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" COLORADO HIGHER EDUCATION--
GOALS....AND REASSESSMENT
(A Staff Paper) "



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INTRODUCTION

Early in 1974 the Colorado Commission on Higher Education initiated a major statewide planning effort for higher education in Colorado. Over five-hundred letters were sent by the Commission to individuals throughout the State requesting assistance in identifying major issues facing us as we try to improve higher education in the State. The responses were thoughtful and productive and resulted in the identification of eight major issue areas.

Eight task forces were assembled to address the issues and they included individuals from a variety of backgrounds both inside and outside of formal education. The issues addressed were: 1) Governance and Process, 2) Roles of Public Colleges and Universities, 3) Pricing, 4) Access and Delivery, 5) Manpower and Educational Policy, 6) The Private Sector, 7) Graduate Education and Research, and 8) Financing Higher Education. Each task force spent approximately nine to ten months of activity prior to issuing a report of its findings.

This paper is intended to provide a brief summary of the major themes of the task force reports, background information on the current environment of higher education in the State, and a suggested agenda for the Commission on Higher Education. The paper does not attempt to summarize or list all of the recommendations of the task forces. Summaries of the reports have been circulated widely, and the Commission will respond to each of the recommendations.

The scope of the planning effort included the role of the private colleges and universities, but lack of information and legislative responsibility for all facets of education beyond the high school limited the effort primarily to traditional higher educational institutions. Thus, reference generally is made to "higher education" rather than the

all-encompassing term "postsecondary." It is recognized that adequate planning for higher educational opportunity provided by the State must consider the role of proprietary institutions and other agencies which are involved, directly or indirectly, in educational activities. As better information becomes available about the entire spectrum of education, the State's planning efforts will become even more comprehensive.

During the initial organization of task forces, considerable discussion was given to the desirability of selecting a task force to address the goals of higher education in Colorado. A review of plans developed in other states revealed that the results of committees charged with developing goal statements usually result in broad statements of general direction with which few could quarrel. It was decided to encourage the task forces to address specific issues from which it was hoped goals and general directions would emerge. Consensus on major goals did emerge both explicitly and implicitly in the task force deliberations and an attempt to articulate these goals is included in the paper.

If a public consensus on the needs and direction of higher education is to emerge, it must be the result of broad participation and involvement of interested individuals, and discussion which clarifies the issues and scrutinizes the implications of recommendations and suggested courses of action. Hopefully, this paper will stimulate thought, discussion and further questions on the task force reports, the issues, and the direction of higher education in the State. The Colorado Commission on Higher Education solicits your review and response.

I. GOALS FOR HIGHER EDUCATION IN THE TASK FORCE REPORTS

In general, the task force reports do not propose radical departures from the current system of higher education in Colorado. Indeed, with few exceptions, the reports provide reinforcement of the status quo, not assuming that an ideal state exists in higher education, but that the general direction during the last decade has been on target with the needs of individuals and the state. The reports are noticeably silent on expansion of the system, focusing rather on the improvement of quality of programs, movement toward the development of criteria for evaluating the need for programs, and other improvements to make the current system more effective. The fact that no broad expansion was recommended implied that the task forces viewed a very different environment for higher education from that in the late sixties and early seventies. The task force reports, whether intended or not, suggest caution and careful planning in the light of an uncertain economic and social environment. Goals for higher education in Colorado were evident in the major themes of the reports, and those for which there was substantial support among the task forces are presented and discussed below.

GOAL #1 - TO PROVIDE ACCESS TO HIGHER EDUCATION OPPORTUNITY FOR ALL CITIZENS OF THE STATE, REGARDLESS OF AGE, SEX, ETHNICITY, INCOME, OR PLACE OF RESIDENCE.

The task forces on Access, Pricing, and Manpower reaffirmed the need to provide access to higher education for all citizens. Access has increased significantly for Colorado residents during the last few years, but there remains a need to look further into those factors which affect access.

An evaluation of the financial barriers to access were of great concern to both the Access and Pricing task forces. Unfortunately, there is not adequate information on which to make a judgment of the significance of the financial barriers to access. One assumption is in order. If the increase in personal income of lower income families does not keep pace with tuition and other costs of attending college and the financial assistance available, it is certain fewer individuals from lower socio-economic levels will attend our colleges and universities. Likewise, if we expect to increase the proportion of students from lower income backgrounds, their relative financial position must increase more rapidly than tuition and costs of attendance. A specific objective to which the system should aspire is to approach a similar ethnic and socio-economic profile of Colorado residents in our colleges and universities to that in the Colorado population.

The Access task force extended its concerns to individuals who have not been well-served by conventional higher education--the so-called "non-traditional" student, including the older-age individual, the person who works full-time and is interested in college attendance at night or on the weekends, and the individual who lives in remote geographic areas where there has not been higher educational opportunity. In many cases these are also members of ethnic groups, women, and those from lower socio-economic backgrounds.

The Access task force recommended that a special effort be made to increase access to those students through a variety of actions, e.g., better programs of dissemination of information and counseling, expansion of off-campus programs, and development of special recruitment programs.

Institutional barriers still exist for non-traditional students even though colleges and universities have modified and extended their activities to accommodate

a greater diversity of student backgrounds and needs. Scheduling classes and programs on evenings and weekends, developing other special programs such as "Weekend College" for the working student, facilitating transferability of credit among institutions, and eliminating arbitrary degree requirements are actions that should be encouraged by the Commission.

A major recommendation of the Access task force was the expansion of off-campus offerings, to be implemented by our existing institutions if possible, or if necessary by an alternative structure which will be responsive to the "non-traditional" student. In order to extend access to students who are unable to participate in campus-bound programs for whatever reasons, the task force recommended that the State provide equitable support to the off-campus student.

Colorado has made significant gains in increasing access of minorities during the last several years. Table 5 on page A-7 in the Appendix shows the changes in proportions of minorities in Colorado colleges and universities from 1968 to 1974.

GOAL #2 - TO PROVIDE AN ENVIRONMENT WHICH WILL INSURE THE VITALITY OF THE PRIVATE INSTITUTIONS IN THE STATE.

The private institutions were viewed by the Private Sector task force as a public resource, contributing to the needs of Colorado citizens as well as providing needed educational manpower to the State. For this reason the task force made several recommendations for cooperative arrangements between the public and private institutions, including participation of the privates in planning for programs and facilities, disseminating information to prospective students, and exploration of joint purchasing arrangements.

The Private Sector and Pricing task forces recommended that eligibility for state student aid be extended to resident students enrolled in Colorado private

institutions. The basic rationale for this goal was that of equitability of state student aid support to resident students whether they attend public or private institutions.

Colorado has lagged behind other states in recognizing the value and contributions of its private institutions as over 40 states provide support either for resident students attending their private institutions or directly to the institutions. The private sector provides a healthy alternative to the public system and the long-term vitality of higher education in the State is dependent on the well-being of its private institutions. Yet as the state system expands and the tuition gap between the publics and privates continues to widen, the privates are finding it more difficult to compete. If, indeed, the State wants to preserve the valuable contributions of the private institutions, it needs to reassess its relationship to them.

GOAL #3 - TO INSURE DIVERSITY OF INSTITUTIONAL ROLES AND PROGRAMS WITHIN A COMPREHENSIVE SYSTEM OF HIGHER EDUCATION.

The task force reports on Roles of Public Colleges and Graduate Education are perhaps as significant for what they did not say as for what they did. The task forces were looking primarily to developments in the next five years, and while institutions are expected to grow during this period, neither task force recommended any new institutions, any major program expansion, or any major facilities expansion. They were anticipating a transitional period from rapid growth to preparation for levelling enrollment.

A significant plank in both task force reports was the concept of diversity in roles and programs of institutions. The Roles task force operated with the fundamental assumption that each institution cannot be all things to all people, but that it is necessary to identify clear-cut statements indicating specific roles for sectors and

individual institutions. Roles statements were developed for all state institutions and included the identification of functions best accomplished by certain types of institutions. For example, remedial instruction was recommended as a primary role of the community college sector and not of the four-year colleges and universities. Roles were defined for institutions on the basis of characteristics of students served, geographic area served, and selected program emphases.

The Graduate Education task force recommended that no additional institutions offer the doctoral degree during the next five years. Reasonable access to doctoral programs already exists in the state, and no net increases in doctoral programs should take place, although institutions were encouraged to be flexible so that new programs might replace lower priority programs when appropriate. This recommendation implied that in review of new programs, proposals be accompanied by evidence of termination of existing programs. The task force recommended that a significant criterion for assessing graduate programs is the number of degrees awarded, suggesting that graduate programs that had been in existence for several years and were unable to increase their degree productivity to a minimal level should be considered for elimination. The Graduate task force strongly expressed the view that doctoral degree institutions are more than a state resource -- they are national and even international in scope and role. Thus, it recommended elimination of the prohibition of student aid to other than resident students at the graduate level.

Diversity can best be accomplished by a cooperative institutional-state agency effort to designate those programs which are best suited for selected institutions. Designation of programs is both an institutional and state concern, but ultimately the state should have responsibility for designation of programs in the state system and the institutions' responsibility for implementing them. Without state direction, it is likely diversity will not be insured.

The problem of diversity is stated in the Newman report.

"American higher education is renowned for its diversity. Yet, in fact, our colleges and universities have become extraordinarily similar. Nearly all 2,500 institutions have adopted the same mode of teaching and learning. Nearly all strive to perform the same generalized educational mission. The traditional sources of differentiation--between public and private, large and small, secular and sectarian, male and female--are disappearing. Even the differences in character of individual institutions are fading. It is no longer true that most students have real choices among differing institutions in which to seek a higher education."

Among state-supported institutions, the prestigious state universities become the model to which most four-year institutions and even some two-year institutions aspire so that most colleges and universities dutifully become part of what Riesman and Jencks call the "snake-like procession" in which the prestigious universities are in the lead and those in the procession compete furiously to move closer to the head. Care must be exercised in building up institutional aspirations. In the period ahead, building of aspirations for increased funding can only be self-defeating. Aspirations should be built on the identification of unique institutional roles and the successful implementation of those roles.

Diversity in roles and programs of institutions should accomplish three purposes:

- (1) provide a breadth of program options for citizens of the State,
- (2) avoid unnecessary duplication and proliferation of programs, and
- (3) develop quality in selected fields by concentrating resources in those fields.

The first two purposes have generally been understood and supported. The third needs to be exploited especially in the constrained economic climate that must be expected in the foreseeable future.

GOAL #4 - TO MAINTAIN AND EXTEND QUALITY IN HIGHER EDUCATION OFFERINGS.

Closely associated to the goal of diversity is that of quality. To assume that all programs in the state are of similar quality is a myth and a deception. On the other hand, to assume that empirical evidence can be assembled to rank order all programs in the State from high to low is an equally bad misconception of quality. Institutional objectives may range from providing a general or liberal education, to preparation of individuals who are successful in graduate education, to preparation of individuals for a specific occupation or profession. It is possible to determine the quality of programs as defined by the successful fulfillment of roles.

Both the Roles and Graduate Education task forces underscored the need for continued development of quality in programs. The Graduate task force felt that Colorado is already well-endowed with high quality doctoral programs, and that any expansion of programs at the master's level should be related to professional and occupational programs.

How should programs be evaluated and priorities developed? Many criteria can be utilized to assess program productivity, but the issue is highly sensitive and the process should be carefully developed. A task force of the Education Commission of the States in a report entitled "Coordination or Chaos?" suggested ten criteria for review of programs which may be appropriate for Colorado:

- (1) number of graduates in the program in each of the past five years;
- (2) the number of students enrolled in the program (entry and dropout rates);
- (3) the size of classes and the cost of courses identified as integral elements in the program;

- (4) cost per program graduate;
- (5) faculty workload;
- (6) program quality as reflected by its regional or national reputation, faculty qualifications and the level of position achieved by graduates of the program;
- (7) total production of the program's graduates from all institutions in the state, region and/or nation;
- (8) the economies and improvements in quality to be achieved by consolidation and/or elimination of the program;
- (9) general student interest and demand trends for the program; and
- (10) appropriateness to a changed institutional role or mission.

These and other criteria should be reviewed and discussed to arrive at appropriate ways to evaluate programs.

GOAL #5 - TO PROVIDE INCREASED INSTITUTIONAL MANAGEMENT FLEXIBILITY WHILE INSURING EFFICIENCY AND ACCOUNTABILITY.

The dual purposes of management flexibility and efficiency were underscored by the Governance and Finance task forces. The Finance task force suggested that incentives be provided to encourage institutions to meet appropriate performance measures, and procedures be established to allow state management controls to be waived if an institution can demonstrate cost savings and effectiveness.

The difficulties of coordinating activities in a constrained environment are immense. Yet the Governance task force strongly reinforced the coordinating principle in Colorado by recommending the avoidance of the extremes of: (1) a "super-board" over all of higher education in the State, and (2) the lack of a centralized state focus with every institution having its own governing board. The major work

of the Governance task force dealt with suggestions for improving the coordinating and management functions in higher education. Much attention was given to the role of the Commission and numerous suggestions were made for the budget and accountability process.

Two conflicting forces--increasing involvement of state agencies in institutional operations and the need for institutional management flexibility are resulting in growing tension between institutions and state agencies. This tension is primarily focused on the budget process. Institutional presidents feel they are in an untenable position as the budget process consumes an inordinate amount of time and expense and hampers their management prerogatives in dealing with problem areas. A slow-growth or levelling environment is likely to result in an increase of the adversary relationship between institutions and state agencies.

In order to accomplish Goal #5, a change in emphasis of the Commission on Higher Education was recommended by the Governance, Roles, and Finance task forces. The task forces recommended less involvement of the Commission in the budget process, and increased involvement in defining the roles and missions of institutions, the measurement of institutional effectiveness in fulfilling roles, program review and evaluation, and the fundamental problems from a statewide perspective of access, diversity, quality, and priorities for higher education.

The Finance task force recommended the Commission develop a financial planning capability which would continually evaluate the rationale and impact of state financing policies, recommend policies and practices to increase revenue to higher education, and make suggestions for more efficient use of revenue.

GOAL #6 - TO PROVIDE TUITION POLICIES IN WHICH THE INDIVIDUAL STUDENT BEARS A REASONABLE SHARE OF THE FINANCIAL BURDEN OF EDUCATION.

The debate over who benefits and therefore who should pay for higher education has been heard on campuses, in state legislatures and in Congress for many years without resolution. It is basically a philosophical issue on the value a society places on higher education. The Pricing task force discussed the issue and recommended the continued policy of joint responsibility for paying for college under the assumption that both the individual and society benefit. The task force supported the concept that tuition should be based on a percentage of the average cost of delivering higher education services. It was further recommended that non-resident tuition continue at 100% of educational and general expenditures. There were differences of opinion over the proportion the individual and the state should pay. Currently the state is paying 75% of educational and general costs and the student 25% in the four-year colleges and universities; the proportions are 80% and 20% in the two-year colleges. Since a fundamental role of the community college sector is to provide "open door" educational opportunities, charging less tuition in these colleges compared to the four-year colleges and universities is consistent with the goal of access and equitable funding.

There was an underlying frustration evident in both the Pricing and Access task forces because of the lack of empirical evidence available to measure the relationship between tuition charged and access. Both task forces felt that if tuition is a serious barrier to attendance of large proportions of those from lower socio-economic levels, it should be reduced or adequate student financial aid should be provided to insure access of all individuals regardless of background. Without empirical evidence to the contrary, the current proportion of costs paid by the individual and the state seemed reasonable.

There was a point of disagreement between the Graduate Education task force and the Pricing task force over the question of differential charges based on level of student. The Pricing task force recommended no differential charges by level be considered while the Graduate task force suggested a study of the effects of differential funding.

Summary

The task forces recommended no new institutions, no major program expansion, no major facilities expansion, but strongly recommended extending higher education opportunity to students in groups which have traditionally been denied easy access to the system. No grand schemes were suggested which would require large sums of additional dollars. Many of the recommendations called for little, if any, new funds. The Finance task force reviewed all of the recommendations of the other task forces and categorized the recommendations into: (1) those with no financial implications, (2) those with minor financial implications, (3) those with moderate financial implications, and (4) those with major financial implications. In general the reports recognized the realities of the political environment while recommending methods and actions to improve the operation of higher education in the state.

II. THE ENVIRONMENT

Current Status

Colorado is a state whose citizens value higher education. It has the largest percentage of adults with four years or more of college among the fifty states. It ranks second in the median years of schooling, as its average citizen has completed 12.4 years of school. It ranks in the top 10 percent of states in the number of physicians, dentists, and lawyers per capita. Colorado tends to draw large numbers of individuals from other states, and since professional people are generally more flexible in mobility, this may account in part for its high standing. It is also a "higher education intensive" state as it produces more bachelor's, master's and doctor's degrees than its proportional state share based on population.

Colorado is well above average in per capita state and local government expenditures for higher education. It is also above average in state appropriations per capita and in state appropriations per one thousand dollars in personal income, but it is significantly below average in appropriations per student. This is explained in part by the large number of out-of-state students who attend our colleges and universities, paying high tuition and thereby pushing the tuition income up and reducing state tax fund appropriations.

Colorado is a large net importer of students and has many more students per capita than most states. Charging high tuition for out-of-state students might be seen as taking advantage of Colorado's attractiveness while keeping the appropriations per student at a relatively low level. Colorado's tuition for non-resident students is above average nationally while the tuition for residents is slightly below the national average. However, resident tuition is higher than the average in the Rocky Mountain and Western states.

Averages, however, tend to obscure significant problem areas, and it is a mistake to assume that all is well in our system of higher education. For example, there are estimated to be over 500,000 adults in the State who do not have the equivalent of a high school diploma.

The State's interest in, relationship to, and support of higher education should be exploited as an additional attractiveness in its own right. The value placed on higher education by our citizens should be accompanied by continued development of quality in our higher education system. A higher education intensive state like Colorado produces highly qualified personnel for its systems of education, health, other government services, and business and industry. It also is attractive to high technology industry and produces social and economic contributions to all citizens of the State. Our colleges and universities are a significant resource and as the State faces difficult economic times, it should not allow the system to deteriorate for lack of adequate support.

Enrollments

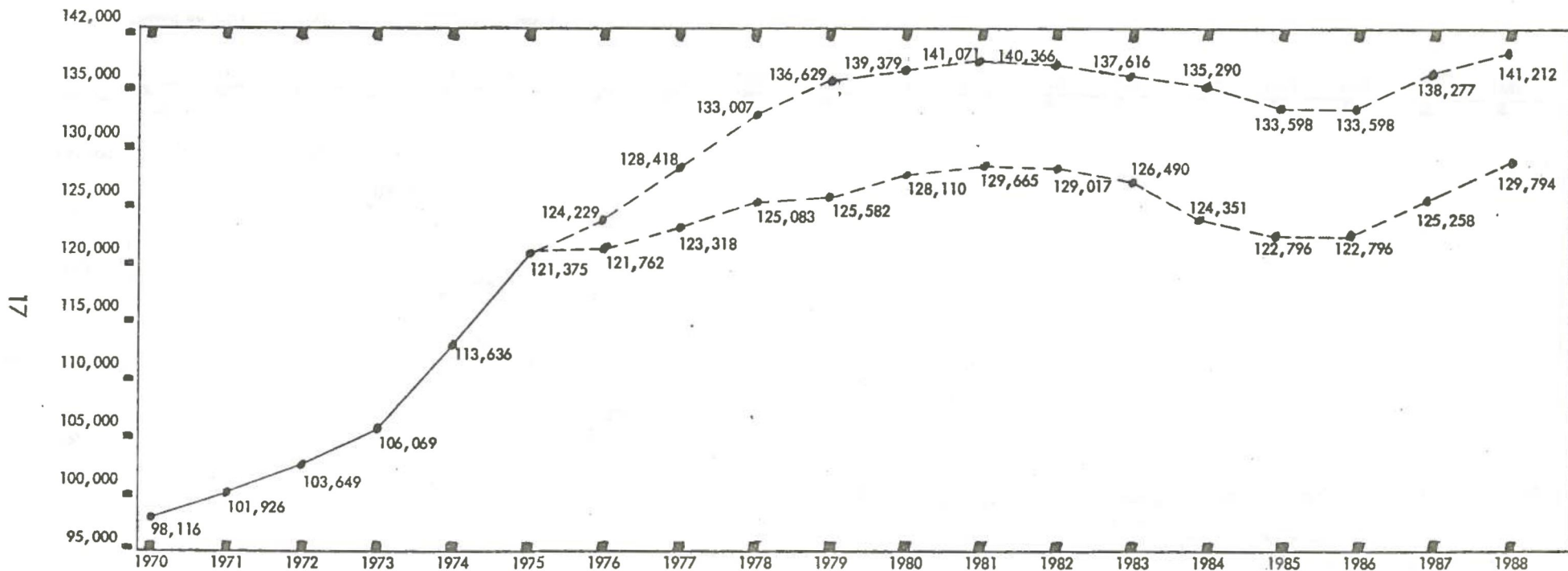
How many individuals will be seeking higher education opportunity in Colorado in the later seventies and 1980's? This is a crucial question to be addressed by planners and policy makers, but there are a multitude of factors which affect enrollments including the size and makeup of the population from which prospective students are drawn, the participation rate of the population, the economic climate, and state and federal policies. Approximately two-thirds of the students in Colorado colleges and universities are between the ages of 18 and 24. Thus, the size of this age cohort is a significant factor in projecting future enrollments. The sagging birth rates nationally since 1961 and the corresponding reduction in live births since that time

is now a well known fact which has caused great speculation, mostly pessimistic, about future enrollments in higher education through the 1980's. Indeed, some states are projecting severe enrollment declines in the 1980's as a primary result of the expected reduction of the younger age cohort. New York, for example, is planning for the possibility of closing institutions of higher education in the 1980's.

In Colorado three factors tend to offset the projected nationwide declines in enrollment. First, the birth rates per thousand population in Colorado have been above the national average since 1968. Second, Colorado is still experiencing significant population growth as a result of immigration from other states. And third, Colorado is a large net importer of students from out-of-state. Thus, the potentially dramatic retrenchments which are likely to take place in other states may be avoided in Colorado.

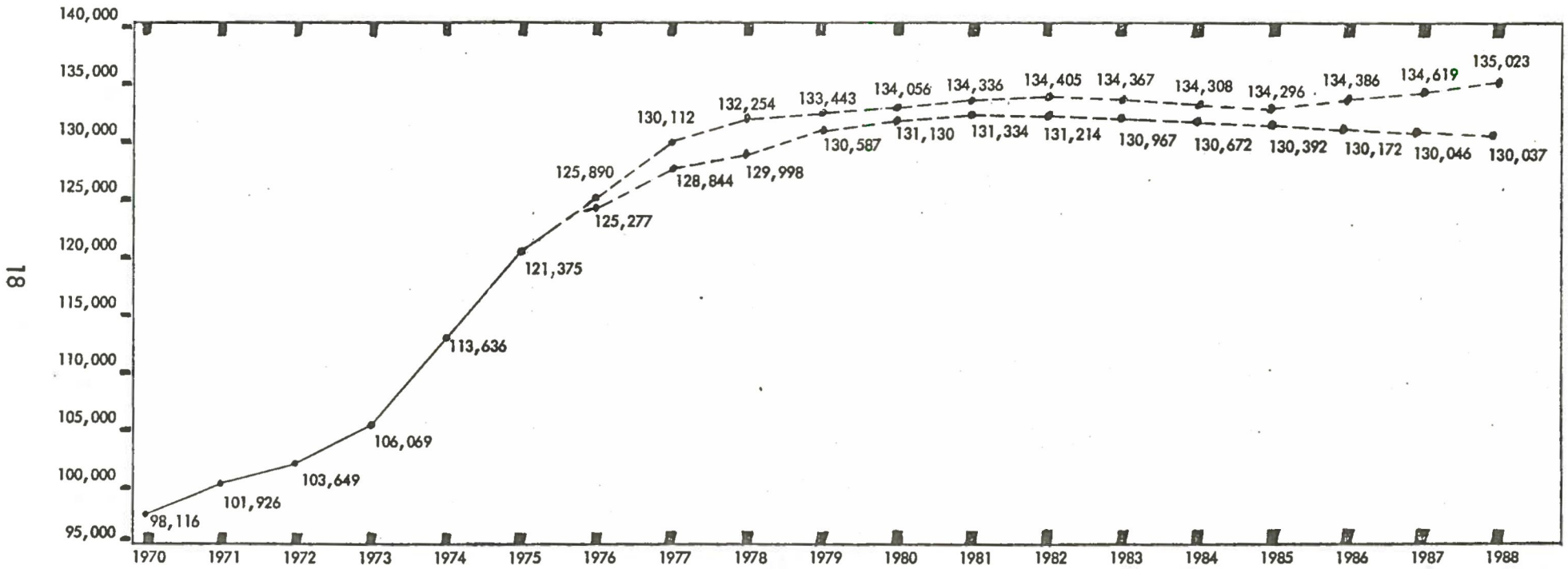
It is possible to illustrate the potential enrollment expectations in the 1980's. Taking the projected number of high school graduates in Colorado and using the lowest and highest ratios of high school graduates to college enrollments of the last four years, projected enrollment ranges in the state colleges and universities can be seen in Figure 1. This projection assumes that the proportion of non-resident and older age students will remain constant. Figure 2 shows projected enrollments using the low and high population projections of the 15-18 year old age cohort issued by the State Division of Planning, and relating these population projections to previous low and high ratios of this age cohort to college enrollments. In both cases, these projections show a continued increase in enrollments through the early 1980's, after which a decline is evident for the next several years.

FIGURE 1*
 COLORADO STATE INSTITUTIONS OF HIGHER EDUCATION
 FALL HEADCOUNT ENROLLMENT-LOW & HIGH ESTIMATES
 1970 TO 1975 ACTUAL AND 1976 TO 1988 ESTIMATED



*Based on projected number of high school graduates.

FIGURE 2*
 COLORADO STATE INSTITUTIONS OF HIGHER EDUCATION
 FALL HEADCOUNT ENROLLMENT—LOW & HIGH ESTIMATES
 1970 TO 1975 ACTUAL AND 1976 TO 1988 ESTIMATED



*Based on projected population of 15-18 year old age cohort.

The major reason for the levelling in the 1980's is that there is an enrollment peak in Colorado public elementary and secondary schools which in 1975-76 is at the ninth grade level. As this grade level moves through high school there will continue to be a larger pool of potential applicants for the college freshmen classes through 1979. After that time, the pool from this source will diminish for the next seven to eight years. Colorado elementary schools are already declining in enrollment and secondary schools are expected to decline within the next three to four years even with the expected net immigration of population. Colorado is experiencing what, according to Kenneth Boulding, is a typical phenomenon as a result of a decline in fertility rates. Boulding notes that "the educational system is the first major segment of society after the obstetrical profession to experience the effects of a decline in fertility."

"Holding Power"

While aggregate State enrollments may level, the variations among sectors, institutions, and programs will surely be dramatic. Certain institutions will have greater "holding power" for a number of reasons including their location, program offerings, and attractiveness to students. The three State universities (University of Colorado-Boulder, CSU, UNC) have already had enrollment "caps" placed on them by the State Legislature and it can be expected that the pressures for enrollments in these institutions will continue to build significantly through the latter part of the 1970's and, while tapering off some in the 1980's, they are unlikely to experience enrollment declines. The same is true for the Colorado School of Mines which has a national and international reputation as a special purpose institution in an energy-related field.

Colleges and universities in urban areas, particularly the Denver Metropolitan area, can expect to avoid declines in the 1980's because of the large prospective

student pool in urban locations which for many years in Colorado was without a broad range of higher education opportunity. Likewise community colleges and other institutions which have programs to train individuals in occupations and professions for which there will be continuing manpower needs in the 1980's can expect to have greater holding power than institutions whose major program emphases are in fields for which there is a declining occupational demand. This suggests that rural institutions which depend in significant part on attendance of students from their regions (especially in the regions which are declining in population) will have the most difficult time in maintaining enrollments through the 1980's. It is likely that some rural institutions such as Fort Lewis College and Western State College will have increased holding power because of their attractive locations and the success they have had in attracting students from Denver and out-of-state.

As the Auraria complex emerges in Denver as an attractive and progressive educational concept there is likely to be an increasing number of students who choose to remain in Denver for their educational experience. This poses a dilemma. It might be possible to divert a limited number of students to rural institutions by closing down enrollment opportunities in the urban areas. This, however, would be self-defeating as it would deny educational opportunity for many students in the urban setting who would not, for many reasons, be able to attend rural institutions. The majority of students so affected would be those from lower socio-economic backgrounds and members of ethnic minorities.

Institutions which are likely to experience serious enrollment problems in the 1980's include: Morgan Community College, Lamar Community College, Otero Junior College, Trinidad State Junior College, Adams State College, and perhaps the University of Southern Colorado. Tables and graphs showing projected population growth by

region and the relative dependence of institutions on students from their regions can be seen on pages A-1 through A-4 in the Appendix.

These institutions may need special incentives and aids to maintain enrollments through the decade of the 80's. A variety of incentives from the state level might range from a program to increase population in selected areas to special scholarships to encourage student attendance, but each will have a cost attached to it. Thus, the benefits of maintaining enrollments at additional cost to the state may be weighed with other alternatives such as consolidation of programs and/or institutions in certain geographic locations. Several institutions have already experienced a levelling of enrollment and some are close to, if not below, an adequate enrollment level to support the programs necessary for existence of a comprehensive institution.

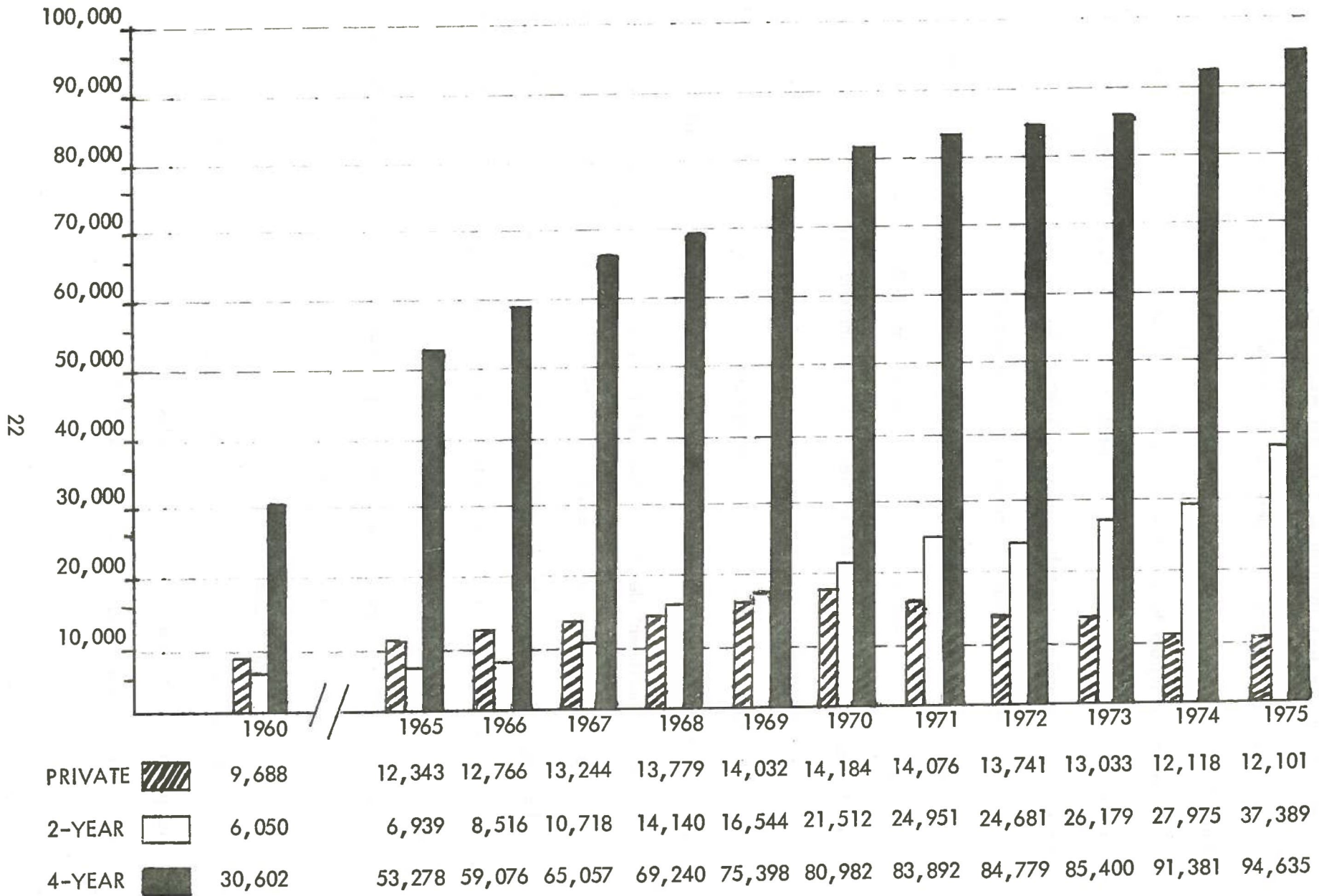
The Private Institutions

Enrollments in the private sector present an additional problem. All of the private institutions with the exception of Colorado College have in the last few years experienced enrollment declines. Most of these institutions have, over time, enrolled a diminishing proportion of Colorado residents. Like the publics there are differences in holding power among the private institutions. While they may all experience difficulties in the future, some will weather the enrollment drought better than others, but it is not inconceivable that one or more may find it impossible to continue in existence within the next ten years. The diminishing proportion of private enrollments during the last four years can be seen in Figure 3.

Participation of Older Age Groups

The increase in the number of individuals beyond the traditional college age group and the renewed interest among older individuals in the population in seeking educational experiences may offset to some extent the decreases in enrollments from

FIGURE 3
 COLORADO FALL HEADCOUNT ENROLLMENTS FOR
 PRIVATE, 2-YEAR AND 4-YEAR INSTITUTIONS



the traditional age groups. Indeed, there is evidence that this is already occurring. The dramatic growth in Colorado's Outreach Program which is primarily made up of individuals beyond the traditional college age is indicative of this renewed interest. Outreach course enrollments have grown from 40,084 in 1971-72 to 82,366 in 1974-75. This has occurred without state subsidy, which means that students in the Outreach Program are paying essentially the full costs of operation of the program. In addition, the growth of many of Colorado's urban colleges and universities has been due in large part to the growth in numbers of individuals from older age groups. The average age of students at Community College of Denver is 29, at Metropolitan State College it is between 27 and 30, and at the University of Colorado-Denver it is 27.

On the other hand, most older individuals already have jobs or family responsibilities which prohibit them from attending college on a full-time basis. Since it takes several part-time students to equal a full-time equivalent, it will require several older students to offset the decrease of a single full-time student. In the last few years there has been a special attempt to encourage older persons to participate in higher education. How long the participation rate will continue to rise before it stabilizes is difficult to project.

There are many unpredictable variables which result in great uncertainty in forecasting higher education enrollments. This uncertainty coupled with the known declines in the traditional college age group cohort compels planning for the possibility that enrollment declines on a statewide basis will occur in the 1980's.

Social and Economic Factors

State and federal incentives are significant determinants of enrollments. Federal and state student aid programs have provided increased access for special groups of

individuals to attend colleges and universities. For example, the variety of assistance programs for veterans has stimulated enrollments within this particular group. In the Fall of 1974, over 19,000 veterans were enrolled in Colorado colleges and universities making up 15% of the total enrollment. In the community college sector over 30% of the enrollments were veterans. Most, if not all, of these veterans were receiving some type of student aid. If this aid were to be terminated it is likely enrollments would drop by several thousands.

The current economic and political environment is not favorable for increased incentives for individuals to attend college. The recent economic decline has given rise to fiscal conservatism which is nonpartisan in nature, and there have been serious attempts at the federal level to curtail selected programs such as assistance to veterans. There is a debate as to whether the recent economic decline is a temporary phenomenon or whether it is the beginning of a new era of economic levelling, or slowing at best. A growing number of well respected economists suggest the latter, and forecast that economic indices such as per capita real income, productivity, and real gross national product will be subject to slowing or decline in the next decade. It is beyond the scope of this paper to assess the future economic situation. There are enough indicators, however, to be cautious in forecasting any major upswing in the economy.

Manpower Needs

Another factor which will affect enrollments, the significance of which is now emerging, is that of manpower needs in the society. The "oversupply" of college educated manpower in the marketplace and the corresponding publicity it has received has already affected higher education enrollments. In spite of protestations from within the academic community, higher education is perceived by a large proportion of the population as a means to a better life materially through the opening of doors to higher

paying jobs. Education for manpower needs is only one factor which should be considered in assessing the desirability of a college education, but its importance should not be minimized. The basic problem is not the "unemployment" of college educated manpower but rather the "underemployment." As increasing numbers of college trained individuals find themselves in jobs which are below the level for which they have been trained, job dissatisfaction will increase. This problem was discussed by Robert Timothy, President of Mountain Bell, who indicated that in 1973 Mountain Bell hired 4,323 individuals in Colorado and only sixty of the positions for which they hired required a college degree or postsecondary educational training. Yet they hired over 350 employees with college degrees, most of whom could not find jobs that utilized their particular educational backgrounds. The U.S. Department of Labor's Bureau of Labor Statistics estimates that over 80 percent of job openings between 1975 and 1985 will not require a four-year college education. The projected imbalance between supply and demand of college educated manpower will increase after 1980.

Colorado is producing more college educated people than will be needed in the marketplace, and the imbalance will increase, yet there will be fields in which there is undersupply as well as oversupply. There are expected to be good opportunities in such fields as allied health, data processing, and hard sciences related to federal energy policy, and growing surpluses in such fields as teacher education, law, selected engineering fields and liberal arts.

Of special note is the production of Ph.D's in most fields. We are headed statewide and nationally into a severe imbalance between Ph.D's produced and job opportunities. The downtrend in the economy has spurred additional individuals into graduate schools at a time when current and projected opportunities for such people

are diminishing. Traditionally, most doctoral recipients accepted teaching jobs in colleges and universities, research positions funded by the federal government, or government positions. Job opportunities in these areas have diminished in the last four years, thus further aggravating the demand/supply imbalance.

The Carnegie report on College Graduates and Jobs indicated that in the nation at large, nearly 30 percent of male four-year graduates are currently under-employed and this number is projected to rise. The emerging societal problems created by aspirations of college educated youth which are dashed in the realities of the job market have been emphasized in several recent articles and studies. Freeman and Holloman conducted a study at MIT's Center for Policy Alternatives which demonstrated that the economic status of graduates is declining with the increasing imbalance between supply and demand. This is becoming apparent to a growing number of young people, and may be a partial explanation why the percent of 18 to 19 year old men enrolled in U.S. colleges and universities has dropped dramatically from 44 percent to 33.4 percent in the last five years. The participation rate of high school graduates in college has been affected detrimentally by the job market situation. The writers contend that this is not a temporary situation but is caused by the decline of "college manpower intensive" sectors of the economy seriously reducing the need for college graduates at the same time supply is increasing. The Freeman and Holloman study is consistent with the U.S. Bureau of Labor Statistics forecasts.

The imbalance between supply and demand has stimulated suggestions of moving toward a manpower planning approach to educational program development--estimating the number of jobs needed by society in the future and limiting educational programs to those areas in which jobs are forecast. There are serious problems with such an

approach. It assumes higher education's major educational role is to train people for jobs, thereby ignoring the broader individual and societal benefits which are essential in a modern, healthy society. As societal changes occur rapidly, individuals will be needed who are educated to adapt to many different roles. A manpower planning approach also produces severe limitations to access and freedom of choice of students which has been and continues to be a major goal for higher education in this country. In addition, there is no evidence that a manpower planning approach is feasible or practical. It has been tried in countries with highly structured and centralized systems of education without success. To attempt such a policy in a country like the United States would be chaotic and ineffective.

Better information about career opportunities and more effective dissemination of this information will have an impact on student choice of educational programs. Figure 4 shows there has been a substantial shift in enrollments in various disciplines between 1960-61 and 1973-74 in Colorado which tend to parallel the contracting and expanding career opportunities in related fields. For example, the proportion of students in teacher education programs has greatly declined while the number in health fields has increased.

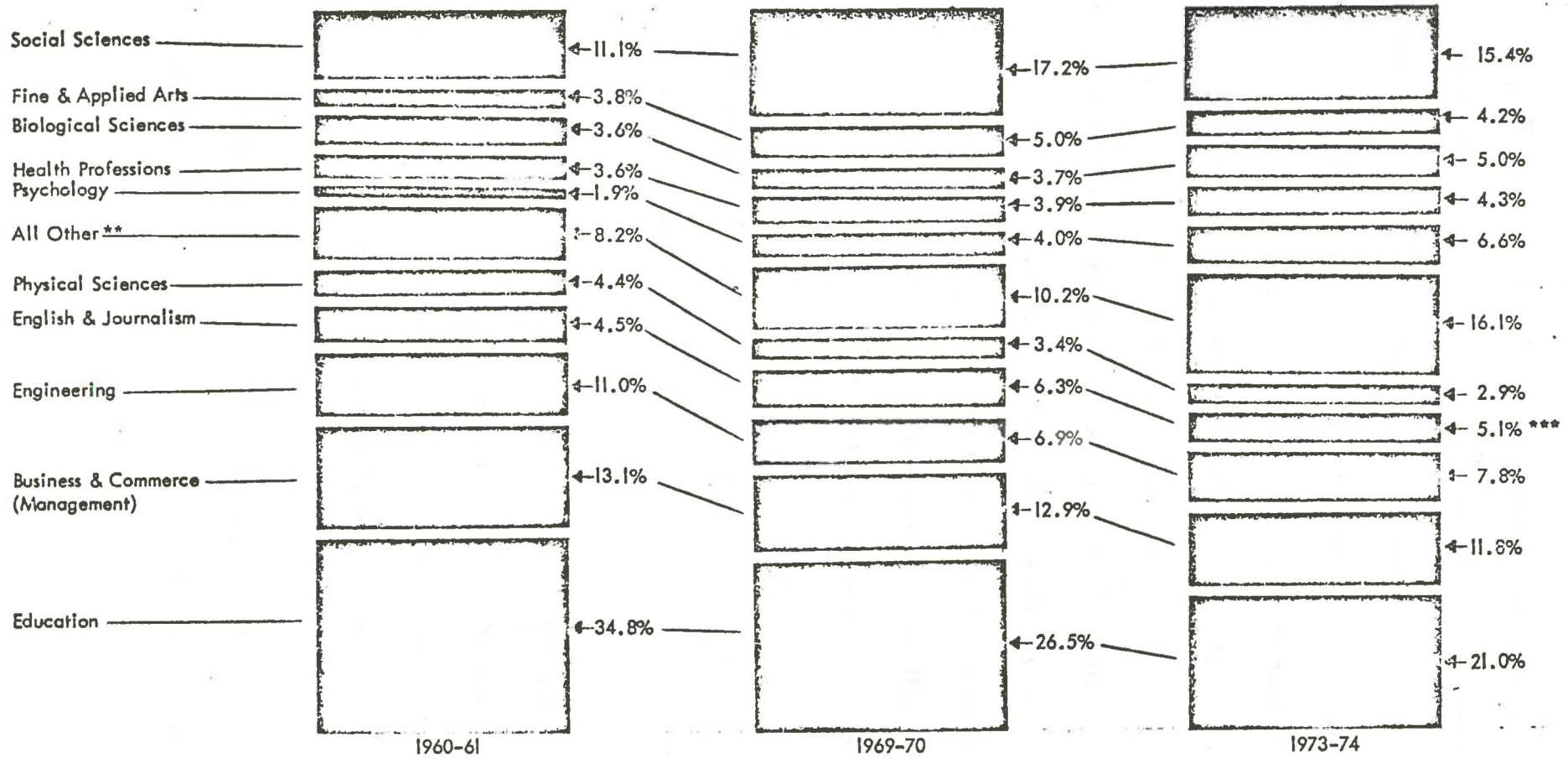
Public Attitudes Toward Education

Perhaps the most disturbing phenomenon in our current societal environment is what appears to be a loss of confidence in education by the public. There is little consolation in the fact that this loss of confidence is shared by other social institutions.

Inconsistencies in our society are bewildering. Social indicators nationally show that, as a people, we continue to be more affluent, better educated in terms

FIGURE 4

DEGREES CONFERRED BY SUBJECT FIELD AS A PERCENTAGE OF TOTAL DEGREES CONFERRED IN COLORADO*



**Includes Agriculture and Natural Resources, Architecture and Environmental Design, Communications except Journalism, Computer and Information Sciences, Foreign Languages, Home Economics, Library Science, Mathematics, Military Sciences, Public Affairs and Services, Theology, and Interdisciplinary Studies. Certain fields individually designated before 1970 are included in general titles named.

*Does not include professional and associate degrees or certificates.

***Adjusted to conform to pre-1970 HEGIS classification.

of years of schooling, and healthier with a longer life expectancy. Yet crimes against people and property are up and fear is increasing. The publicity about the lack of basic literacy among those who are products of our educational systems, lower test scores on college entrance exams, and grade "inflation", are viewed by the public as evidence of failure of the educational establishment. Our schools and colleges are perceived as not fulfilling their exalted aims which are fundamental ingredients of a healthy society.

The loss of public confidence in education is reflected not only in Gallup-type polls, but in increasing public reluctance to continue to support education as it has in the past. Higher education has lost ground as a major national and state priority. It is no longer exempt from careful scrutiny as it finds itself in stiff competition with other state and national needs. A study by Lyman Glenny at the Center for Research and Development in Higher Education at Berkeley, reported that the proportion of state general revenue going to higher education has dropped steadily since 1968 in the Midwest and since 1971 nationally. Colorado has also experienced a decline in proportion of state financial assistance to higher education, as can be seen in Figure 5.

There are many factors which influence public attitudes toward education, but the fact these are expressed by individuals who are products of the educational system suggests a need to reassess the system itself as well as confronting the external factors which impact it.

Summary

Clark Kerr has said, "Seldom has so great an American institution (as higher education) passed so quickly from its Golden Age to its Age of Survival." Kerr may have overstated the problem as it affects Colorado. Nevertheless a review of future

FIGURE 5
 COLORADO
 HIGHER EDUCATION BUDGET APPROPRIATIONS

	<u>H.E. GENERAL Fund *</u>	<u>H.E. Cash Funds *</u>	<u>General Fund Total *</u>	<u>Percent Col 1 Col 3</u>	<u>General Fund Cost/FTE</u>	<u>Total G.F. + Cash/FTE</u>
1968-69	71.3	41.3	273.0	26.1	945	1493
69-70	86.7	46.4	338.4	25.6	1053	1617
70-71	111.2	52.4	414.5	26.8	1219	1793
71-72	113.9	74.7	434.5	26.2	1199	1985
72-73	115.3	92.3	476.8	24.2	1190	2142
73-74	136.6	102.5	604.8	22.6	1362	2385
74-75	162.4	112.7	738.3	22.0	1527	2586
75-76	176.9	129.1	833.3	21.2	1549	2680

* Dollars in millions

enrollment prospects, economic and political realities, and the supply and demand for educated manpower, compels caution in planning for the future of higher education in the State. Although Colorado is in a more advantageous position than most states, prospects for continued growth in the system throughout the 1980's are not good. The future will be marked by fluctuations among programs and institutions and agonizing trade-offs in adapting to, at best, a limited growth environment for the State as a whole. Several Colorado colleges and universities are already learning to cope with a "no-growth" environment including those universities which have been "capped" and selected rural institutions which have reached an enrollment plateau. Most institutions are either at or close to their expected targeted enrollments. Institutional administrators will have to make difficult decisions in reallocating resources among programs, and likewise, the State must grapple with the same problem among institutions.

It is unrealistic to assume that all of the goals discussed in this paper can be fulfilled given the current environment within which our system of higher education is operating. The goals of access, diversity, and quality will conflict in a constrained environment. The only responsible way to handle such a situation is the careful evaluation of gains and trade-offs among the goals. Will the State support current levels of quality without limiting access?

Providing diversity of educational opportunity, continuing development of excellence in programs, and expanding access can occur when resources are limited, but only if institutions and the State are willing to set priorities. Priorities and actions must emerge even though their identification will draw sharp criticism from those who see themselves, their programs, or their institutions threatened. A cardinal characteristic in a static environment is that none can have more without others having less.

III. A SUGGESTED AGENDA FOR THE COMMISSION ON HIGHER EDUCATION

The Commission on Higher Education, as a 9-member group of citizens, represents a recognized public voice in higher education. With the public interest as its reason for existence, it must give attention to all of the major policy questions related to higher education. The task force reports have provided background and illumination of the policy issues. It is timely and appropriate for the Commission to reassess those issues.

The following items are suggested for consideration as the next steps for the Commission on Higher Education. Most of the following issues have been addressed by the Commission in the past, but with a very different and rapidly changing environment, the Commission should reassess its view of higher education.

- Recommendations of particular goals for higher education in the next 10 years.
- Identification of criteria by which movement toward the goals can be evaluated.
- Recommendations on the structure and organization of higher education in the State, including the role of CCHE within that structure.
- Recommendations of policies and procedures in evaluation of new and existing educational programs (Policies on Roles and Programs).
- Assessment of roles of institutions where enrollment declines are actual or in prospect.
- Recommendations of policies and priorities in providing financial support for students (Tuition and Student Aid Policy).
- Recommendations of policies for the equitable distribution of resources to higher education (Budget Policy).
- Stimulation of interinstitutional activities that will share strengths and conserve resources.
- Articulation of the case for higher education to the public.

APPENDIX

TABLES

<u>Table 1</u>	Population Projections by Regions in which State Institutions of Higher Education are Located.
<u>Table 2</u>	Number of First Time Freshmen Enrollments and Percent of State Total from the Regions in which Institutions are Located (Fall Term).
<u>Table 3</u>	Minority and Women Students in Colorado State Institutions of Higher Education, Fall Term - 1968.
<u>Table 4</u>	Minority and Women Students in Colorado State Institutions of Higher Education, Fall Term - 1974.
<u>Table 5</u>	Change in Percent of Minority and Women Students in Colorado State Institutions of Higher Education, Fall Term - 1968 and 1974.
<u>Table 6</u>	Minority and Women Students in Colorado State Institutions of Higher Education, by Select Field, Fall Term - 1974.
<u>Table 7</u>	Fall Headcount Enrollments and Percent of Total by Sector - 1970 through 1975.
<u>Table 8</u>	Birth Rates Per 1,000 Population 1960-1972, Colorado and the Nation.
<u>Table 9</u>	Death Rates Per 1,000 Population 1960-1972, Colorado and the Nation.
<u>Table 10</u>	Colorado Public School Enrollment.
<u>Table 11</u>	Total Headcount Enrollments for Colorado Institutions of Higher Education.

INVENTORY OF TASK FORCE RECOMMENDATIONS

TABLE 1

POPULATION PROJECTIONS BY REGIONS IN WHICH
STATE INSTITUTIONS OF HIGHER EDUCATION ARE LOCATED

Region	Institutions	Regional Population Projections							
		1975		1980		1985		1990	
		Age 15-18	Total	Age 15-18	Total	Age 15-18	Total	Age 15-18	Total
1	Morgan Community College	5,352	65,458	5,024	67,344	4,783	69,592	4,781	71,787
2	Colorado State University University of Northern Colorado Aims Community College	20,977	233,354	21,408	246,250	21,557	257,457	21,913	268,461
3	CU - Boulder CU - Denver Colorado School of Mines Metropolitan State College Community College of Denver Arapahoe Community College	116,129	1,435,518	116,528	1,494,607	113,340	1,552,809	111,337	1,616,198
4	CU - Colorado Springs El Paso Community College	26,319	317,105	29,033	380,431	33,010	461,990	39,447	563,789
5		1,535	20,805	1,412	20,869	1,268	20,963	1,185	21,083
6	Lamar Community College Otero Community College	4,640	56,098	4,441	58,159	4,276	60,429	4,312	62,541
7	University of Southern Colorado Trinidad State Jr. College	13,036	152,565	12,482	157,362	11,943	162,869	11,886	168,184
8	Adams State College	3,960	41,330	3,859	42,875	3,751	44,780	3,791	46,717
9	Fort Lewis College	3,995	44,402	3,823	46,562	3,722	48,813	3,775	50,918
10	Western State College	4,318	47,629	4,141	48,789	3,939	50,080	3,893	51,307
11	Mesa College	7,491	92,162	7,081	96,192	6,811	99,794	6,846	102,972

TABLE 1 - Cont.

POPULATION PROJECTIONS BY REGIONS IN WHICH
STATE INSTITUTIONS OF HIGHER EDUCATION ARE LOCATED
Page 2

<u>Region</u>	<u>Institutions</u>	<u>1975</u>	
		<u>Age 15-18</u>	<u>Total</u>
12		2,573	53,946
13		3,254	44,864

Regional Population Projections

1980		1985		1990	
<u>Age</u> <u>15-18</u>	<u>Total</u>	<u>Age</u> <u>15-18</u>	<u>Total</u>	<u>Age</u> <u>15-18</u>	<u>Total</u>
2,542	57,665	2,518	60,632	2,484	63,945
3,155	45,704	3,019	46,689	2,995	47,905

TABLE 2

NUMBER OF FIRST TIME FRESHMEN ENROLLMENTS
AND PERCENT OF STATE TOTAL FROM THE REGIONS IN WHICH INSTITUTIONS ARE LOCATED
(FALL TERM)

Region	Institution	1968 ⁴			1970			1972			1974		
		Current Yr. 1st Time Freshmen Attending Institution from:			Current Yr. 1st Time Freshmen Attending Institution from:			Current Yr. 1st Time Freshmen Attending Institution from:			Current Yr. 1st Time Freshmen Attending Institution from:		
		Region	State	% Reg. of State	Region	State	% Reg. of State	Region	State	% Reg. of State	Region	State	% Reg. of State
1	Morgan C.C. Northeastern	2	-	-	2	-	-	25	33	75.8	27	37	72.9
		347 ⁴	801	43.3	267	529	50.5	296	520	56.9	199	344	57.8
2	Aims	145	170	85.3	321	363	88.4	135	177	76.3	100	133	75.2
	CSU	312	2197	14.2	380 ¹	2194	17.3	320	2307	13.9	294	2167	13.6
	UNC	243	1315	18.5	323	1624	19.9	276	1354	20.4	250	1552	16.1
3	Arapahoe	287	291	98.6	459	475	96.6	467	472	98.9	584	585	99.8
	School of Mines	119	209	56.9	137	221	62.0	130	225	57.8	161	261	61.7
	CCD-Auraria	358 ³	375	95.5	50	51	98.0	54 ⁶	67	80.6	70 ¹	76	92.1
	CCD-North	3	-	-	228	246	92.7	192 ⁶	215	89.3	174 ¹	186	93.5
	CCD-Red Rocks	3	-	-	111	118	94.1	2	-	-	245 ¹	246	99.6
	Metro	1225 ¹	1294	94.7	1030 ¹	1103	93.4	575	589	97.6	335	360	93.1
	UC-Boulder	1293	1838	70.3	1430	1997	71.6	1239	1639	76.0	1141	1535	74.3
	UC-Denver	123	138	89.1	277	289	95.8	281	296	94.9	295	316	93.3
4	El Paso C.C.	Opened Fall, 1969			250	258	96.9	166 ⁶	179	92.7	215 ¹	242	88.8
	UC-Colo. Springs	153	173	88.4	190	203	93.6	194	201	96.5	198	202	98.0
6	Lamar	104	125	83.2	108	138	78.3	2	-	-	58 ¹	100	58.0
	Otero	158	211	74.9	148	179	82.7	174	204	85.3	54 ¹	76	71.0
7	Trinidad	175 ⁴	324	52.4	175	289	60.6	2	-	-	92	137	67.1
	USC	727 ¹	1157	62.8	651	988	65.9	570	832	68.5	514	757	67.9
8	Adams	220 ¹	485	45.4	246 ¹	669	36.7	120	431	27.8	134	401	33.4
9	Fort Lewis	295 ⁴	640	46.1	139	357	38.9	126	377	33.4	78	406	19.2

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TABLE 2 - Cont.

NUMBER OF FIRST TIME FRESHMEN ENROLLMENTS
AND PERCENT OF STATE TOTAL FROM THE REGIONS IN WHICH INSTITUTIONS ARE LOCATED (FALL TERM)

Page 2

Region	Institution	1968 ⁴			1970			1972			1974		
		Current Yr. Attending	1st Time Freshmen	% Reg. of State	Current Yr. Attending	1st Time Freshmen	% Reg. of State	Current Yr. Attending	1st Time Freshmen	% Reg. of State	Current Yr. Attending	1st Time Freshmen	% Reg. of State
10	Western	58	764	7.6	65	742	8.8	47	583	8.1	51	670	7.6
11	CMC-West	53 ³	172	30.8	20	90	22.2	2	-	-	16	125	12.8
	Colo. NW-Rangely	1	187	.5	18 ¹	164	11.0	12	67	17.9	6	40	15.0
	Mesa ⁵	402	858	46.9	364	849	42.9	344	754	45.6	447	813	54.9
13	CMC-East	3	-	-	18	31	58.1	14 ⁶	30	46.7	6	28	21.4

¹ Includes all first time students, regardless of year of high school graduation.

² Data not available

³ Data not split between campuses

⁴ Data for year not available; entries are CCHE staff estimates, based on historical data

⁵ A 2-yr. institution until 1974, at which time Mesa became a 4-yr. institution

⁶ Data contains a large number of unknown year of high school graduation

TABLE 3

MINORITY AND WOMEN STUDENTS IN COLORADO STATE
INSTITUTIONS OF HIGHER EDUCATION, FALL TERM
1968

	Black		American Indian		Asian American		Spanish Surname		Total Minorities		Total Students Counted
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	
Doctoral Degree Granting Institution											
Undergraduate	267	.8	215	.7	520	1.6	385	1.2	1,387	4.2	32,783
Graduate	41	.9	15	.3	23	.5	35	.7	114	2.4	4,745
Four-Year Colleges and Universities											
Undergraduate	505	2.1	337	1.4	310	1.3	1,732	7.4	2,884	12.2	23,557
Graduate	58	2.4	5	.2	26	1.1	31	1.3	120	5.0	2,433
Two-Year Colleges Undergraduate	177	2.9	59	1.0	114	1.9	487	8.0	837	13.8	6,073
TOTALS											
Undergraduate	949	1.5	611	1.0	944	1.5	2,604	4.2	5,108	8.2	62,413
Graduate	99	1.4	20	.3	49	.7	66	.9	234	3.3	7,178

TABLE 4

MINORITY AND WOMEN STUDENTS IN COLORADO STATE
INSTITUTIONS OF HIGHER EDUCATION, FALL TERM
1974

	Black		American Indian		Asian American		Spanish Surname		Total Minorities		Female		Total Students Counted
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Doctoral Degrees Granting Institution													
Undergraduate	729	2.6	149	.5	422	1.5	1,433	5.0	2,733	9.6	12,773	45.0	28,409
Graduate	130	2.6	28	.5	90	1.8	194	3.9	442	8.9	1,473	29.7	4,954
Four-Year Colleges and Universities													
Undergraduate	988	2.2	395	.8	233	.5	2,682	5.9	4,298	9.4	14,070	30.9	45,463
Graduate	66	3.7	7	.4	24	1.3	109	6.0	206	11.4	592	32.9	1,801
Two-Year Colleges Undergraduate	1,339	4.9	180	.7	178	.6	2,413	8.7	4,110	14.9	12,021	43.5	27,626
TOTALS													
Undergraduate	3,056	3.0	724	.7	833	.8	6,528	6.4	11,141	11.0	38,864	38.3	101,498
Graduate	196	2.9	35	.5	114	1.7	303	4.5	648	9.6	2,065	30.6	6,755

Notes: Figures taken from U.S. Civil Rights Compliance Reports. Data includes full-time and part-time students. Institutions reporting include the following: Doctoral Degree Granting Institutions, Four-Year Colleges and Universities, Two-Year Colleges...Data does not include Private Institutions.

TABLE 5

CHANGE IN PERCENT OF MINORITY AND WOMEN STUDENTS
IN COLORADO STATE INSTITUTIONS OF HIGHER EDUCATION, FALL TERMS
1968 and 1974

	Black			American Indian			Asian American			Spanish Surname			Total Minorities			Female	
	1968	1974	Change	1968	1974	Change	1968	1974	Change	1968	1974	Change	1968	1974	Change	1968	1974
Doctoral Degrees Granting Institution																	
Undergraduate	.8	2.6	+1.8	.7	.5	-.2	1.6	1.5	-.1	1.2	5.0	+3.8	4.2	9.6	+5.4		45.0
Graduate	.9	2.6	+1.7	.3	.5	+.2	.5	1.8	+1.3	.7	3.9	+3.2	2.4	8.9	+6.5		29.7
Four-Year Colleges and Universities																	
Undergraduate	2.1	2.2	+.1	1.4	.8	-.6	1.3	.5	-.8	7.4	5.9	-1.5	12.2	9.4	-2.8		30.9
Graduate	2.4	3.7	+1.3	.2	.4	+.2	1.1	1.3	+.2	1.3	6.0	+4.7	5.0	11.4	+6.4		32.9
Two-Year Colleges Undergraduate	2.9	4.9	+2.0	1.0	.7	-.3	1.9	.6	-1.3	8.0	8.7	+.7	13.8	14.9	+1.1		43.5
TOTALS																	
Undergraduate	1.5	3.0	+1.5	1.0	.7	-.3	1.5	.8	-.7	4.2	6.4	+2.2	8.2	11.0	+2.8		38.3
Graduate	1.4	2.9	+1.5	.3	.5	+.2	.7	1.7	+1.0	.9	4.5	+3.6	3.3	9.6	+6.3		30.6

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TABLE 6

MINORITY AND WOMEN STUDENTS IN COLORADO
STATE INSTITUTIONS OF HIGHER EDUCATION, BY SUBJECT FIELD
FALL TERM, 1974

	Black		American Indian		Asian American		Spanish Surname		Total Minorities		Female		Total Students Counted
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Natural Sciences & Math													
Undergraduate	132	2.4	28	.5	118	2.2	179	3.3	457	8.5	1,902	35.2	5,406
Graduate	32	2.2	7	.5	23	1.6	39	2.7	101	6.9	307	21.1	1,457
Liberal Arts													
Undergraduate	494	3.1	96	.6	124	.8	1,188	7.5	1,902	12.1	5,986	38.0	15,771
Graduate	38	3.1	9	.7	71	5.9	71	5.9	189	15.6	433	35.8	1,211
Education													
Undergraduate	219	2.0	105	.9	74	.7	746	6.7	1,144	10.2	7,595	67.9	11,190
Graduate	44	2.3	4	.2	20	1.1	68	3.6	136	7.3	1,046	55.8	1,873
Business													
Undergraduate	241	2.9	52	.6	115	1.4	469	5.7	877	10.7	2,204	26.9	8,188
Graduate	21	2.8	1	.1	12	1.6	14	1.9	48	6.4	131	17.4	754
Agriculture													
Undergraduate	89	1.6	12	.2	38	.7	115	2.1	254	4.7	565	10.4	5,444
Graduate	2	.4	2	.4	3	.5	4	.7	11	2.0	2	.4	546
Health													
Undergraduate	54	2.8	7	.4	15	.8	79	4.0	155	7.9	1,598	81.6	1,959
Graduate	33	4.5	12	1.6	13	1.8	37	5.0	95	12.9	270	36.5	739
Engineering													
Undergraduate	64	1.4	15	.3	80	1.8	112	2.5	271	5.9	267	5.9	4,560
Graduate	3	.4	2	.3	19	2.4	16	2.0	40	5.0	59	7.4	796

TABLE 6 - Cont.

MINORITY AND WOMEN STUDENTS IN COLORADO
STATE INSTITUTIONS OF HIGHER EDUCATION, BY
SUBJECT FIELD - FALL TERM, 1974

Page 2

	Black		American Indian		Asian American	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Professional						
Undergraduate	14	3.3	5	1.2	31	7.3
Graduate	31	4.7	6	.9	13	2.0
Occupational						
Undergraduate	273	3.3	49	.6	37	.4
Graduate	0		0		0	
TOTALS						
Undergraduate	1,580	2.6	369	.6	632	1.0
Graduate	204	2.5	43	.5	174	2.2

Spanish Surname		Total Minorities		Female		Total Students Counted
<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	
16	3.8	66	15.5	74	17.4	426
45	6.8	95	14.4	154	23.4	658
883	10.6	1,242	14.9	3,050	36.6	8,325
0		0		0		0
3,787	6.2	6,368	10.4	23,241	37.9	61,269
294	3.7	715	8.9	2,402	30.0	8,034

TABLE 7

FALL HEADCOUNT ENROLLMENTS
AND PERCENT OF TOTAL
BY SECTOR
1970-1975

	<u>4-Yr. Colleges & Universities</u>		<u>2-Yr. Colleges</u>		<u>Private Colleges & Universities</u>		<u>Total</u>
	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	
1970	80,982	69%	21,512	19%	14,184	12%	116,678
1971	83,892	68%	24,951	20%	14,076	12%	122,919
1972	84,779	69%	24,681	20%	13,741	11%	123,201
1973	85,400	69%	26,179	21%	13,033	10%	124,612
1974	91,381	70%	27,975	21%	12,118	9%	131,474
1975	94,635	66%	37,389	26%	12,101	8%	144,125

TABLE 8

A-11

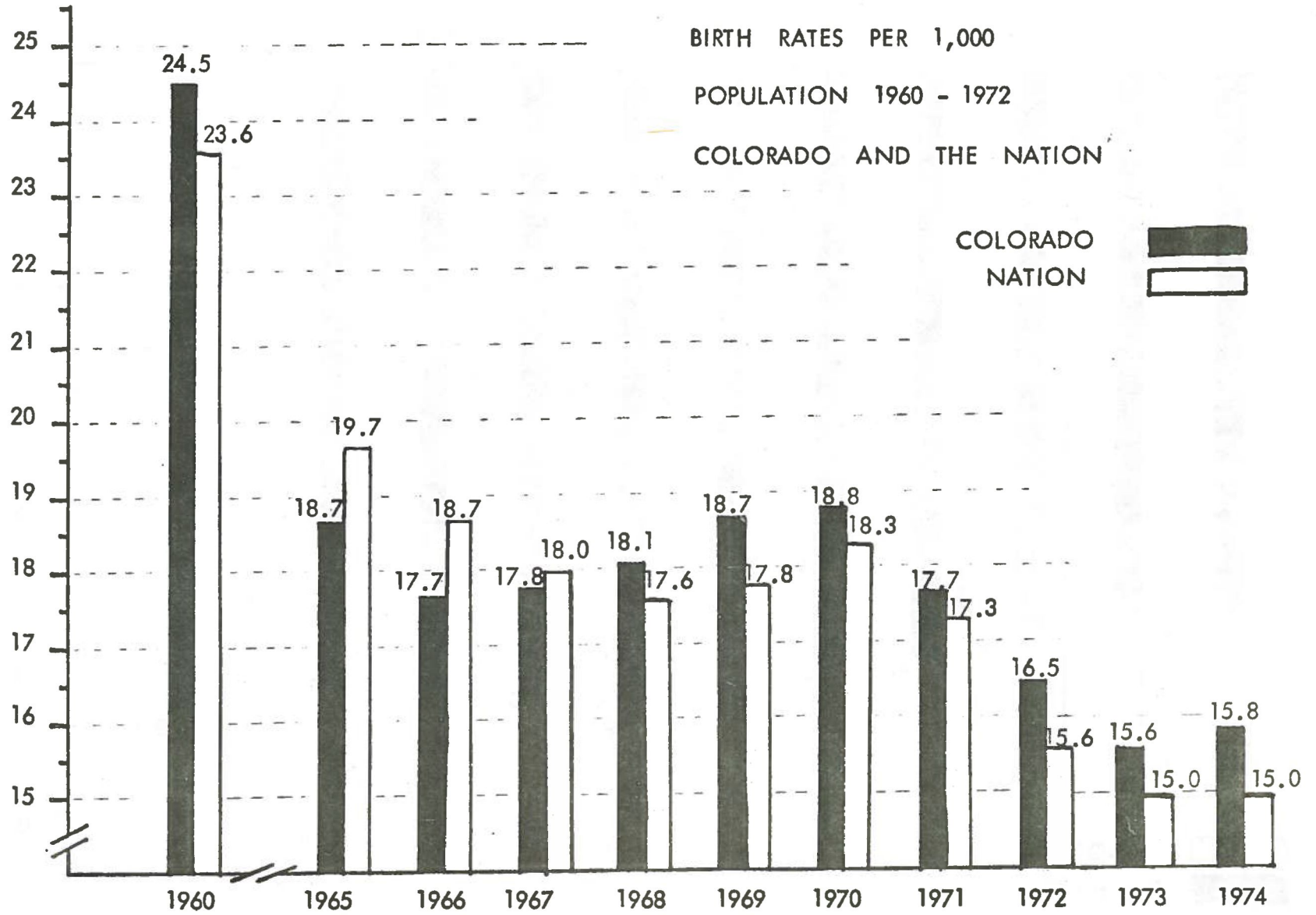


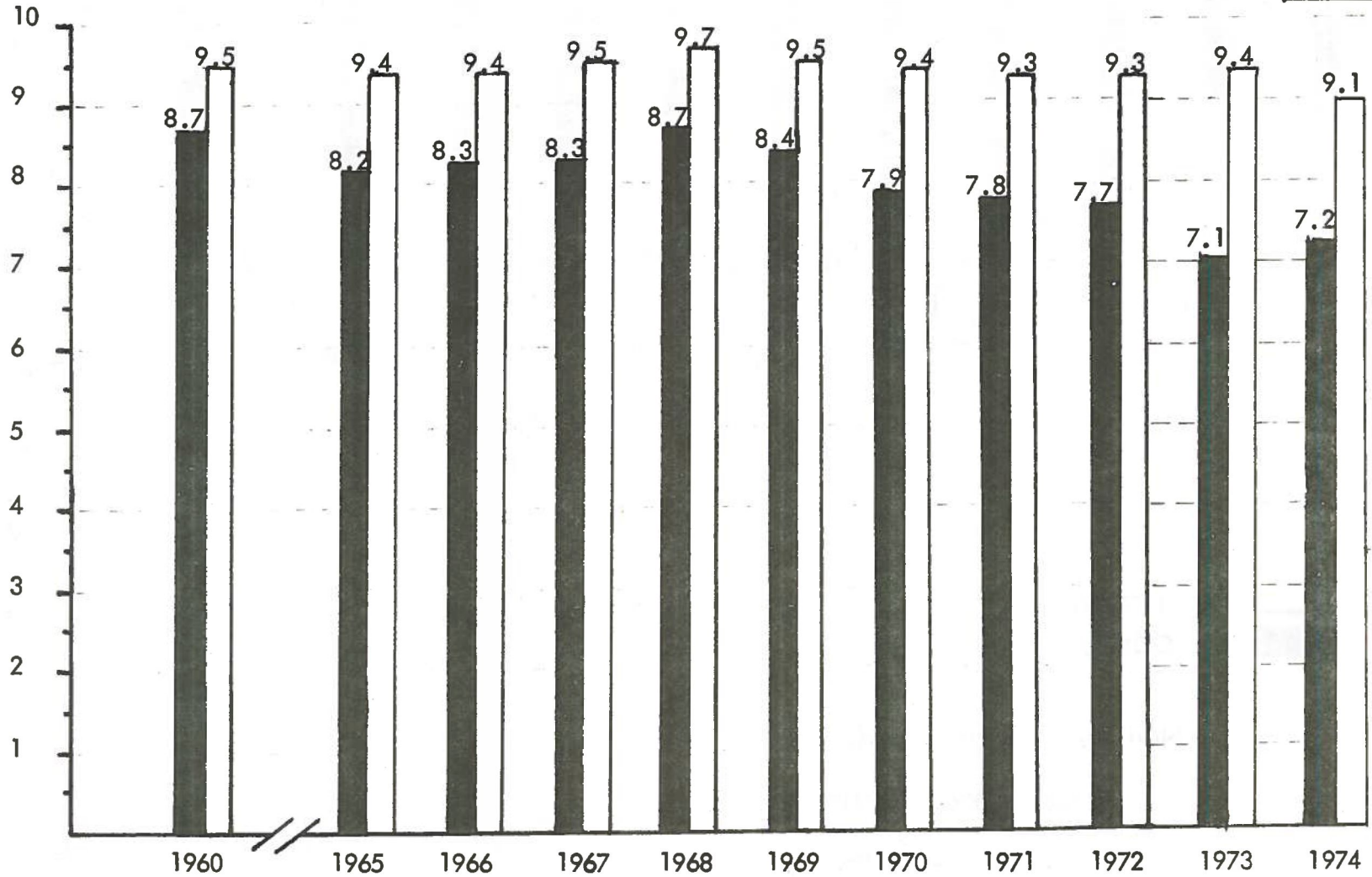
TABLE 9

DEATH RATES PER 1,000

POPULATION 1960 - 1972

COLORADO AND THE NATION

COLORADO 
 NATION 



A-12

TABLE 10
 COLORADO PUBLIC SCHOOL ENROLLMENT

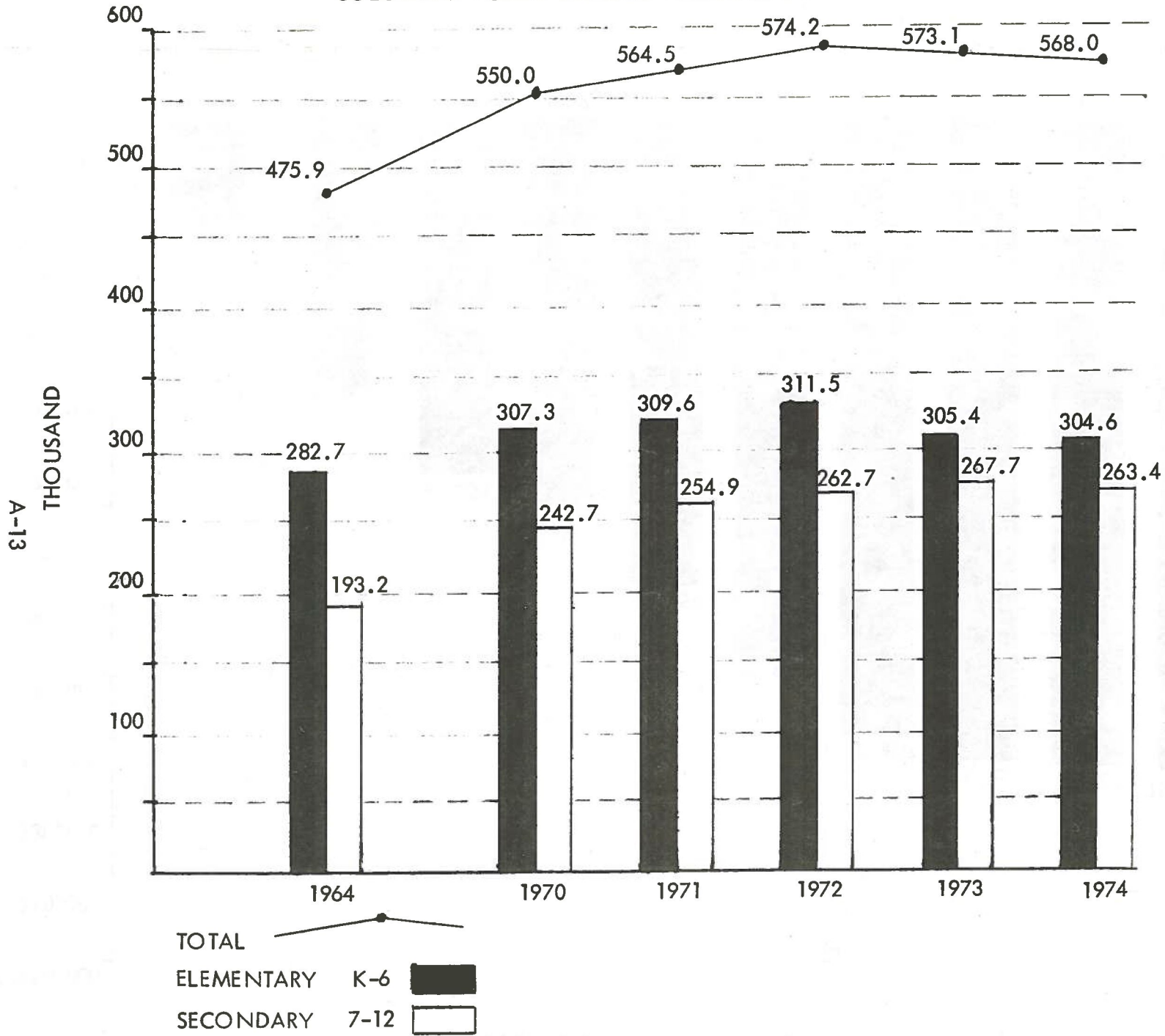
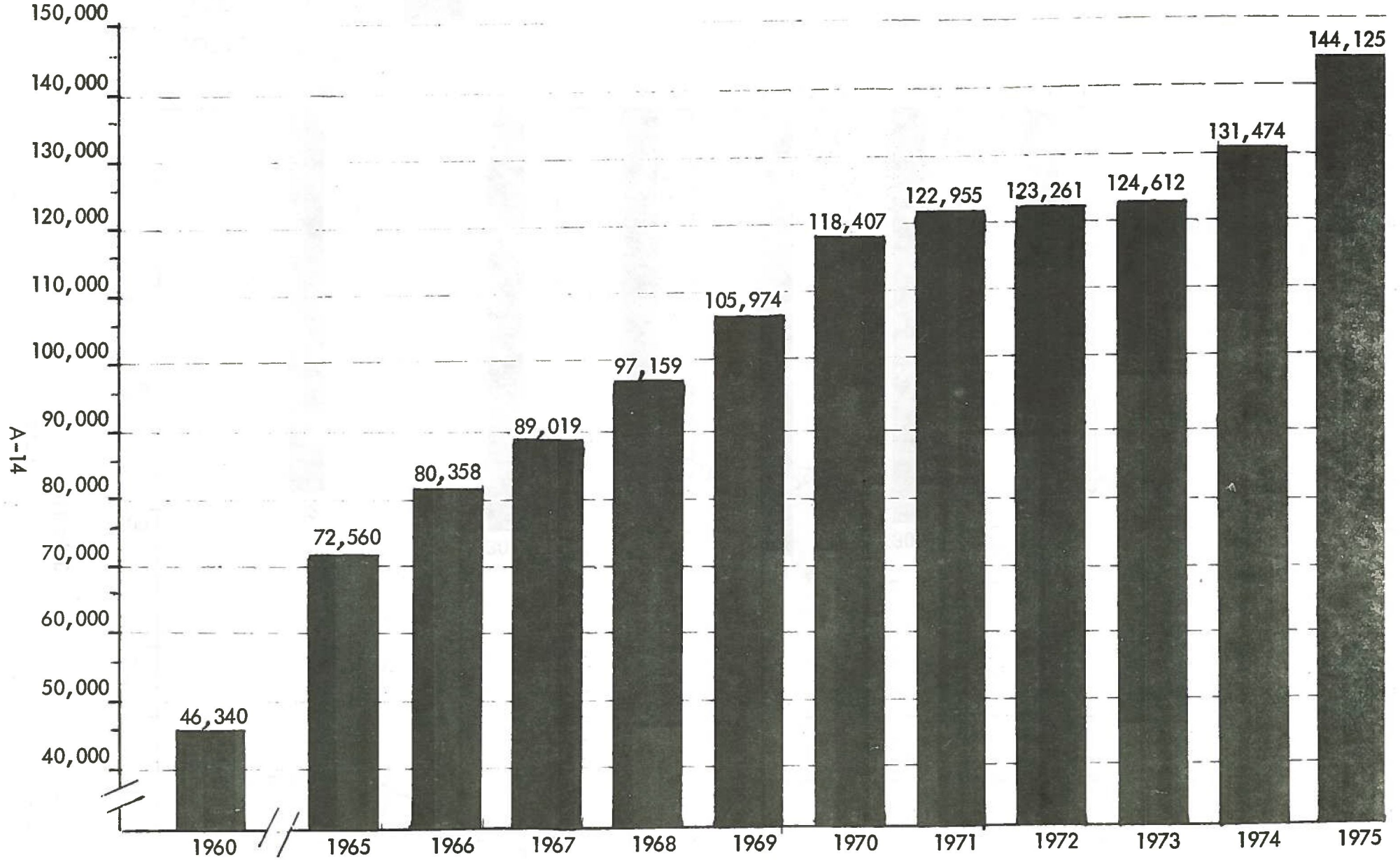


TABLE 11
TOTAL HEADCOUNT ENROLLMENTS FOR
COLORADO INSTITUTIONS OF HIGHER EDUCATION



INVENTORY OF
TASK FORCE RECOMMENDATIONS

ACCESS TASK FORCE

RECOMMENDATION 1:

Dissemination of General Information

General information concerning opportunities in higher education should be made readily available through counseling services, publications, and/or electronic media and disseminated to the residents of Colorado.

RECOMMENDATION 2:

Statewide Counseling Centers

A system of statewide counseling centers -- located in strategic areas -- which include the secondary school system, the institutions of higher education and other systems -- should be established.

RECOMMENDATION 3:

Information Gathering System

The Colorado Commission on Higher Education should serve as a central source of information concerning projections of need related to those programs within the higher education sector.

RECOMMENDATION 4:

Program Review

The institutions should annually review their own programs with the assistance of the Colorado Commission on Higher Education. In addition, the Colorado Commission on Higher Education should annually review the statewide picture.

RECOMMENDATION 5:

Encouragement of Innovation

Institutions should be encouraged in their efforts to develop innovative organizational structures and faculty units that are responsive to the ever-changing needs of society.

RECOMMENDATION 6:

New Organizations

The CCHE should evaluate the responsiveness of institutions of higher education to the changing needs of individuals and society and make such recommendations for new organizations or structures as may be required in order to guarantee public access to educational opportunities.

RECOMMENDATION 7:

Expand Off-Campus Offerings

Institutions should examine their resident instruction programs, with a view to increasing the number of degrees and courses which could be offered in off-campus locations. Degree programs should be available to interested individuals, regardless of their geographic location, and all relevant and properly validated course work or learning experiences should be applicable to the degree. Certificates or degrees awarded should carry no indication that they were earned "on-campus" or "off-campus."

RECOMMENDATION 8:

Residency Requirements

Institutions of higher education should examine policies requiring certain periods of time "in residence" to assure that where such requirements exist, they refer to specific programs for which such requirements are relevant, and do not refer indiscriminately to all programs.

RECOMMENDATION 9:

Alternative Modes of Delivery

Institutions of higher education should develop alternative delivery modes, such as but not limited to:

- a. Expanded use of tele-communications media for delivery of instruction.
- b. Use of mobile classrooms, laboratories, counseling units, and other mobile educational facilities, public libraries, public schools, or Community Centers.

In addition, institutions should develop guidelines and procedures which would encourage and facilitate independent study, credit by examination and other so-called non-traditional teaching/learning methods.

RECOMMENDATION 10:

Expanded Times When Programs are Offered

Institutions should be encouraged to continue to develop a more flexible time frame as indicated by the needs of the students and society and should make programs and services available more days of the week and more hours each day. Greater consideration should be given to utilizing facilities 6 days or 7 days/week and 12 to 15 hours/day.

RECOMMENDATION 11:

Institutions should review all policies that make the granting of credits, degrees and certificates conditional upon completion within a given time frame, to assure the policies are neither arbitrary nor capricious.

RECOMMENDATION 12:

All institutions of Higher Education should accept students who have High School diplomas or equivalent (e.g., GED) and who meet such other general admission requirements as might be appropriate to the institution's particular role and mission. Further, that once accepted, special help programs should be available to increase the likelihood of successful completion of their chosen program.

Further, that practices, policies and laws concerning admissions be subjected to a data-based review, with the objective of affirming or modifying admissions so that both optimum access and appropriate institutional missions are supported.

RECOMMENDATION 13:

There should be complete transferability of credit among all public institutions, with maximum applicability of credit to degrees. Neither transferability nor degree-applicability of credit should be affected by the method of instruction and whether that instruction took place in an on- or off-campus location.

RECOMMENDATION 14:

A catalog of equivalent courses among institutions should be developed and disseminated, in order to facilitate inter-institutional transfer of course credits and/or students.

RECOMMENDATION 15:

That the state equitably support all on campus and off campus educational programs sponsored by public higher educational institutions including those designed to meet the needs of students unable to participate in campus-bound programs for whatever reasons, and those designed to meet the special needs of particular groups, i.e., policemen, nurses, dentists, firemen, teachers, certified public accountants, etc., through other than degree programs, on either a part-time basis or full-time basis.

RECOMMENDATION 16:

That financial aid funds be made equally available to Higher Education students, regardless whether part-time or full-time, on-campus/off-campus, beginning or continuing, and that sufficient funds be appropriated each year to guarantee that no state resident desiring to avail himself or herself of public higher education opportunities in Colorado would be prevented from doing so due to lack of financial resources.

RECOMMENDATION 17:

That the CCHE study the extent to which the cost of tuition and fees serves to deny access both from an economic as well as psychological point of view, and if it is found to do so, to recommend providing the initial 90 quarter hours (60 semester hours) on a tuition free basis to Colorado residents.

GOVERNANCE AND PROCESS TASK FORCE

Recommendation No.1: The coordinative principle of organization at the state level in higher education should continue.

Recommendation No.2: Further movement toward individual boards for each institution should not be initiated.

Recommendation No.3: No change in institutional alignment under governing boards should be made at this time.

Recommendation No.4: The statute under which CCHE operates does not need to be altered at this time.

Recommendation No.5: The primary emphasis of the Commission should be on statewide planning to meet educational needs, statewide policy issues affecting higher education, and roles and programs of institutions.

Recommendation No.6: The Commission should issue a report to the Legislature and Governor on the condition of higher education in the State on a biennial basis.

Recommendation No.7: The Commission should establish a mechanism for regular and systematic communication with institutions, governing boards and state agencies on policy issues affecting higher education.

Recommendation No.8: The Commission should develop procedures whereby its role in the budget process is focused on statewide budget policy issues, roles and programs of institutions, and priorities of need from a statewide perspective.

Recommendation No.9: The Commission should make budget recommendations on the basis of specific criteria related to roles and statewide budget policy priorities and

these criteria should be discussed with governing board representatives prior to issuance of the recommendations.

Recommendation No.10: The Commission's budget recommendations should be submitted only on major categories of institutional budgets (i.e. instruction, administration, etc.) and not include an FTE limitation by line-item.

Recommendation No.11: Budget appropriations should not include a mandated FTE limitation by line-item.

Recommendation No.12: The Commission should recommend budget policies and priorities to the executive and legislative branches and provide assistance on special budget-related questions as requested by either branch.

Recommendation No.13: The Commission and executive branch should conduct joint budget hearings for each college or university and the Commission's participation focus on major budget policy issues.

Recommendation No.14: The Commission and governing boards should each develop and articulate specific criteria to be applied in the process of review of academic programs.

Recommendation No.15: Institutions initiating new program proposals should send information copies of the planned program to the Commission early in the process so that the review can be expedited.

Recommendation No.16: The function of the Commission in the capital construction process should be to evaluate the need for a project and determine the amount of space needed for each programmatic activity.

Recommendation No.17: The function of the Office of State Planning and Budgeting should be to assess the costs and design considerations of construction projects.

Recommendation No.18: Members of governing boards should be appointed by the Governor with the consent of the Senate.

Recommendation No.19: Each governing board should be composed of not less than seven or more than nine members.

Recommendation No.20: Members of governing boards should be appointed for staggered terms of not less than 6 or more than 8 years.

Recommendation No.21: A study of the composition of governing boards with respect to sex, race, age, and economic interest should be made.

Recommendation No.22: Not more than a simple majority of individuals of one political party should be appointed to a governing board.

Recommendation No.23: Students and faculty should not be included on governing boards as voting members, but mechanisms should be developed by each governing board to insure that student and faculty viewpoints are heard by the board either through designation of ex-officio (non-voting) membership or other means to be determined by each board.

Recommendation No.24: Laws governing local district junior colleges should be codified and removed from the public school law the purpose of eliminating conflicting statutes and clarifying the intent of the legislature.

ROLES OF PUBLIC COLLEGES AND UNIVERSITIES TASK FORCE

The issues addressed in the summary were consistently identified during task force/institution hearings as being of immediate concern. Recommendations on each of the issues are presented implicitly, and often explicitly, throughout the text of the report. However, as resolution of the issues extends beyond a single institution's role, Task Force recommendations, in greatly abstracted form, are summarized here.

(1) What is the proper role of the Commission on Higher Education?

While the statutes prescribe many important roles to be filled by CCHE, it is the recommendation of the Task Force that the current emphasis placed upon the various roles be re-evaluated and altered. Specifically, it is recommended that the current CCHE emphasis on the budgetary process be changed to a priority of clearly defining the role and mission of each institution within the system. Once these roles are defined, and master plans developed for attainment of the roles, the Commission should assume an advocacy position to insure that institutions are receiving resources at a level which will permit fulfillment of those designated roles.

The measurement of institutional effectiveness in fulfilling these designated roles must then become a joint venture of the institution, its governing board, and CCHE. Consensus to date seems to indicate that no satisfactory criteria and methodology currently exist which have wide applicability for measuring effectiveness in these terms. It is recommended, therefore, that CCHE initiate further studies on this topic as a high priority.

(2) What is the position of the Roles Task Force on the proposed "State University-College System"?*

The proposal of the Trustees of the State Colleges in Colorado "to establish a State University-College System for the State Colleges in Colorado under which the trustees will exercise authority to designate the name and status of each institution assigned to the Board by the legislature whenever it satisfies appropriate university status criteria" has been the focus of considerable discussion by the Task Force.

The Roles Task Force is in unanimous agreement that regardless of the action relative to the Trustees' proposal, none of the roles of the respective institutions as outlined in this report should be altered in the foreseeable future. In this context, a literal reading of the proposal might suggest that the term "status" is synonymous with role. It is the position of the Task Force that role and status are not synonymous and that the terms "status" and "university status criteria" must be clarified and better defined prior to action on the Trustees' proposal.

* See Appendix for minority report

(3) What role should the doctoral granting institutions and comprehensive universities and colleges have in offering two-year degree programs?

The offering of two-year degree programs should be considered a unique role of the two-year institutions. While certain of the comprehensive colleges and universities, as a result of their origins and subsequent statutory responsibilities, are currently serving a dual role as community college and four year college, the general direction should be toward removing two year programs from the comprehensive universities and colleges.

The offering of two-year degree programs is not considered an appropriate role for the doctoral granting institutions.

(4) What is the proper role for doctoral granting institutions, comprehensive universities and colleges, and comprehensive community colleges in remedial work?

Based upon the premise that every institution can not be all things to all people, the primary responsibility for remedial work should be in those institutions which have an open-door admissions policy. By definition this includes all of the Colorado two-year institutions, and it is expected that the meeting of remedial needs will be primarily through that sector, unless it can be demonstrated that these needs can be more effectively met through one of the comprehensive universities or colleges.

Consistent with State and public policy, the doctoral granting institutions should maintain selective admission policies. After students have been admitted the institutions have a responsibility to meet remedial needs appropriate for the academically disadvantaged students.

(5) What is the optimal method for meeting the demand for health care education in rural parts of Colorado?

As health care programs should be of high quality, and low enrollment health care programs in rural areas are of high cost, all health care education programs should be closely coordinated by CCHE. Consistent with roles stipulated elsewhere in this report, the University of Colorado-Medical Center should be responsible for delivery of exemplary health care education programs in all areas of Colorado. This responsibility should include cooperation with other private and public agencies throughout the State to insure that this role is fulfilled.

(6) What can be done to insure transferability (without loss of time or credits) from two-year to four-year institutions?

While a major part of this problem stems from student decision to change majors or courses of study, and therefore cannot be controlled, the need for better communication and coordination between classifications of institutions is

evident. Therefore, it is recommended that all institutions articulate their programs and that CCHE take the leadership in improving communication and coordination in this area.

(7) If institutions are to be given an ultimate size or "cap", how can this be efficiently administered and monitored so as not to have a detrimental effect on the academic program?

The Task Force supports the policy of "capping" institutions. The current system for administration of enrollment caps, however, is unsatisfactory. The Roles Task Force supports the CCHE recommendation as reprinted below.

PROPOSAL: The enrollment limitation intended by the Legislature should be applied to the fall term (the term of maximum enrollment) and stated both in Headcount and in Full Time Equivalents, and whichever of the two numbers is higher should serve as the regulatory or control number. Budgets for these institutions should be developed and appropriations should be made on the same basis as for other institutions, except that the control number would be the maximum enrollment in any term.

(8) How can institutional role statements insure coordination and prevent unnecessary duplication between institutions in program offerings?

Once role statements such as those recommended within this report are adopted, CCHE should evaluate all requests for new and/or expanded programs in terms of consistency with stated role. In addition, the budgetary process should reflect priority funding for programs that are consistent with institutional roles and should eliminate duplication by non-funding of programs which are not.

(9) What is the proper role for each institution in national and international off-campus operations?

Due to constraints of time, the Roles Task Force has not studied this question in sufficient detail to arrive at specific recommendations. However, extensive off-campus operations do influence the ability of an institution to fulfill its role, and it is in this context that the Task Force recommends that further study into national and international operations be initiated by the respective governing boards and CCHE.

(10) What should be done to improve present definitions of institutional service areas?

The Task Force recommends that CCHE initiate discussions with neighboring states as to the feasibility of reciprocal tuition agreements, such as the Minnesota-Wisconsin Model.

Organization of the Report

This report is organized into seven basic sections.

Section I presents a summary of the task force recommendations related to issues raised during the hearings.

Section II includes the Responsibilities of the task force, Definition of a Role Statement and Organization of the report.

Section III deals with the role of the Commission on Higher Education. Consideration is given to the legislation under which the Commission was established, and interpretations and recommendations as to how the Commission can be most effective in helping institutions fulfill their roles are offered.

Sections IV through VI categorize each of the Colorado public institutions of higher education according to the taxonomy set forth by the Carnegie Commission on Higher Education in A Classification of Institutions of Higher Education.¹

While growth and development may cause institutions to change their relative classification within the Carnegie taxonomy, the task force believes it is in the best interests of higher education in Colorado that they not make significant changes in basic role. The task force further believes that the strength of Colorado Higher Education is in its diversity, and that institutional aspirations which tend to homogenize roles should be firmly discouraged.

In Section IV, role statements for institutions falling within the Carnegie Classification of Doctoral Granting Institutions² are presented. For purposes of this report, the institutions classified by Carnegie as medical schools and schools of engineering and technology are also included here. The Carnegie criteria for classifications, and the Colorado institutions within each subcategory are as follows:

Research Universities I. The 50 leading universities in terms of federal financial support of academic science in at least two of the three academic years, 1968-69, 1969-70, and 1970-71, provided they awarded at least 50 Ph.D.'s in 1969-70.

Colorado State University³
University of Colorado-Boulder Campus

¹ Carnegie Commission on Higher Education. A Classification of Institutions of Higher Education, (Berkeley, California: Carnegie Commission on Higher Education, 1973).

² Under the Carnegie system, in all cases the term Ph.D. also includes the Ed.D. and other doctor's degrees.

³ At the time of the Carnegie Study, CSU did not meet all the criteria of a Research University I, and therefore was classified as a Research University II. Since 1969-70, however, CSU has consistently met all criteria of a Research University I and therefore is classified by the task force as such.

Doctoral Granting Universities I. These institutions awarded 40 or more doctoral degrees in 1969-70 or received at least \$3 million in total federal financial support in either 1969-70 or 1970-71. No institution is included that granted fewer than 20 doctorates regardless of federal financial support it received.

University of Northern Colorado

Medical Schools

University of Colorado-Medical Center

Schools of Engineering and Technology

Colorado School of Mines

Section V discusses role statements for institutions classified as Comprehensive Universities and Colleges. The Carnegie definitional criteria and Colorado institutions included within this category are as follows:

Comprehensive Universities and College I. This group includes institutions that offered a liberal arts program as well as several other programs, such as engineering and business administration. Many of them offered master's degrees, but all lacked a doctoral program or had an extremely limited doctoral program. Institutions in this group had at least two professional or occupational programs and enrolled at least 2,000 students in 1970. If an institution's enrollment was smaller than this, it was not considered comprehensive.

Comprehensive Universities:

University of Colorado-Colorado Springs

University of Colorado-Denver

Comprehensive Colleges:

Adams State College

Fort Lewis College

Mesa College*

Metropolitan State College

Southern Colorado State College

Western State College

All comprehensive community and junior colleges in Colorado are discussed in Section VI. Included here are the state institutions of: (1) Arapahoe Community College, (2) Community College of Denver, (3) El Paso Community College, (4) Lamar Community College, (5) Morgan Community College, (6) Otero Junior College, and (7) Trinidad State Junior College, as well as the local district two-year institutions of (8) Aims Community College, (9) Colorado Mountain College, (10) Colorado Northwestern Community College, and (11) Northeastern Junior College.

The final section of the report discusses the unique role of the Auraria Higher Education Center in the Colorado higher Education system.

*Mesa College offered only two-year programs at the time of the Carnegie study and consequently was not included within this classification. However, status as a four-year institution and promise for future development caused the task force to include it within the Comprehensive Universities and Colleges Classification.

III. ROLE OF THE COMMISSION ON HIGHER EDUCATION

During the task force meetings with representatives of each public institution in the state, the role of the Commission on Higher Education, particularly as it relates to the budgetary process, was repeatedly raised as a significant issue. While recognizing that any recommended changes in the CCHE role, or interpretation thereof, more properly fell within the responsibility of the Governance Task Force, the fact that the role of CCHE impacts the role of the institutions seems appropriate cause for comment and recommendation in this report. The following paragraphs summarize the role of CCHE.

The Commission is a bi-partisan body of nine members appointed by the Governor with the consent of the Senate to have responsibility for planning for the further development of post-high school educational opportunities, and for coordinating the present institutions, "with due consideration of . . . the ability of the state to support public higher education"--all of this to be accomplished with recognition of "the constitutional and statutory responsibilities of duly constituted governing boards of institutions of higher education in Colorado."

Under the original act and amendments of 1970 the principal assignments of responsibility and authority to the Commission are these:

1. Relating to statewide planning: the Commission is directed to "develop and recommend to the Governor and General Assembly statewide plans for higher education" which are to include establishment of priorities for initiation of new programs and institutions, determination of roles of institutions and sectors within the system including the size of institutions, and establishment of relationship with the private institutions which will strengthen the overall higher education resource of the state. Acquisitions of real property by any of the public institutions require CCHE approval. The Commission is empowered to delay for up to two years the entry of local district junior colleges into the State Community College System.
2. Relating to institutional planning: the Commission is to review and approve master plans which are to be developed by each institution, and program plans for the construction of specific facilities regardless of the source of funds. The law provides that "no capital construction shall commence except in accordance with" such approved master and program plans.
3. The Commission reviews and may approve or deny any new degree program including the initiation of any program which would lead to the establish-

ment of a college, school, division, institute or department. It may review present programs and recommend modifications in such programs to the institution and governing board concerned, informing the Governor and General Assembly of actions resulting from such recommendations.

4. In accordance with overall state accounting systems prescribed by the State Controller the Commission is given the initiative in prescribing uniform fiscal reporting on higher education systems. The Commission is empowered to require submission of such information as it deems necessary other than student or personnel records of a confidential nature.
5. Initiative in developing budget request procedure and forms for higher education institutions is assigned the Commission subject to approval of the executive and legislative budget offices. The Commission reviews operating and capital construction budget requests and provides comments and recommendations including its judgments of priority to the Governor and General Assembly.
6. Within a framework of planning which encompasses all state agencies the Commission reviews plans and operations of institutions of higher education relating to automatic data processing.
7. By virtue of appropriation to the Commission of all student financial aid funds, the Commission establishes guidelines for student financial aid programs, allocates funds for this purpose, and monitors institution programs through appropriate reporting procedures.
8. The Commission serves as the state agency to administer the federal Higher Education Facilities Act and other federal programs assigned by the Governor.

The Colorado Commission on Higher Education is an agency charged to help the Governor and Legislature see the big issues in higher education and make well-considered decisions, whether in the establishment of new institutions, the closing out of old programs, the planning and funding of new buildings, or the establishment of support levels for regular operations. It is an agency whose only reason for being is to strengthen the total system of higher education, an agency which must nevertheless disappoint some of the aspirations of individual institutions, and of individual communities, and of individual legislators, in the interest of proceeding according to priorities of the state.

While the statutes prescribe many important roles to be filled by CCHE, it is the recommendation of the task force that the interpretation and relative emphasis of these various roles be re-evaluated. Specifically, it is recommended that the current emphasis placed by CCHE on the budgetary process be changed to a priority of clearly defining the role and mission of each institution within the system. Once these roles are defined, the Commission should assume an advocacy position to ensure that institutions are receiving resources at a level which will permit fulfillment of their designated roles.

IV. DOCTORAL GRANTING INSTITUTIONS

In addition to the criteria established by the Carnegie Commission (discussed above), the doctoral granting institutions are differentiated from other institutions by the type of student they serve and the kind of faculty they recruit.

These institutions have comprehensive programs at the undergraduate level and master's, doctoral and professional programs. Heavy emphasis is placed upon the extension of knowledge beyond current boundaries. Colorado's major universities serve relatively large numbers of students outside the immediate region in which they are located. In contrast to comprehensive universities and colleges these institutions have a sizeable fraction of their student body enrolled in graduate programs. Doctoral granting institutions are truly part of a national resource.

In the full report, there follows a section concerning each of the institutions categorized by the Task Force as "Research Universities I"--CSU and UC-B; that institution categorized as "Doctoral Granting Universities I"--UNC; "Medical Schools"--University of Colorado--Medical Center; and "Schools of Energy and Technology"--CSM. In each case a brief narrative role statement is followed by a profile which sets forth a brief enrollment history, description of student mix, and a comprehensive listing of administrative organization and degree programs including level of degrees offered.

V. COMPREHENSIVE UNIVERSITIES AND COLLEGES

As institutions emphasizing undergraduate teaching in the arts, sciences and selected occupations and professions, the comprehensive universities and colleges fulfill needs for educational opportunity at levels beyond those provided in the two-year institutions.

The task force sees the comprehensive universities and colleges as predominantly undergraduate institutions which emphasize the instruction function. Yet, deriving in part from their regional service role, most of the comprehensive universities and colleges in Colorado have offered master's level programs for many years. While expansion of graduate offerings is a current or possible future aspiration of many of the institutions within this classification, the task force does not see this as a principal role of the comprehensive universities and colleges and recommends that their current role in graduate offerings be expanded only when it is demonstrated that the needs of the area can not be met by one of the doctoral granting institutions.

Although offering of two-year degrees and other similar programs is to be considered the role of the two-year institutions, certain of the comprehensive colleges and universities are serving areas in which there is no community or junior college, and thus are currently meeting special needs in the area through selected programs that might elsewhere be found in two-year institutions. In these instances, special care is necessary to avoid course and program proliferation, and the task force recommends that any proposals for less than four year degrees in the comprehensive universities and colleges be reviewed by the State Board for Community Colleges and Occupational Education prior to submission to the Colorado Commission on Higher Education for approval. Despite certain statutory responsibilities, the task force recommends a move in the general direction of transferring two-year degree programs from the comprehensive universities and colleges to the comprehensive community and junior colleges.

Most of the state colleges have developed substantial programs of extension credit courses off campus. With federal assistance in the program of continuing education and community service (Title I, Higher Education Act of 1965), all of these colleges have worked with community groups in the identification and solution of community problems. Within the needed framework of planning and coordination, and particularly within the region in which they are located, the comprehensive universities and colleges should be encouraged and aided in the development of off-campus education services.

The comprehensive universities and colleges are not staffed or equipped to undertake research on a large scale, nor should they be. The research effort of the state should be focused in the research universities. Research relative to improvement of the educational program, however, including research which contributes to the professional growth of the faculty and to the educational development of students, is appropriate at all institutions.

In the full report, there follows a section concerning each of the institutions categorized by the Task Force as Comprehensive Universities and Comprehensive Colleges I. The Comprehensive Universities include the University of Colorado at Colorado Springs and the University of Colorado at Denver. The Comprehensive Colleges I include Adams State College, Fort Lewis College, Mesa College, Metropolitan State College, Southern Colorado State College and Western State College. As with the Doctoral Granting Institutions, a student profile and listing of administrative organization and degree programs is outlined.

VI. COMPREHENSIVE COMMUNITY AND JUNIOR COLLEGES

The two-year community and junior colleges should be locally-oriented, "open-door" institutions--that is, they admit all high school graduates and other students with similar qualifications, and they provide opportunities appropriate to the needs of all persons beyond 18 years of age. The task force accepts

the definition of the State Board for Community Colleges and Occupational Education of an "open door" institution. That is, any citizen of post-high school age or older may enter one of the institutions and be provided with educational opportunity that lies within his range of interest and ability. An open-door philosophy maintains the opportunity for students to qualify for admission regardless of past academic performance, as long as it can be interpreted that the student can profit from such instruction. This guarantees the "right to try" regardless of age, or past achievement patterns. At the same time, the "open-door" does not imply the impairing of quality or standards of the educational program.

Ordinarily community and junior colleges offer comprehensive programs, including occupational education to prepare individuals for jobs, general and pre-professional education of the first two years of the college or university, and a broad range of programs of personal and vocational education for adults. There may also be established under certain circumstances within the two-year college system "Area Vocational-Technical Schools," planned in appropriate relationship with the comprehensive community and technical colleges, secondary schools or other institutions.

The Task Force believes that the two-year community and technical college sector, as one of its functions, must provide a foundation for the progressive development of a total post-secondary system that will make it possible for Colorado to achieve both quality in terms of excellence of programs in all of Higher Education, and quantity in terms of the needs of our people for a wide range of educational opportunity.

Consistent with the Role Statement outlined above, the task force recommends that the comprehensive community and junior colleges have primary responsibility for offering two-year degree programs in the State of Colorado, and that the SBCCOE take the leadership in arranging for sharing of resources with the other sectors to assure that the role of the community and junior college is being fulfilled in all areas of the state.

The task force also recommends that the comprehensive community and junior colleges assume as a part of their role, the provision of necessary remedial and preparatory work as a service to all sectors of Higher Education. This implies close cooperation with institutions in other classifications as well as with the Area Vocational Schools. Although it is expected that the Access and Delivery Task Force will speak more directly to this issue, the role of the community and junior college sector is also assumed to include planning and cooperation with the Department of Education to implement and perpetuate GED programs within the community college institutions for students 18 years of age or older, and for those persons confined to penal institutions or in other situations where the need arises.

A campus for a comprehensive community college is defined as extending beyond the boundaries containing the physical plant, and encompasses the entire service area of the institution. The Task Force recommends that resources be provided at a level which will encourage delivery of educational services at locations throughout the service area.

As with the preceding sections, in the full report there follows a section concerning each of the institutions categorized by the Task Force as Comprehensive and Junior Colleges. The State Institutions under this category include Arapahoe Community College, Community College of Denver, El Paso Community College, Lamar Community College, Morgan Community College, Otero Junior College and Trinidad State Junior College. The Local-District Institutions include Aims College, Colorado Mountain College, Colorado Northwestern Community College and North-eastern Junior College. Again, in each case a brief narrative role statement is followed by a profile which sets forth a brief enrollment history, description of student mix, and a comprehensive listing of administrative organization and degree programs including level of degrees offered.

VII. AURARIA HIGHER EDUCATION CENTER

Due to the unique organizational characteristics and the problems that are inherent in having three different institutions (the Community College of Denver, Metropolitan State College, and the University of Colorado-Denver) share a common campus, the task force wishes to reaffirm the unique role to be played by the Auraria Higher Education Center within the Colorado higher education system. These three unique institutions, while having different origins and purposes, are cooperating to meet the higher education needs of the Denver metropolitan area. Definitions of the roles and relationships of the Auraria institutions are particularly crucial because of the orientation of each to the urban community and the consequent potential for overlap and duplication. The Community College of Denver--Auraria can be expected to fall within the general parameters of the task force definition of a two-year institution role as defined in a preceding section of this report. The role of Metropolitan State College is consistent with the definition of institutions within the comprehensive colleges and universities classification, while the University of Colorado-Denver, although also classified with the comprehensive colleges and universities, has a special role that is unique to Auraria.

The concept of the Auraria Higher Education Center is to provide a wide range of alternative lines of development both in the near future and in the long run. Such a center makes it possible for essentially independent institutions to share programs, personnel and facilities which will greatly improve opportunity and the quality of education for the student at least cost to the student, parent and taxpayer. This cooperative endeavor provides an open-ended opportunity for the three institutions to develop programs and facilities which no one of them alone could provide.

GRADUATE EDUCATION AND RESEARCH TASK FORCE

I. General

- A. Our recommendations should be viewed as applying only to the next five years--to 1980. They should be reviewed prior to that time.
- B. We recommend that as a minimum, the present overall size of graduate education in Colorado's state-supported institutions should be maintained. However it is essential that institutions, in cooperation with the Colorado Commission on Higher Education, maintain a continuing critical review of graduate programs. As social, economic and technological needs and opportunities change, graduate programs must change to be responsive to such needs.
- C. If the economy should fail to the point at which severe cutbacks in educational support are necessary, cutbacks should be made with due consideration for demand for people educated on the most advanced levels, on the one hand, and for opportunity for Colorado citizens on the other, and should reflect a program-by-program analysis rather than an across-the-board reduction. When further major expansion becomes possible, it should reflect the results of a similar analysis.
- D. The Task Force has found that doctoral programs in most fields are available in Colorado. There is particular strength in the sciences and engineering; these programs have contributed to the economic growth of the state and are urgently needed to sustain that growth. However because of the high cost of education at the doctoral level, new programs should be added at this level only after the most rigorous review of the facts. It appears to the Task Force that the state's total effort at the doctoral level is adequate and appropriate, and that no net additions to programs at this level are needed.

II. Master's Level Programs.

- A. Any new programs permitted to be established should emphasize professional objectives aimed at preparing individuals for jobs in

- new fields, for better positions in present work, for better performance in present jobs, or to perform more successfully in personal business.
- B. Such professional programs should be permitted to develop at either SCSC or UCCS (or both), to better serve the needs of southeastern Colorado. No change of name at SCSC is needed to provide sound programs.
 - C. The State should make financial and other necessary arrangements with Denver University to provide programs in Library Science and Social Work for its citizens. Such programs should not be approved at the State-supported institutions so long as Denver University is able and willing to meet the State's needs for such professional education.
 - D. The University of Colorado should make a decision concerning the administration of graduate activities at its several campuses. If the decision is to have a single administration, such should be accompanied with a workable system which would insure thorough and unified academic control. The trends appear to be strongly in the direction of local autonomy. It is recommended that UC-CS be limited to the Master's level in either case and for the foreseeable future. If UC-D graduate activities are to be separately administered, the same limitation on level of graduate programs and level of course work as suggested for Colorado Springs should be made.
 - E. Master's programs should not be approved at Ft. Lewis, Mesa and Metro colleges unless new and compelling reasons arise.
 - F. It is recommended, on both economic and academic grounds, that any Master's program which awards less than 5 degrees per year (3-year average) after five years of existence be considered by the institution for elimination. The Commission should require, from time to time, that the reasons for continuance of such a program be presented to it. If those reasons appear insufficient to justify continuation of the program, the Commission should exercise the authority available to it to terminate the program.

III. Doctor's Level Programs.

- A. No doctoral programs should be approved in the foreseeable future in institutions not presently offering programs at this level, nor should expansions be permitted in any institutions into fields in which doctoral programs are already available within the state.
- B. UNC should report in the near future on its experimental Doctor of Arts programs. If the report is favorable to the continuance of this degree, consideration might well be given to the elimination of the Specialist in Education degree in the content fields, such as Chemistry, Biology and Music.
- C. New degree programs beyond the Masters should not be offered at any of the State colleges.
- D. It is recommended, on both economic and academic grounds, that any doctoral program in existence for 10 or more years and which awards less than 4 degrees per year (three year average) be considered by the institution for elimination. The Commission should require, from time to time, that reasons for continuance of such programs be presented to it. If those reasons appear insufficient to justify continuation of the program, the Commission should exercise the authority available to it to terminate the program.

IV. Student Support

- A. State student aid for graduate students should, as a minimum, be maintained at its present level. There appear to be good reasons to consider a significant increase.
- B. Such student aid funds should be allocated in two categories--
 - (1) funds needed to make graduate education at both levels more readily available to those needing aid, particularly minorities and women,
 - and (2) funds needed to recruit the best qualified students into doctoral programs. The first is a long overdue social need and the second is important to continued improvement in the quality of doctoral programs.

C. It is most strongly recommended that the prohibition of use of student aid funds for nonresident graduate students--at least those funds for recruitment--be eliminated. Otherwise it will be difficult to maintain present quality of doctoral programs and may well cause other states to follow suit--to the disadvantage of our residents.

V. Tuition for Graduate Students.

A. The Task Force recommends continuation of current Colorado policy under which undergraduate and graduate student tuition is differentiated by resident and nonresident status but not by student level. It recommends further that the Commission and institutions carry on a more intensive study of the possible positive and negative impact of differentiating tuition by undergraduate and graduate status. Such a study should include consideration of student aid programs for graduate students.

B. It is recommended that graduate tuition be the same on all campuses of the University of Colorado if the programs are to be administered on a university-wide basis.

VI. Placement Experience--Doctoral Students.

A. It is urged that each of the State-supported institutions which offer the doctor's degree continue to keep a careful record of job placements of all individuals who are awarded that degree. Such information should be made available to present and prospective students for their guidance.

PRICING TASK FORCE

A. Recommendations for Action or Policy Change

1. It is recommended that Colorado tuition policies be modified as outlined below. The points are not to be taken in isolation, but considered together since they are interrelated.
 - a. Maximum tuition levels, not to exceed the mean of current tuition levels, should be established by the legislature for different categories of institutional type in order that a greater degree of uniformity in tuition occur among similar institutions. A degree of institutional and governing board flexibility will be achieved through the prerogative to set less than maximum tuition, within the five percent range of costs which resident students pay. Variations in tuition by level of instruction or cost of program are not recommended.
 - b. The percentage of Education and General expenditures which resident students shall bear (20 to 25 percent under current policy) should be based on the average cost of Education and General expenses of comparable Colorado institutions in terms of mission and role.
 - c. Tuition for non-resident students should continue at 100 percent of Education and General expenses (except as stated below).
 - d. Experimental or enrollment incentive programs should be funded by the legislature to assess the impact on institutions and their environments of increased scholarships or grants, adjustments in tuition policies, budget flexibility which combines enrollments and resources among institutions, or other variations. Not only will impact upon enrollment per se be demonstrated, affecting institutional operations, but they can also demonstrate that urban or regional economic development are affected and that social goals, such as enrollment of more disadvantaged students, can

be achieved.

Through such programs, the extent to which tuition costs inhibit the enrollment of deserving students can be assessed and the data should provide guidance in developing tuition policies.

- e. Tuition costs should be established a year in advance for publication and budgetary purposes.
2. It is recommended that the Colorado Scholars Program, which provides funds on the basis of merit, be continued at current funding levels and under current guidelines.
3. It is recommended that Colorado Student Grant funding for undergraduate students be increased.
4. It is recommended that Colorado Student Grant funding for graduate students be increased from current levels and that two types of graduate grant aid be identified. The first type would be scholarships based upon academic criteria and awarded without regard to state residency. The second type would be awarded on the basis of financial need and restricted to Colorado resident students.
5. It is recommended that the Colorado Work-Study program be expanded to include eligible resident graduate students as well as the undergraduate residents now served.
6. It is recommended that necessary action be taken to increase the availability of loan funds to Colorado resident students through the use of State funds. It is further recommended that the state provide only support services, leaving the responsibility for implementation and the bulk of administration with the institutions and with lenders, since individual student circumstances and individual institution's characteristics must be considered.
7. It is recommended that eligibility for state student aid be extended step-by-step to resident students who are attending private institutions

in Colorado.

8. It is recommended that the Colorado Commission on Higher Education establish a mechanism for the dissemination of financial aid information and that it explore the possibility of developing a common financial aid application form.

B. Recommendations for Further Study

1. The Task Force believes that there is, to a certain extent, denial of access to higher education as a result of the costs which students are required to bear. It is recommended that the state carefully examine and re-evaluate the percentages of costs borne by students, especially the differential percentages of costs among institutions. The non-traditional student, in particular, may be denied access or forced to assume an excessive share of costs. A study of tuition and financial aid policies for non-traditional students should be undertaken.
2. No substantial changes in the funding of athletic scholarships, including scholarships for women's athletics, should be made until a thorough study has been completed on the questions pertaining to athletic scholarships, especially the questions relating to the purposes served by intercollegiate athletics on each campus. The Task Force recommends that a special group be created by the Colorado Commission on Higher Education to undertake this study.
3. Further study is recommended on a state-funded program to provide individual grants to all graduates of Colorado high schools (a voucher system) in order to finance all accredited Colorado postsecondary schools, colleges, and universities through individual students' full-cost tuition.
4. A program of State-funded grants to support students in academic programs judged to be of special importance to the state should be considered

further. A program of grants of this type would facilitate the development of manpower in high demand fields while students wishing to pursue other fields would be eligible for loans.

5. It is proposed that a program for state colleges and universities which would provide funding for basic institutional services, regardless of enrollment, be studied. Students would, then, pay a percentage of the instructional costs--those costs above the costs for basic institutional services which will be financed from the state's General Fund.

THE PRIVATE SECTOR TASK FORCE

POLICY/PROCEDURAL PROPOSALS

1. The Task Force recommends that the Commission lend its endorsement and support to the legislative and funding recommendations set forth in the task force report (see copy of report).
2. The Task Force recommends that CCHE consider including in its annual request for state funds to match federal student loan funds disbursed by the public colleges an amount to be used for this purpose in Colorado's district junior colleges. (See Section 9.)
3. The Task Force recommends exploration by the Commission of possible ways to extend to institutions in the private sector any appropriate cost savings in purchases now obtained by the state on behalf of institutions in the public sector.
4. The Task Force recommends that the Commission consider the academic resources available in the private sector in its review and determination of the need for new programs.
5. The Task Force recommends that in considering the need for programs that are marginal because of high costs or low enrollments, the CCHE explore the possibility of cooperative arrangements involving both public and private institutions.
6. The Task Force recommends that in the planning of offerings in the Denver and Colorado Springs metropolitan areas, including extension offerings by institutions located outside those areas, the CCHE should regularly consider the extent to which such offerings might be provided by, or in cooperation with, local institutions, both

public and private.

7. The Task Force recommends that wherever appropriate the private sector institutions be considered in the planning and offering of the statewide Colorado outreach program.
8. The Task Force recommends that in planning for any new facilities required in the Denver or Colorado Springs metropolitan areas, or for the acquisition of sites required for the development of such facilities, the Commission consult with the private sector institutions in those areas to determine whether any part of these requirements could appropriately and economically be provided in the facilities or on the premises of these institutions.

OTHER ACTION PROPOSALS

1. The Task Force recommends that the Commission take the initiative in developing appropriate referral procedures whereby students who cannot be accommodated in public institutions because of closed enrollments be advised of opportunities to register at other Colorado institutions, both public and private.
2. The Task Force commends the suggestion that Metropolitan State College be encouraged to review the need for various course offerings in those parts of Denver near the University of Denver, Colorado Women's College, Loretto Heights and Regis, and where appropriate contract or make other necessary arrangements with these institutions to provide the courses required by those students Metro is

responsible for serving in the Denver metropolitan area.

3. The Task Force recommends that the Commission as well as individual institutions continue to explore and develop all appropriate ways in which a greater measure of joint planning and cooperation among institutions in both the public and private sectors can be encouraged and assisted.

MANPOWER AND EDUCATIONAL POLICY TASK FORCE

RECOMMENDATION 1:

The task force recommends the creation of a statewide employment information system on national and regional supply and demand data.

RECOMMENDATION 2:

The task force recommends the:

- (1) Development and implementation of a statewide master plan for Career Education.
- (2) The formulation of a Career Education Curriculum task force charged with the responsibility of developing educational materials for teacher retraining and new teacher training.
- (3) The enactment of legislation to provide stimulus for the above steps and to provide adequate funding for the implementation of the concept.

RECOMMENDATION 3:

The task force recommends development by the executive and legislative branches of government of tax incentive legislation for the retraining of Colorado citizens.

RECOMMENDATION 4:

The task force recommends changes in the tax laws leading to deductions of educational expenses for parents or emancipated persons who are incurring the costs of the initial postsecondary experience of a dependent.

RECOMMENDATION 5:

The task force recommends development of increased budgetary and governance flexibility designed to increase the responsiveness of higher education institutions to changing student and market demand.

RECOMMENDATION 6:

The task force recommends greater commitment to reducing the barriers to higher education for those groups experiencing learning disabilities or discrimination; mental, physical, racial, sexual, and cultural.

RECOMMENDATION 7:

The task force recognizes the necessity of measuring the effectiveness of educational inputs and therefore recommends that the Colorado Commission on Higher Education take a leadership role in developing viable outcomes measurements for incorporation into academic program analysis and budget request documents.

FINANCE TASK FORCE

The task force considered the economic climate of the State and the external factors affecting the economy, and examined alternative ways of increasing revenues and evaluating spending patterns in higher education. The initial set of suggestions which follow (pages A-48 through A-51) are not necessarily recommended by the task force, but are identified for review and discussion of their educational and economic implications. The recommendations on financial planning (pages A-52 through A-59) focus on the need for more effective financial planning and actions which should be taken by the Commission on Higher Education.

SUGGESTIONS AND RECOMMENDATIONS

Given the current financial picture and the prospects for the future, what steps should Colorado take to alleviate potential financial hardships? Several recommendations are made in this section. They are representative of only a few of the approaches which may be tried. Each recommendation, if implemented, would have a significant impact on educational policy. For this reason, they should be undertaken only if the impact on educational policy is totally understood.

A. The State should reassess the current practice in the allocation of state dollars among educational programs.

The foregoing comparison of Colorado with the national average and its peer states has pointed out some of the ways in which Colorado financing policies are different from those of other states. While having a different policy does not imply that the State should necessarily change, it does suggest that we should be able to answer the following questions:

- Have the policies suggested by the data been deliberately adopted or have they evolved over time?
- What are the educational, social, and economic reasons underlying these financing policies?
- What proportion of the State's general income should be invested in higher education?

As far as the task force has been able to ascertain, neither the Commission nor the State have addressed these questions. From the task force's point of view, it is time for a reassessment.

B. Potential ways of increasing revenue to higher education

1. Increase tuition levels at institutions where demand for admission is high.

The task force mentioned earlier in this report that from an objective point of view, tuition is a potential source of increased revenue. This potential has been affirmed in studies of the National Commission on Financing Post-Secondary Education, the Carnegie Commission on Higher Education, and the Council on Economic Development. We also identified the potentially adverse effects to access from tuition increases. (See the discussion of tuition and fees as a source of revenue.) As much as task force members dislike any such suggestion from an educational point of view, we feel compelled to make the recommendation. In doing so, we are well aware that the consideration may be contrary to recommendations proffered by the Pricing and Access Task Forces.

2. Attempt to generate additional non-state dollars.

It costs institutions money to raise money. Small amounts of money allocated to institutions specifically designed to enable them to seek other funds may have an impact in increasing overall revenues. However, the task force feels that serious questions are raised when public funds are used by public institutions to compete directly with Colorado's independent institutions for private funds. (See the discussion of private gifts and grants as a source of revenue.)

3. Review and attempt to influence federal legislation and regulations so that Colorado will receive its appropriate share of federal funds generally available to higher education.

There is considerable evidence to suggest that current federal legislation discriminates against Colorado and other western states (primarily because of the low tuition policies of these states). Stating the

appropriate evidence and organizing peer states to influence federal legislation in this regard could result in significant increases in federal funds for Colorado institutions.

C. Suggestions for more efficient use of revenue

1. Encourage and stimulate cooperative programs with other states and among institutions in Colorado.

Many programs in the past were designed purely for educational reasons. However, cooperative programs, in many cases, provide substantial financial benefits. Institutions should be provided with incentives and the State should seek to determine if a program proposed or currently operating could be undertaken more efficiently and effectively if done in a cooperative manner. It is true that cooperative programs generally entail some loss of independence and jurisdiction, but the financial benefits can be significant. Incentives for cooperation must be provided to overcome the loss of independence and jurisdiction; thus, the State should not expect the full impact of the financial benefits to accrue to the State, but should share them with the institutions.

2. Provide incentive programs for efficiently managed institutions.

Nationwide there are increased efforts on the part of states to develop performance measures for higher education. We have learned much from the Russians about the abuses and failures of such practices. However, if appropriate performance measures could be developed and some incentive could be provided to encourage institutions to meet them, many of their abuses could be overcome. One notion that has been tried with some success in non-profit agencies is the concept of a management fee. After having agreed to performance measures, the institution is awarded a discretionary fee ranging from 0-5 percent of its budget. The institution may then use this discretion-

ary income for any purpose--to reward staff, upgrade programs, further improve efficiency, etc. While such an effort may initially cost the State some money, in the long run such initial costs would be offset by the long run efficiencies.

3. Ensure that State-established controls are not creating bureaucratic procedures that prevent institutions from operating efficiently.

Rigidly applied controls often prevent institutions from operating efficiently. Procedures should be established to allow controls to be waived if the institution can demonstrate cost savings and create effectiveness as a result of such waivers.

4. Use state funds for both support of higher education and as an economic stimulus.

State funds can be used as both economic stimulus and as support for higher education. Efforts should be made to coordinate programs designed to reduce unemployment and to reduce dependency on welfare with the needs of state institutions of higher education.

IV. FINANCIAL PLANNING

The Colorado Commission on Higher Education has broad planning responsibilities for higher education. In the view of the Finance Task Force, that responsibility includes Program Planning, Financial Planning and Budgetary Planning. While these three areas of planning are highly interrelated and must be integrated to develop an effective comprehensive plan for higher education, each planning area has a scope and objective different from the scope and objectives of the other planning areas.

Program planning addresses the problem of determining what range of educational services is to be provided to the citizens of the State, individually and collectively, and determining what educational contributions, if any, are to be made to the nation. Program planning also addresses the questions of how much of these services will be provided (or would be desirable or necessary), how they will be provided, and to whom. As examples, program planning deals with questions such as:

- What vocational and occupational programs should be offered within the State?
- How diverse a range of academic programs should be offered?
- What graduate programs should be offered?
- What kinds of non-credit instructional (or cultural or recreational) activities should be provided the citizens of the State through the educational system?
- What state problems should be tackled through use of resources available within institutions of higher education (what research efforts should be promoted, etc.)?
- What are the alternative ways in which various services could be provided?
- To whom should access be provided?
- How should services be distributed geographically?

This list is illustrative only; many other examples could be provided. Those familiar with the reports of the other seven task forces will recognize that many of the issues faced by those task forces relate directly to questions of program planning.

Financial planning (as opposed to budgetary planning) takes a global and long-range view of the alternative sources of revenues available to support higher education and of the alternative ways of utilizing these resources so as to best provide the services identified as a result of program planning activities.

Financial planning deals with such questions as:

- What are the potential sources of revenue for providing higher educational services in the State?
- What are the capacities of these sources for providing financial support? What limitations are placed on resources from various sources?
- How can flows of resources best support the economic activities of the State? Or should that be an issue?
- What are the best (most effective and most efficient) means of collecting resources?
- What are the alternative mechanisms available for distributing resources so as to achieve desired objectives:
 - aid to public institutions ;
 - aid to private institutions ;
 - aid to students ;
 - regional arrangements ?
- What combination of mechanisms is "best" given the objectives being pursued?
- How do financing planning alternatives affect programmatic outcomes?
- Which mechanisms provide incentives for acquiring increased support from non-state sources, for efficient and innovative operation of institutions?

Again, the list is incomplete, but illustrative. The reports of the other task forces have been less directly involved in the points outlined above, although

certain facets of the Pricing Task Force report are of concern in any consideration of those points.

Budgetary planning uses the results of programs and financial planning as a backdrop or point of reference on which to base decisions concerning:

- the total amount of resources to be made available to higher education in the short run (from various sources);
- the allocation of these resources among the various programs;
- the financing mechanisms to be used to funnel resources into the system;
- the specification of expected levels of performance to be achieved as a result of this allocation of resources;
- mechanisms for insuring that the allocated resources are used efficiently and effectively.

In analyzing the financing of higher education in Colorado, this task force found little evidence that extensive and consistent financial planning has been carried out. While some of the questions outlined in the foregoing discussion of financial planning have been given serious consideration, there has not been a financial planning function of the breadth and depth described earlier.

The reason for this lack of financial planning is apparent. The Commission staff at this point is spread so thin over budgetary review, program review, and the administration of student aid, outreach, and other such programs that no time is left for financial planning. It should be pointed out that this role is not necessarily a product of the Commission's choice, but instead is imposed upon the Commission.

The Finance Task Force feels strongly that at the present time there is an imbalance in the planning activities of the Commission. Too much time is spent in the micro-world of detailed budgetary review and program review. Not enough time is spent on macro-considerations of financing and program planning. We submit that this primary emphasis and the priorities of the Commission should

be revised so that balance in the three facets of planning can be achieved.

RECOMMENDATIONS FOR FINANCIAL PLANNING

To insure that financial planning receives proper consideration, the task force sets out in this section several recommendations for action to be taken by the Commission.

The Colorado Commission on Higher Education should strengthen its financial planning role. This will require that the Commission place less emphasis on budgetary planning and greater emphasis on financial planning.

The Colorado Commission on Higher Education should place a primary emphasis on macro-planning. What is needed in planning should be on macro-policy. Micro-policy should be considered only for the purposes of monitoring the implementation of macro-policy.

With regard to questions of efficiency and effectiveness the Commission should stand between state government and the institutions. The Commission should protect institutions against arbitrary and ineffective measures of performance and stifling administrative procedures that take away the ability of institutions to manage their own affairs. On the other hand, the Commission should require that institutions provide macro-evidence of efficiency and effectiveness in carrying out the macro-policies of the State.

The Colorado Commission on Higher Education should develop and maintain indicators for higher education on which financial planning can be based.

Effective financial planning requires the existence of a concise and well-organized information base. By an information base, the task force means more than a collection of raw data. Instead, an information base should be comprised of carefully selected higher education indicators--refined statistics which describe important facets of the Colorado higher education community.

The efforts of the Finance Task Force were inhibited because of the lack of

sufficient financial information base. The task force had to derive, for example, the total amount of funding generated for higher education by each of the major sources discussed. Of course, the time spent in deriving useful indicators was time lost to the analysis of the financing of higher education.

The Commission on Higher Education should take immediate steps to develop a comprehensive information base for financial planning and for other types of planning. The first step in such a process is to identify those indicators which are most useful. The Finance Task Force feels that the information base should contain at least the following elements:

- indicators related to the supply of, and the demand for, higher education in Colorado by region and by major program category and level. Supply refers to the institutions and organizations where educational services may be obtained. Demand refers to the desires of students for instruction, the State and communities for services, the needs of society for research, and needs of society for trained manpower.
- indicators that describe potential sources of revenue for higher education, the actual sources and levels of all revenue for higher education, and how the sources and levels of revenue change over time.
- indicators that describe the flow of revenues from their sources into the various components of higher education together with information that describes the limitations or restrictions on the use of revenues that are dedicated to specific purposes.
- indicators that describe the cost to the student to attend institutions of higher education, from which should be developed a set of indices to be maintained relative to the major cost factors by type of institution and level of study.
- indicators that describe the costs of operating the major components of an institution, such as salary costs, fuel costs, security costs, administrative costs, and so forth.

The Commission should develop, on an annual basis, a report which compares the financing of higher education in Colorado with the financing of higher education in other states.

It is helpful for an analysis of the financing of higher education in Colorado to be aware of how other states finance higher education. Such an awareness provides a greater insight into the results of financing policies adopted in Colorado.

For this reason, it is important to develop annually a report which compares indicators of higher education for Colorado with similar indicators in other states and to analyze the difference. The report should address at least the following issues:

- the comparative levels of support Colorado provides for quality and quantity of education;
- the comparative cost to the student;
- the comparative cost to operate one institution of higher education by type of institution.

The Commission should undertake studies and obtain information from which it can project probable impacts of future social and economic conditions on higher education in the State.

In section II of this report, we cited examples of external forces which may have a financial impact on higher education in Colorado. It is important for the Commission to be informed about such sources so that appropriate adjustments can be made in state-sponsored education.

STAFFING AND RESOURCE RECOMMENDATIONS FOR FINANCIAL PLANNING

The success of the financial planning effort envisioned by the Finance Task Force is dependent upon adequate staffing and resources. The task is large, complex and requires ongoing review, analysis and revision. It is important that a full-time staff of high calibre be devoted to the task of financial planning. It is equally important that the financial planning staff have available computer and other appropriate technological resources. These ideas are set out in the form of recommendations below.

The Colorado Commission on Higher Education should develop and maintain a full-time financial planning staff.

The staff assembled must be capable of analyzing higher education indicators

and other information in light of the financial planning questions posed earlier in this section.

We suggest that the staff include three full-time professionals as follows:

- a top-level analyst with strong technical and management capabilities in the financing of higher education who would serve as the director of the planning staff;
- an analyst with capabilities in statistics in education;
- a computer programmer and systems specialist capable of organizing and manipulating a financial information base and devising special programs to support analytical efforts.

In addition, a support staff having administrative, secretarial, clerical and other skills should be identified.

Computer and other technical resources should be made available to the financial planning staff.

Computers and other technical resources are the tools of financial planning. If they are not available for use, financial planning efforts will be hampered.

It is not only important that computer hardware be accessible for the financial planning staff but appropriate computer software must also be available. We are aware of current efforts within the Commission to expand computer planning capability by the implementation of additional computer software. We endorse those efforts.

The Commission should appoint a technical advisory board for financial planning.

The financial planning staff should have the benefit of additional technical expertise. For this reason, the Commission should appoint a technical advisory board for financial planning in higher education. This board should be comprised of individuals who have significant experience and insight into the forces which may affect the financing of higher education in Colorado. For example, an individual knowledgeable about local economic conditions could be

called on for technical advice. This board need not be representative of institutions or state agencies.