures.
- It comprises 13 four-year institutions, 15 two-year community colleges and three area vocational schools.
- These institutions are under the direction of 12 governing boards, which are either elected or appointed by the governor.
- In addition, there are over 400 private higher education schools in Colorado.
 - These comprise 300 occupational schools, privately owned and operated, charging tuition to teach vocational or occupational skills primarily. Governance of these schools is under limited regulation by the state and its appointed board of commissioners.
 - They also include over 100 private accredited or religious-exempt schools which operate with independent governing boards, offering undergraduate and graduate degree programs.
 - Private institutions have seen dramatic growth in recent years. Some are serving our citizens very well with unique offerings that address needs not served by our public institutions. Others, predominantly for-profit institutions, are charging high tuition with limited success in terms of completion by their students, who are taking on significant debt, with disproportionately high default rates.
 - We need more effective oversight of for-profit private institutions as a whole to strike the right balance for our citizens.

Our system provides for decentralized decision making, with limited coordination statewide.

- Some policy requires a statewide view, which is not the responsibility of any one college.
- One example:
 - Our students are concentrated at the research and community college level.
 - Resources and capacity to serve the greatest areas of demand in the middle of the "hourglass" are limited.
 - The current alignment of institutional missions may not be the best way to serve the demographic of students expected to attend college.
 - Specifically, our middle tier of institutions may be able to do more than they are today to serve key populations, either as an entry point or pathway to further education.
 - Our ability to direct statewide policy to address these populations and institutions is limited.

FTE Resident Undergraduate Enrollment, 2008-09, Based on Tiers



Planning for Success

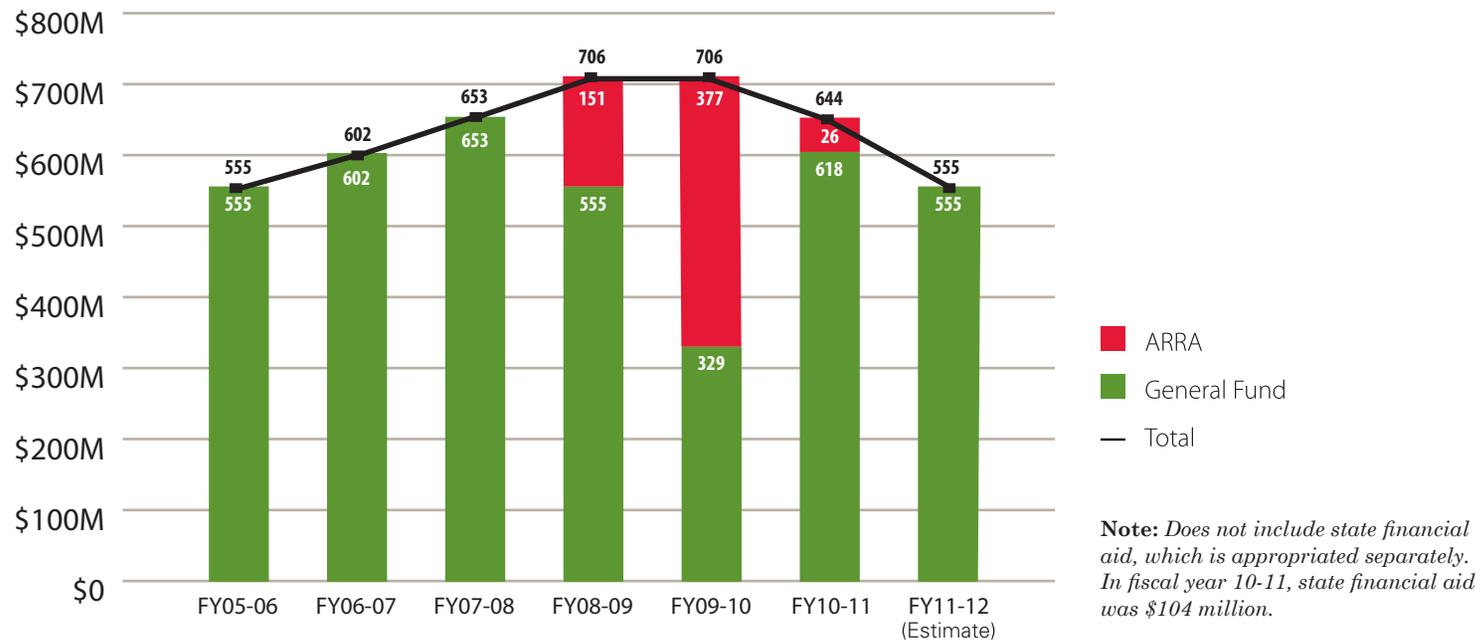
Two Key Levers

As we look to what our higher education priorities should be going forward, we see two critical levers—more funding and more focus on completion of degrees and certificates.

Funding cliff needs to be averted.

- Colorado’s higher education system has used funds from the federal American Recovery and Reinvestment Act of 2009 (ARRA) to backfill state support that was redirected to other state priorities.
- Since 1990, state support has declined from 20 percent to 9 percent of the general fund.
- Unlike many states, there are few dedicated funding streams for higher education in Colorado.
- With a few exceptions, there are not mechanisms for generating local financial support for higher education in Colorado.

General Fund and ARRA Higher Education Appropriation (in millions)

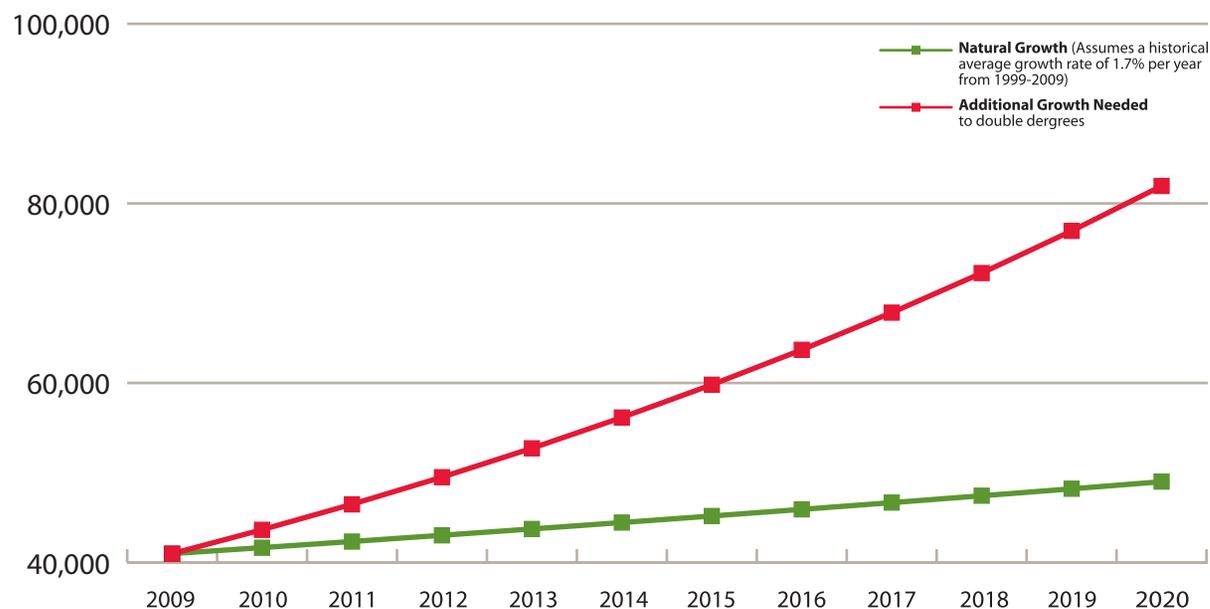


Planning for Success

Completion rates for degrees and certificates must increase.

- Our state goal is to double the number of degrees and certificates by 2020.
- Our national goal is to increase the percentage of degree holders aged 25-34 to 60 percent by 2020.
- Increasing student completion by an average of 5 percent per year over ten years will result in approximately 670,000 additional degrees and certificates.
- This will position us to meet these goals and market demand.
- This will also require a significant change in our current completion rates and how success is measured.
 - Our full-time graduation rate at four-year research institutions ranges from 31-42 percent in four years, and 59-73 percent in six years, depending on the institution.
 - At four-year state colleges, the average rate is about 14 percent in four years and 37 percent in six years for full-time students.
 - At two-year community colleges, the average rate is about 25 percent in two or more years, without considering part-time students or those transferring to four-year institutions.
 - These rates are lower statewide for Hispanic and low-income students or those who transfer to four-year institutions.

Doubling the Number of Postsecondary Credentials by 2020



Recommendations

In order for us to meet these challenges and rise to our opportunities, we must change course. If not, we believe Coloradans are destined for a result that will seriously impare the ability of our fellow citizens to be competitive in the years ahead.

We will need to proceed, over time, with a course correction. We believe it will require more investment, with increased focus on priorities, creativity and accountability for results. We believe it will also require us to innovate and think differently to increase access to higher education for students of all ages and circumstance, to strengthen our educational pipeline into college, and to achieve more effective statewide coordination.

We present the following recommendations as our best advice on what we can do together to get us back on the right course for our future.

Recommendation 1: Affordability

Colorado must increase its investment and ensure affordability of higher education. We must value higher education at the same level we value jobs, quality of life and economic vitality. We cannot afford to be among the last in the nation.

We need to create a sustainable funding source for higher education, at a level to make Colorado competitive nationally and internationally, as we cannot afford to be among the last in the nation. We also need to invest in financial aid at a level that will allow any student who meets admission requirements to obtain a higher education degree or certificate.

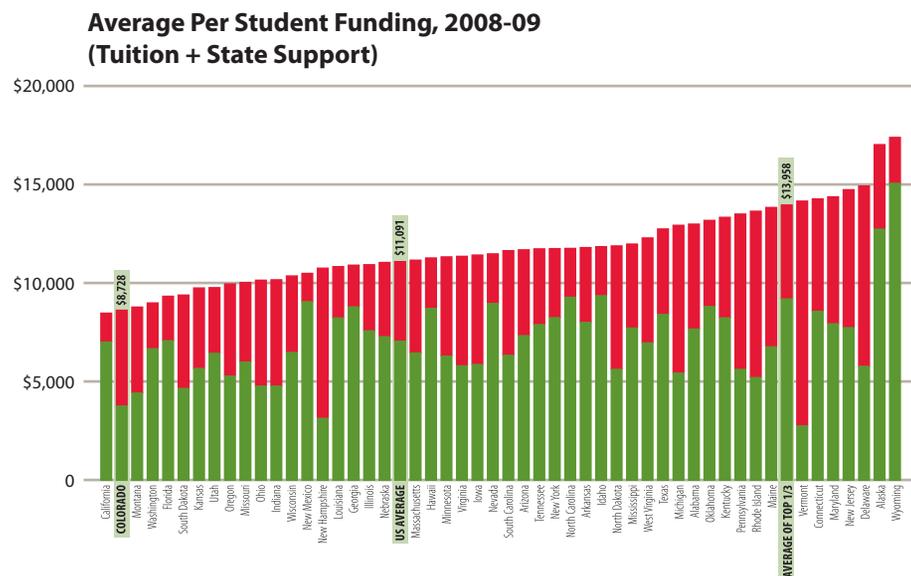
Colorado is currently on the path of the “accelerated erosion” scenario.

Funding Scenario	Assumptions	Average Per Student Funding (State Support Only)	Average Per Student Funding (State Support + Tuition)
Competitive	State funding is brought to \$1.5 billion to raise Colorado from the bottom to the top third of states in the nation.	\$9,199	\$13,958
Restoration	State funding is brought to \$1 billion, the level it would have been if funding had kept up with inflation. This would restore an inflation “gap” of 39% (or ~\$476M).	\$7,062	\$11,091
Losing Ground	Funding stays consistent with current state general fund levels (fiscal year 2010-11 at \$760M).	\$3,776	\$8,728
Accelerated Erosion	Funding continues to decline, with other state needs taking priority. On this course, funding would be less than \$550M and could go to zero. Any available funds should be targeted to financial aid. Schools and programs may either close or be privatized, with no state support. Access will be limited.	<\$3,776 down to \$0	<\$8,728

Note: Does not include financial aid appropriation of approximately \$104 million.

Recommendation 1: Affordability

We support the “competitive scenario” to bring us to the top third of states nationally.



“If Colorado doesn’t find a new, or deeper, revenue stream for higher education, we will export our greatest commodity: our kids.”

Dan Haley, Editorial Page Editor
The Denver Post

Many alternative approaches were considered to increase revenue in support of higher education in Colorado. The options below were deemed the most feasible and appropriate for this purpose. None of these options alone will be sufficient. A combination of two or more will be required to meet our goals.

Options to raise revenue	Potential revenue
Restore income and sales tax rates to 5.0% and 3.0%, respectively	\$445 M
Expand sales tax to specific services	\$550 M
Implement 1.0% surcharge on extraction	\$150 M
Implement a 4.0 mill levy statewide	\$350 M
Implement a 4.0 mill levy in counties where an institution of higher education is located	\$240 M

Recommendation 1: Affordability

We endorse the following principles regarding how we allocate state funds within our higher education system in order to maximize our investment. In addition, at any funding level, we believe that a substantial percentage of state funding should be given directly to students to spend where they believe their academic needs will best be met and to motivate Colorado's colleges and universities to meet those needs.

College Opportunity Fund (COF) stipends and state financial aid funds should be maximized and include incentives for state priorities.

Funds should be maximized in two ways:

- Through COF, by providing COF funds to all resident students, with additional incentives—accruing directly to institutions who meet the incentive criteria—for enrollment that meets specific state needs, such as: a) serving low- and middle-income students, b) meeting workforce needs, and c) funding graduate students. These incentives would be calculated as a proportion of the basic COF and be the same regardless of the institution the student attends.
- Through financial aid by, for example, providing financial aid incentives to students who obtain a degree or certificate on time or early.

Funds should be linked to measurable progress in spurring innovation through outcome-based rewards.

A portion of state funds should be allocated as rewards for measurable progress in outcome-based achievements in areas that further statewide educational and economic priorities, such as: a) degrees and certificates that meet workforce needs, b) improved student retention, c) certificate and degree completion; and d) better outcomes for low- and middle-income students.

- Outcome-based funding for institutions should be strengthened, especially as new state funding becomes available.

Certain graduate programs should be funded through “fee for service.”

A portion of state funds should be allocated through “fee for service” contracts to prioritized graduate programs, such as CSU's professional veterinary program and CU's Anschutz medical campus, as these types of programs do not lend themselves to per student funding. Other graduate programs can be handled through COF incentives. Any other “fee for service” allocations should be significantly reduced as state funds are stabilized.

Recommendation 1: Affordability

Efficiencies should continue to be implemented.

There should be a continued focus on achieving institutional and statewide efficiencies such as:

- Coordinating purchases from system-wide price lists resulting in economies of scale and lower prices;
- Consolidating administrative operations;
- Implementing innovations such as online course delivery to meet student needs at lower cost while maintaining quality; and
- Demonstrating ongoing savings and efficiencies annually.

A state fund should be created to match locally raised funding.

- The state should create a matching fund where local voters' financial commitment to local institutions can be matched with state assistance. Such a matching fund should be used to account for local revenue capacity variances.

State funding should be considered with a view to the system.

- State appropriations, tuition policy, state financial aid and institutional subsidies, as well as the state's tiered system, should be considered when assessing policy changes.

Note: The state provides General Fund support to governing boards through two mechanisms: COF stipends and fee for service contracts. The COF stipend is a per credit hour amount that is provided to resident undergraduates who are enrolled. It operates as an offset to their total tuition (student share of tuition + COF stipend). Through COF, the state funds undergraduate education. Graduate education and specific high-cost programs are funded through the fee for service contract that each governing board negotiates directly with the Department of Higher Education. The state also funds a variety of financial aid programs. The majority of state financial aid supports two programs: direct need-based financial aid and work-study.

“It’s a travesty that education is so low on our list of priorities. As a state, we have to decide that education is one of our highest priorities. And not just say it—but show it.”

Abel Tapia, Director
Colorado Lottery, Pueblo

Recommendation 2: Access

Colorado must reduce regional, income and ethnic gaps in college admission, retention and completion.

We need to better incent and coordinate actions—occurring in pockets throughout our state’s institutions—to increase access to higher education for all Coloradans. This includes focus on the right entry point to meet individuals’ goals and needs, and the right pathways to complete their education. It means retaining them once they enter college and prioritizing completion of a credential of higher education—a certificate or degree.

Support multiple entry points into college.

- Guarantee admission to all qualified Colorado students into a higher education institution in Colorado somewhere within our integrated, tiered system.
- Send notice, proactively, to students and families stating that, based on admission criteria established for such tier, the student has qualified for admission to college.

Allow for flexible pathways to completion of degrees and certificates.

- Allow all qualified students to move to public institutions with more selective admission criteria if they meet transparent and uniform transfer requirements.
- Develop seamless transfer standards—from the student’s perspective—for movement from two-year to four-year institutions for qualified students, and institute them statewide.
- Put in place and support practices which allow for dual admittance in “partner” higher education institutions, and concurrent enrollment with high schools statewide.
- Maximize alternative delivery methods such as online programs and collaborative partnerships with workforce centers.

Recommendation 2: Access

Make college affordable for all students who meet admission requirements.

- Work to ensure that a student’s choice of schools at all tiers is based on merit, not affordability.
- For qualified, low-income students, meet 100 percent of their financial need, through a combination of loans, grants and self help and without use of parent or private loans.
- Simplify and improve the process for obtaining financial aid.
- Make more financial aid available and target it to meet the needs of the state.
- Devote more financial aid dollars to work-study, certificate, part-time and adult learners.
- Design and implement student “shared commitments,” such as turning loans to grants if certain performance criteria are met or if students graduate early or “on time.”
- Reinstigate some “merit-based” loans/grants, and assess their impact on retention.

Provide support structures for students, including adults, to stay on track and complete their education.

- Put into practice statewide “supportive services,” universally at all institutions targeted to low-income or first-generation students, with an emphasis on mentoring and advising.
- Develop and implement “individual career and academic plans” (ICAPs) to put and keep students on track to complete their education.
- Strengthen adult basic education through funding and expertise in cooperation with Pre-K-12.

“We used to worry about competition from next door or down the street. Now our competition is global. The only way we’ll come out strong is with smart, educated people.”

Richard C. Kelly, President and CEO
Xcel Energy, Denver

Recommendation 2: Access

At current funding levels, gaps in all areas are growing. College costs are outpacing students' abilities to pay and the system of higher education is becoming more complex for students to access. Reducing the gaps will take a concerted investment in both targeted student support and financial aid programs.

Key Strategies	Feasibility of Strategies under Each Funding Scenario			
	Accelerated Erosion	Losing Ground	Restoration	Competitive
Support multiple entry points into college.	●	●	●	●
Allow for flexible pathways to completion of degrees and certificates.	●	●	●	●
Make college affordable to all students who meet admission requirements.	●	●	●	●
Provide support structures for students, including adults, to stay on track and complete their education.	●	●	●	●
<p>● = No progress on the measure ● = Some progress ● = Ability to progress</p>				

Recommendation 3: Quality

Colorado must identify systemic ways to improve the educational pipeline.

Across the entire educational pipeline, we need to maintain and improve the quality of education. We need to better prepare students for college-level work when they arrive. To do that, we need to start earlier in their education to get them on the right path. We also need to support the best approaches to remedial education in higher education—as many students will still need that support out of high school. In addition, we need to serve many adult learners who may be entering college long after high school to obtain new skills or a certificate or degree later in life.

Focus on college earlier.

- Provide earlier access to career and college preparatory information (particularly for Hispanic students and English language learners) with a focus on increasing: a) awareness of the value of higher education, b) academic preparation, and c) financial literacy and capacity.
- Assess and enhance options for early access to “college level” work, including concurrent enrollment, advanced placement, international baccalaureate, and other accelerated coursework in high school.
- Align/streamline processes for credentialing teachers of concurrent enrollment courses.
- Value “accelerated coursework” for all students in educator preparation and professional development.
- Determine student “readiness” for college-level work sooner, including using assessments in 11th grade or earlier and Individual Career and Academic Plans (ICAPs).
- Put career cluster and pathway models into practice and support them statewide.

Recommendation 3: Quality

Increase alignment and collaboration across P-20 education and workforce systems.

- Offer seamless transitions to appropriate levels of learning for all students, including coordinating higher education “readiness” expectations, and measurements and services between CDHE and CDE.
- Incent stronger collaborations between higher education institutions and school districts, regional services areas (RSA) and boards of cooperative educational services (BOCES), including expanding early, universal access to college-level course work and ensuring that teacher prep programs address realistic 21st century higher education preparation.
- Align policies from matriculation through completion, with a focus on porous aspects of transitions, from elementary school through university.
- Coordinate and align college admissions policies with jointly adopted standards to ensure assignment of students to levels of higher education for which they are prepared.
- Strategically align with current P20 efforts in progress including CAP4K (SB08-212), postsecondary and workforce readiness, establishing common metrics and assessments, etc.

Expand effective remediation efforts.

- Review and refine state approaches to remedial education and invest in strategies to meet diverse student needs.
- Identify and expand effective remediation programs, including early assessment of needs, in order to move students effectively and successfully into and through to completion of degree and certificate programs.
- Recognize significant costs associated with remediation as well as its impact on completion; commence remediation in a timely manner.

Use common data and assessments.

- Design and put into practice common metrics as well as data collection and sharing standards that are consistent statewide and that can be used to track against national measurements.
- Develop and implement common assessments across P20 and workforce systems that effectively evaluate the level at which students are performing and how that relates to their grade level.

Address capacity to meet demands.

- Review capacity of higher education to meet future demands, including undertaking a statewide space utilization review and leading promotion of collaborative uses of physical facilities and continued development of alternative delivery approaches, such as online program delivery.

Recommendation 3: Quality

Colorado must identify systemic ways to improve the educational pipeline.

We must continue current efforts to align our entire education system—from primary through higher education—in such areas as student readiness and assessment. We can, and are, doing that in many sectors of our system. However, in order to increase momentum and meaningfully improve students’ successful movement through the educational pipeline, we must invest in systemic alignment and increase the capacity to serve more students coming into the higher education system.

Key Strategies	Feasibility of Strategies under Each Funding Scenario			
	Accelerated Erosion	Losing Ground	Restoration	Competitive
Focus on college earlier.	●	●	●	●
Increase alignment and collaboration across P-20 education and workforce systems.	●	●	●	●
Expand effective remediation efforts.	●	●	●	●
Use common data and assessments.	●	●	●	●
Address capacity to meet demands.	●	●	●	●
● = No progress on the measure ● = Some progress ● = Ability to progress				

Recommendation 4: Accountability

The system of higher education should be structured to allow for the advancement of state priorities.

We need to keep and improve upon our integrated, tiered system of higher education, which has different admission criteria for students entering institutions at each tier. To govern this system, we need to implement more effective oversight that better balances institutional needs with statewide needs. We need an effective state agency with the responsibility to develop and direct policy to reach statewide goals and the ability to hold the system accountable for implementing these policies successfully.

Maintain current governance structure.

- Maintain the current higher education governance structure, including institutional and system governing boards.
- This structure should continue to include a statewide oversight board—the Colorado Commission on Higher Education (CCHE)—with authority to implement broad statewide policy for higher education.

Enhance responsibility and authority of the CCHE.

- Enhance the responsibility and authority of the CCHE in higher education policy to include:
 - Articulating and advocating a vision for higher education and setting forth an agenda for higher education that is responsive to the state’s demographics, labor market and economic development needs.
 - Serving as the leadership body on such policy issues as ensuring access to and successful completion of higher education course work for all Coloradoans.
 - Compiling data on higher education, using common indicators and metrics, for the purposes of describing higher education in the state and ensuring accountability to meet state goals.
 - Negotiating performance contracts with each institution to ensure state goals are being met.
 - Coordinating with governing boards toward the goal of aligning strategic plans and state goals and priorities.

Recommendation 4: Accountability

Review institutional missions within 18 months.

- Require the CCHE to undertake a review of the system and recommend to the state legislature a potential realignment to more efficiently and productively meet the current and future needs of students. CCHE should maintain clarity and focus on mission for all institutions and specifically:
 - Examine the role and mission, and the research and graduate designations, of all institutions.
 - Study the Auraria Higher Education Center and whether it remains the most effective structure to meet higher education needs in the Denver regional area.

Implement performance funding.

- When at least restoration funding is achieved, implement a finance policy whereby a portion of state funding is based on performance of institutions and students against specific state goals set forth by the CCHE.

Require consultation with the CCHE in appointment of the Executive Director of the CDHE.

- The Governor should appoint the Executive Director of the Colorado Department of Higher Education in consultation with the CCHE.

“It’s time to quit whining about the disappearance of the middle class and the growing divide between rich and poor, and get on with the job of educating ourselves for the good jobs that will be available in the 21st century.”

Dr. Tucker Hart Adams, Senior Partner
Summit Economics, LLC, Colorado Springs

Recommendation 4: Accountability

Improving accountability for our higher education system to meet statewide as well as institutional goals will require increased state funding. In particular, the state cannot meaningfully implement a performance funding structure without a substantial increased investment in higher education.

Key Strategies	Feasibility of Strategies under Each Funding Scenario			
	Accelerated Erosion	Losing Ground	Restoration	Competitive
Maintain current governance structure.	●	●	●	●
Enhance responsibility and authority of the CCHE.	●	●	●	●
Review institutional missions within 18 months.	●	●	●	●
Implement performance funding.	●	●	●	●
Require consultation with CCHE in appointment of Executive Director of the Colorado Department of Higher Education.	●	●	●	●
● = No progress on the measure ● = Some progress ● = Ability to progress				

HESP Charge and Process

Higher Education Strategic Planning (HESP) Steering Committee

By statute (CRS-23-1-108) the Colorado Commission on Higher Education (CCHE) is required to develop a master plan for postsecondary education every five years. The last master plan was completed by the CCHE in 1999, and was updated in 2001. In order to meet the legislative requirements, Gov. Bill Ritter Jr., by executive order, appointed a 12 member bipartisan steering committee in December 2009.

The HESP was chaired by Jim Lyons and Dick Monfort, and composed of representation from business and industry, higher education institutions, nonprofit organizations and members of the CCHE.

The Governor charged the steering committee with defining state higher educational needs and examining institutional missions; reviewing the governance and structure of the system of higher education; addressing higher education funding; and increasing and improving student access and success. In addition, the Higher Education Strategic Planning Steering Committee was charged with addressing two key completion-oriented agendas:

Colorado: To double the number of degrees and certificates by 2020

United States: To increase the percentage of degree holders aged 25-34 to 60 percent by 2020

The Steering Committee developed four subcommittees to address specific areas.

1. The Mission & Governance subcommittee was charged with identifying the proper role, mission and governance structure of the state's higher education system.
2. The Pipeline subcommittee was charged with addressing the role of the system in decreasing remediation, expanding transition programs, removing barriers for nontraditional learners, and increasing completion.
3. The Accessibility subcommittee was charged with addressing the role of the state and institutions in continuing to provide access to students, particularly those most vulnerable groups which include ethnic minorities, low income, and those with geographic barriers.
4. The Sustainability subcommittee was charged with making recommendations related to Colorado higher education funding as it relates to state goals.

HESP Public Forums and Support

Public Forums

- April 24 & September 18, Associated Students of Colorado
- September 14, Sangre de Cristo Arts Center, Pueblo
- October 5, Northeastern 18, Sterling
- October 13, Aims Community College, Greeley/Loveland
- October 14, Western State College, Gunnison
- October 19, Mesa State College, Grand Junction
- October 21, Rothgerber, Johnson and Lyons, Denver

Support from Many Groups

Field/Subject Experts

- Dr. Geri Anderson, Community Colleges of Colorado
- Nella Bea Anderson, Western State College
- Elaine Baker, Community Colleges of Colorado
- Julie Bell, National Conference of State Legislatures (NCSL)
- Deb Blake, Colorado Department of Education
- Andy Carlson, Colorado Department of Higher Education
- Joe Cruse, ACT
- Jennifer Dounay, Education Commission of the State (ECS)
- Celina Duran, Colorado Department of Higher Education
- Dr. Rhonda Epper, Community Colleges of Colorado
- Oscar Felix, Colorado State University
- Richard Garcia, Statewide Parent Coalition
- Elizabeth Garner, Colorado State Demographer
- Dr. Matt Gianneschi, Community College of Aurora
- Jami Goetz, Colorado Department of Education
- Dennis Jones, National Center for Higher Education Management Systems (NCHEMS)
- John Karakoulakis, Colorado Department of Higher Education
- Patrick Lane, Western Interstate Commission for Higher Education (WICHE)
- Dr. Toni Larson, Independent Higher Education of Colorado
- Dr. Paul Lingenfelter, State Higher Education Executive Officers (SHEEO)
- David Longaneker, Western Interstate Commission for Higher Education (WICHE)
- Dr. Janet Lopez, University of Colorado at Denver
- Dr. Cheryl Lovell, Colorado Department of Higher Education
- Dr. Ian Macgillivray, Colorado Department of Higher Education

- Ricardo Martinez, Padres Unidos
- Jerry Mason, Arapahoe Community College
- Chad Marturano, Colorado Department of Higher Education
- Aims McGuinness, National Center for Higher Education Management Systems (NCHEMS)
- Matt McKeever, Colorado Department of Higher Education
- Scott Mendlesberg, GEAR UP
- Levia Nahary, ACT
- Arturo Perez, National Conference of State Legislatures (NCSL)
- Julia Pirnack, College in Colorado
- Andrea Reeve, Colorado State University
- Ryan Ross, TRiO/ Educational Opportunity Center
- Todd Saliman, Governor's Office of State Planning and Budgeting
- Dr. Frank Sanchez, University of Colorado at Denver
- Scott Stump, Community Colleges of Colorado
- Dr. Becky Takeda-Tinker, Colorado State University, Global Campus
- Rana Tarkenton, Denver Scholarship Foundation
- Tim Taylor, Colorado Succeeds
- Dawn Taylor Owens, College in Colorado
- Dr. Paul Teske, University of Colorado at Denver
- Paul Thayer, Colorado State University
- Bruce Vandal, Education Commission of the State (ECS)
- Frank Waterous, Bell Policy Center
- Terry Whitney, College Board
- Mary Wickersham, Governor's Policy Office

Legislative Advisory Group

- Senator Bob Bacon, 14th District (Larimer)
- Senator Keith King, 12th District (El Paso)
- Representative Tom Massey, 60th District (Chaffee, Custer, Fremont, Park, Pueblo, Saguache)
- Representative Karen Middleton, 42nd District (Arapahoe)
- Representative Beth McCann, 8th District (Denver)
- Representative Ken Summers, 22nd District (Jefferson)
- Senator Gail Schwartz, 5th District (San Luis Valley, etc.)

HESP Public Forums and Support

HESP Subcommittees

Accessibility

- Meg Porfido—Chair, HESP
- Jim Polsfut, HESP
- Alan Salazar, HESP
- Dr. Donna Souther, Executive Dean/CAO, Aims Community College
- Dr. Eric Lee, President/CEO, Colorado Black Chamber of Commerce
- Dr. Abe Harraf, Provost, University of Northern Colorado
- Dr. Dave Svaldi, President, Adams State College
- B.J. Scott, Commissioner, Colorado Commission on Higher Education, 5th Congressional District
- Dr. Janet Gullickson, DHE Staff

Mission/Governance

- Jim Lyons—Chair, HESP
- Ray Baker, HESP
- Terry Farina, HESP
- Hereford Percy, Vice Chair, Colorado Commission on Higher Education, 7th Congressional District
- Peter Han, Chief of Staff, Colorado School of Mines
- Dr. Steve Jordan, President, Metropolitan State College of Denver
- Dr. Linda Bowman, President, Community College of Aurora and VP, Colorado Community College System
- Gail Klapper, Director, Colorado Forum
- Father Mike Sheeran, President, Regis University
- Donald L. Kortz, Chairman, Fuller Real Estate
- Inta Morris, DHE Staff

Pipeline

- Theresa Peña—Chair, HESP
- Jane Rawlings, HESP
- Russ George, HESP
- David Greenberg, Founder & Board President, Denver School of Science and Technology
- Dr. Dan Lucero, Executive Director, Colorado Association, Career and Technical Education
- Jill Brake, Commissioner, Colorado Commission on Higher Education, 3rd Congressional District
- Joe Garcia, President, CSU Pueblo

- Jay Helman, President, Western State College
- Dr. Matt Gianneschi, Vice President, Community College of Aurora
- Gully Stanford, DHE Staff

Sustainability

- Dick Monfort—Chair, HESP
- John Bliss, HESP
- Greg Stevinson, HESP
- Kelly Brough, President and CEO, Denver Metro Chamber of Commerce
- Gary Reiff, Executive Vice President, Dividend Capital Total Realty Trust Inc.
- Tim Foster, President, Mesa State College
- Kelly Fox, Chief Financial Officer, University of Colorado System
- Mark Superka, Budget Director, Colorado Community College System
- Mark Cavanaugh, DHE Staff

Additional Thanks:

- Colorado Commission on Higher Education
- Colorado Department of Higher Education
- Denver Public Schools
- Chris Adams
- Anne Button
- Twyla Esquibel
- James Jacobs
- Richard Jividen
- Jacquie Lucero
- Sue Samuelson
- Susie Sidwell

Other Stakeholders:

- Associated Students of Colorado
- Chief Executive Officers
- Chief Financial Officers
- Student Affairs Stakeholders
- Data Advisory Group
- Financial Aid Advisory Committee
- and many many others

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Building our economy and
preserving our quality of life:

Colorado Must Decide

Colorado's Strategic Plan for Higher Education