



ACCESS TO HIGH-QUALITY, AFFORDABLE EDUCATION FOR ALL COLORADANS

HIGHER EDUCATION STRATEGIC PLAN

FY 2014-15

November 2013

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Overview

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

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

The Department and CCHE have completed performance contract negotiations with the institution governing boards and leadership. The final statewide master plan ("Addendum A") is the foundation for the new performance contracts completed in summer 2013. They can also be accessed online at:

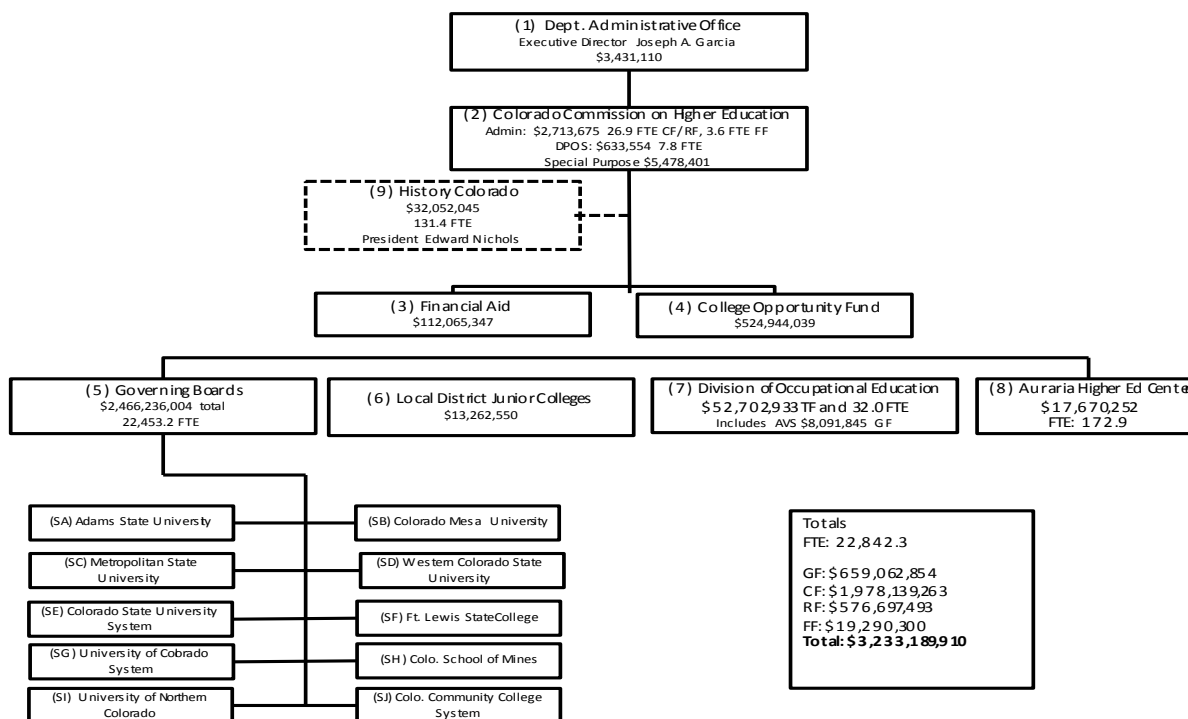
<http://highered.colorado.gov/Academics/PerformanceContracts/default.html> .

The passage of House Bill 13-1299 in the 2013 legislative session aligned performance planning at the statewide level with that already established in statute for higher education. House Bill 13-1299 modified the original SMART Act as found in House Bill 10-1119. Specific to higher education, section 2-7-204(3)(a)(II) C.R.S. states that DHE's master plan in conjunction with the institutions' performance contracts (pursuant to Senate Bill 11-052) satisfy the requirements of the SMART Act. In the same vein, section 2-7-205(1)(a)(II) C.R.S. states that institutional performance contracts, and progress on the goals contained within these, will be the basis for annual performance reporting for the Department of Higher Education.

In fulfillment of the newly revised SMART Act, this strategic plan presents an overall mission and vision for the Department of Higher Education and the Colorado Commission on Higher Education while acknowledging the unique performance measurement and funding process established in law for Colorado's institutions of higher education.

Organizational Chart

Department of Higher Education November 1, 2013



*(6) LDJC and (7) AVS do not receive funds through COF; they receive direct appropriations from the General Fund.

Note: FTE information is from SB13-230, in which Footnote 16 states "...the FTE reflected in these line items are shown for informational purposes and are not intended to be a limitation on the budgetary flexibility allowed by Section 23-1-104(1)(a)(1) C.R.S."

Statutory Authorization (Department & Commission):

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

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

Mission Statements:

Colorado Department of Higher Education: The mission of the Department of Higher Education is to improve the quality of, ensure the affordability of, and promote access to, postsecondary education for the people of Colorado. In pursuing its mission, the Department of

Higher Education will act as an advocate for the students and institutions of postsecondary education and will coordinate and, as needed, regulate the activities of the state's postsecondary education institutions.

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

Vision Statement:

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

Statutory Authorization for Planning:

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

"On or before December 1, 2013, the commission shall create a performance based funding plan to appropriate to each governing board, Including the governing boards for the junior colleges and area vocational schools, a portion of the performance funding amount for the applicable state fiscal year based on the success demonstrated by the institutions Under each governing board's control in meeting the goals and expectations specified in the institutions' respective performance contracts." ---*Section 23-1-108(1.9) C.R.S.*

"The department of higher education will satisfy the requirements in this subsection (3) through the master plan for postsecondary education that the Colorado commission on higher education maintains as described in section 23-1-108 (1.5), C.R.S., and any performance contracts that the Colorado commission on higher education negotiates and enters into with the governing boards of the state institutions of higher education as specified in section 23-5-129, C.R.S. The department of higher education shall ensure that copies of the master plan and performance contracts be submitted to the joint budget committee and the appropriate joint committee of reference as determined pursuant to section 2-7-203, and shall post the master plan and

performance contracts to its official web site and the official web site of the office of state planning and budgeting.” ---*Section 2-4-204(3)(a)(II) C.R.S.*

Major Program Areas

The Department of Higher Education (Department; DHE) includes seven divisions, the first four comprising the functions traditionally described as the Colorado Commission on Higher Education (CCHE; the Commission): Finance; Academic Affairs; Access & Student Services (which includes GEAR UP [a federally funded grant] and College in Colorado [a subdivision of College Assist]); Research and Technology; Private Occupational Schools; CollegeInvest; and College Assist. It is the administrative home of and provides staff support for the CCHE. The Department, under its own authority and through the CCHE, exercises oversight and coordinating responsibility for the ten higher education governing boards that, in turn, include 26 public institutions of higher education. Additionally, the Department coordinates the state General Fund budgeting for Local District Colleges and the Area Vocational Schools which receive funding primarily from other sources. The Department is the administrative home of, but has no operational authority over, History Colorado.

Colorado Commission on Higher Education - The CCHE is the central policy and coordinating board for Colorado’s system of public higher education. The CCHE serves as a bridge between the Governor, the General Assembly and the governing boards of the state-supported institutions of higher education. It oversees and approves core budgeting and financing matters for public institutions of higher education. The Commission spends much of its time and departmental staff support acting on policy and regulatory matters, reporting and audit requirements and actions on applications from private degree institutions for authority to do business

Academic Affairs - Academic Affairs is responsible for review and approval of educator preparation programs, preparation of policy recommendations for review and approval by the CCHE. Policy areas include transfer standards between institutions, new program approval, concurrent enrollment, admissions, remedial and supplemental academic instruction. Staff also facilitate statewide articulation agreements among institutions. The division is the primary contact point for the K-12 system and staff participates in P-20 initiatives as well as the implementation of SB 10-191 (Educator Effectiveness) & Colorado Academic Standards.

Research and Technology - The Research and Technology Division within the Department collects, analyzes and reports higher educational data from all the State’s institutions of higher education. The data collected from Colorado institutions includes admission standards, enrollment, undergraduate applicants, degrees awarded, financial aid, remediation, teacher evaluation. Most recently, the Department began receiving student level data from private and for profit school throughout the state. This data, combined with that from public institutions, will allow Colorado to provide a significantly more complete picture of education progress, workforce supply and demand, and instructional success. As the Department and CCHE move forward with implementation of performance measurements and funding via the institutional

performance contracts, the Research and Technology division will be key in synthesizing all the data collected from institutions for statewide comparison.

Finance - The Finance Division within the Department prepares both the operational and capital construction budget requests in consultation with the Governor's Office, provides departmental accounting and internal budgeting services, and administers the state financial aid programs. The CCHE is responsible for allocation of Need Based and Work Study financial aid dollars to the higher education institutions.

Private and Occupational Schools - The Division of Private Occupational Schools ("DPOS") is a state agency within the Colorado Department of Higher Education that is statutorily charged under the Private Occupational Education Act of 1981, et seq., of the Colorado Revised Statutes, with overseeing postsecondary private occupational schools and its delivery of occupational education. The mission of the DPOS and Board of Private Occupational Schools is to provide standards for and to foster and improve private occupational schools and their educational services, and to protect the citizens of this state from fraudulent and substandard private occupational schools.

GEAR-Up - Gear-Up is a federally-funded grant program placing full-time advisors in more than two dozen schools across the state. Beginning in middle-school, the program teaches college basics and takes students on college campus visits. By high school, students are taking college courses and building confidence in the future. Strategies to prepare students for college success include:

- Early Remediation - Middle school students participate in "early remediation" - those classes that colleges want students to complete before they begin 100-level college courses. Typically, by their sophomore year of high school, students are enrolling in college classes.
- Dual Enrollment - Colorado Gear-Up pays for participating students to begin college courses while still enrolled in high school. Taking courses in high school provides valuable experience and success as well as saving time and money once students attend college. Colorado GEAR UP students graduate high school and enter college having earned an average of 17 college credits.
- CLEP Testing - The College Level Examination Program (CLEP) is a College Board test designed to give college students credit for skills acquired outside a traditional classroom. It's often used for military service members. In 2009-10, Colorado Gear-Up began paying for CLEP exams for our students. Nearly 600 Colorado Gear-Up students have taken the CLEP, earning an average of four college credits each.

CollegeInvest - CollegeInvest administers the State's 529 college savings plan. It offers expert information, simple financial planning tools, and tax advantaged 529 college savings plans to help everyone who wants to go to college. CollegeAssist administers College In Colorado a program initiated by the Department of Higher Education (DHE), which provides outreach to Colorado students and their parents with the goal of enabling more students to pursue higher education with practical solutions for affordability and access.

Strategic Policy Initiatives

The Department of Higher Education's has identified the four major goals of the CCHE Master Plan as its primary strategic policy initiatives for FY 2014-15.

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

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

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

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

Performance Contract Summaries by Governing Board

The following are summarized from the complete and final performance contracts found online at: <http://highered.colorado.gov/Academics/PerformanceContracts/default.html>

Adams State University		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	20%
	1.2 "Maintain excellence" By conferring undergraduate credentials per 100 students enrolled at a level at or among the top 25% of peer institutions.	15%
	Institutional Developed	
	1.7 "Maintain excellence" by conferring graduate credentials at a level at or among the top 25% of peer institutions.	10%
Goal #2: Improving Student Success	Common Indicator	
	2.2 Annually increase the proportion of students who accumulate at least 24 credit hours.	10%
	2.5 Annually increase retention rates across all student levels (e.g., sophomore, junior, senior).	5%
	Institutional Developed	
	2.6 Annually increase the number of credit hours taken per headcount.	5%
Goal #3: Reducing Gaps	Common Indicator	
	3.2 Annually reduce disparities in degree completion (graduates per 100 FTE) between resident undeserved and resident non-underserved students.	5%
	Institutional Developed	
	3.9 "Maintain excellence by conferring graduate credentials at a level at or among the top 25% of peer institutions.	15%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.1 Maintain the institution's rank relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues.	5%
	4.4 Increase institutional need-based financial aid expenditures (per FTE) at a rate at or above tuition increases for resident undergraduate students.	5%
	Institutional Developed	
	4.5 Maintain the institution's rank relative to peers regarding affordability by measuring the number of PELL eligible students per 100 FTE.	5%
Total		100%

Colorado Mesa University

Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	15%
	Institutional Developed	
	1.7 Increase the average number of undergraduate degrees awarded in STEM and healthcare related disciplines by 1% per year until the University has increased completions to 110% of the base year completions average, and then maintain a level of completions at or above 110% of the base year.	10%
	1.8 Increase the base year average of six-year graduation rates for first-time, full-time, baccalaureate-seeking undergraduates until the six-year graduation rate average is at or above the average for CCHE-defined peer institutions.	10%
	1.9 Increase the average number of undergraduate degrees awarded in disciplines that support regional workforce needs by 1% per year until the University has increased completions to 100% of the base year completions average, and then maintain a level of completions at or above 110% of the base year.	10%
Goal #2: Improving Student Success	Common Indicator	
	N/A	0%
	Institutional Developed	
	2.6 Increase the average base year percentage of baccalaureate-seeking students by 1% per year who successfully complete introductory, college-level courses in English and mathematics to 110% of the base year average and then maintain a level course completion at or above 110% of the base year.	5%
	2.7 Increase the base year average number of first-time, full-time, associate and baccalaureate-seeking students who accumulate at least 30 credit hours by the end of their third semester until CMU has reached 110% of the base year average, and then maintain the level of credit hours completion at or above 110% of the base year.	15%
Goal #3: Reducing Gaps	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students.	3%
	Institutional Developed	
	3.9 Increase the average number of newly-enrolled students from underserved populations by 1% per year above the base year average or until the University's average underserved, undergraduate population is 5% higher than the base year average and then maintain an average number at 5% or above that of the base year.	17%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	N/A	0%
	Institutional Developed	
	4.5 Maintain excellence by ensuring that CMU remains in the top 25% of CCHE defined peer institutions as measured by the average percentage of expenditures allocated to instruction, beginning with the base year average.	8%
	4.6 Increase institutional financial aid awards (per FTE) to students with demonstrated need using state. Federal and institutional guidelines at a rate at or above tuition percentage increases for resident undergraduate students.	8%
Total		100%

Metropolitan State University of Denver		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	10%
	1.4 Annually increase the graduation rate of transfer students.	10%
	Institutional Developed	
	1.7 Increase undergraduate credentials for resident, underserved students by 2% per year.	10%
Goal #2: Improving Student Success	Common Indicator	
	2.1 Annually increase the successful completion (C or better) of introductory gtPathways courses in English and Mathematics.	9%
	2.2 Annually increase the proportion of students who accumulate at least 24 credit hours.	8%
	2.5 Annually increase retention rates across all student levels (e.g., sophomore, junior, senior).	8%
	Institutional Developed	
	N/A	0%
Goal #3: Reducing Gaps	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students.	10%
	3.5 Annually increase the number of resident underserved students who earn postsecondary credentials in STEM disciplines.	10%
	Institutional Developed	
	3.9 Meet our annual projections of increased Latino\Hispanic enrollment by 8.25% per year (from base year 2007) to achieve HIS status (25% overall Latino\Hispanic enrollment) by 2018.	10%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.1 Maintain the institution's rank relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues.	5%
	4.4 Increase institutional need-based financial aid expenditures (per FTE) at a rate at or above tuition increases for resident undergraduate students.	10%
	Institutional Developed	
	N/A	0%
Total		100%

Western State Colorado University		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.2 "Maintain excellence" By conferring undergraduate credentials per 100 students enrolled at a level at or among the top 25% of peer institutions.	17%
	Institutional Developed	
Goal #2: Improving Student Success	1.7 Annually increase the number of credentials (graduate included) in STEM.	5%
	Common Indicator	
	2.5 Annually increase retention rates across all student levels (e.g., sophomore, junior, senior).	8%
	Institutional Developed	
	2.6 Annually increase the success rates of students identified with remedial needs transferring into credit-bearing courses.	8%
Goal #3: Reducing Gaps	2.7 Maintain WSCU's 80% successful completion (C or better) of introductory gtPathways courses in English and Mathematics.	10%
	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students.	5%
	3.2 Annually reduce disparities in degree completion (graduates per 100 FTE) between resident undeserved and resident non-underserved students.	3%
	3.4 Annually increase the proportion of newly enrolled resident students who are from resident underserved populations.	5%
	3.7 Annually reduce disparities in retention rates among resident underserved students and resident non-underserved students across all levels (sophomore, junior, senior).	4%
	Institutional Developed	
Goal #4: Restoring Fiscal Balance	3.9 Annually increase the proportion of underserved resident students as defined by gender and region (i.e., rural Colorado).	5%
	Common Indicator	
	4.1 Maintain the institution's rank relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues.	15%
	Institutional Developed	
Total	4.5 Maintain ranking at or among the top 50% of peer institutions in administrative efficiencies as measured by administrative expenditures as a percent of total expenditures.	15%
		100%

Colorado State University		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	10%
	1.5 Annually increase proportion of undergraduate credentials awarded in STEM disciplines.	5%
	1.6 Annually increase graduate degree productivity as measured by the number of graduate credentials awarded compared to the number of graduate students (FTE) enrolled.	10%
	Institutional Developed	
	1.7 Annually decrease the median time/credits to graduation for undergraduate resident students.	5%
Goal #2: Improving Student Success	Common Indicator	
	2.1 Annually increase the successful completion (C or better) of introductory gtPathways courses in English and Mathematics.	10%
	2.5 Annually increase retention rates across all student levels (e.g., sophomore, junior, senior).	5%
	Institutional Developed	
	2.6 Annually increase the proportion of freshman cohort students who accumulate at least 30 credit hours by the beginning of the third semester.	10%
Goal #3: Reducing Gaps	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students.	5%
	3.2 Annually reduce disparities in degree completion (graduates per 100 FTE) between resident undeserved and resident non-underserved students.	10%
	3.4 Annually increase the proportion of newly enrolled resident students who are from resident underserved populations.	5%
	3.8 Annually increase the proportion of resident underserved students who earn graduate-level degrees.	5%
	Institutional Developed	
	N/A	0%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.1 Maintain the institution's rank relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues.	7%
	Institutional Developed	
	4.5 Annually decrease the proportion of E&G Revenues derived from Colorado resident tuition.	7%
	4.6 Expand research and engagement efforts with external funding sources that leverage institutional investments to enhance our mission of discovery, yield increased community engagement, and promote life-long learning of the citizens of Colorado.	6%
Total		100%

Ft. Lewis College		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	10%
	1.4 Annually increase the graduation rate of transfer students.	15%
	1.5 Annually increase proportion of undergraduate credentials awarded in STEM disciplines	5%
	Institutional Developed	
	N/A	0%
Goal #2: Improving Student Success	Common Indicator	
	2.2 Annually increase the proportion of students who accumulate at least 24 credit hours.	10%
	2.5 Annually increase retention rates across all student levels (e.g., sophomore, junior, senior).	10%
	Institutional Developed	
	N/A	0%
Goal #3: Reducing Gaps	Common Indicator	
	3.2 Annually reduce disparities in degree completion (graduates per 100 FTE) between resident underserved and resident non-underserved students.	10%
	3.5 Annually increase the number of resident underserved students who earn postsecondary credentials in STEM disciplines.	5%
	3.7 Annually reduce disparities in retention rates among resident underserved students and resident non-underserved students across all levels (sophomore, junior, senior).	10%
	Institutional Developed	
	N/A	0%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.1 Maintain the institution's rank relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues.	15%
	4.2 Moderate resident undergraduate tuition increases when state general fund revenues increase above inflation.	10%
	Institutional Developed	
	N/A	
Total		100%

University of Colorado		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	10%
	Institutional Developed	
	1.7 Annually increase the number of graduate and professional credentials awarded.	10%
Goal #2: Improving Student Success	Common Indicator	
	2.5 Increase or maintain the proportion of fall undergraduate degree-seeking students with freshman through junior class standing (combined), who are enrolled or have graduated by fall.	12%
	Institutional Developed	
	2.6 Annually increase the number of undergraduate students who transfer from Colorado community colleges.	10%
Goal #3: Reducing Gaps	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students.	12%
	Institutional Developed	
	3.9 Annually increase the number of undergraduate credentials earned by resident underserved students.	12%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.4 Increase institutional need-based financial aid expenditures (per FTE) at a rate at or above tuition increases for resident undergraduate students.	10%
	Institutional Developed	
	4.5 Maintain administrative expenditures (as a percentage of total expenditures) at or below the peer institution average.	12%
	4.6 Maintain a high grade (AA- or higher) designation by external bond rating agencies.	12%
Total		100%

Colorado School of Mines		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.3 "Maintain excellence" by maintaining graduation rates at or among the top 25% of peer institutions.	25%
	Institutional Developed	
	1.7 Annually award over 90% of undergraduate degrees in the STEM disciplines.	10%
Goal #2: Improving Student Success	Common Indicator	
	N/A	0%
	Institutional Developed	
	2.6 Maintain excellence in outcomes rate by having at least 90% of bachelor degree recipients either enrolling in graduate school or be employed in a job related to their course of study within one year of graduation.	10%
	2.7 Maintain excellence by maintaining retention rates at or above 25% of peer institutions.	20%
Goal #3: Reducing Gaps	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students.	10%
	Institutional Developed	
	3.9 Maintain excellence by maintaining proportion of undergraduate degrees awarded to women at or among the top 25% nationally as measured and reported by the American Society of Engineering Education (ASEE).	10%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.1 Maintain the institution's rank relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues.	5%
	Institutional Developed	
	4.5 Maintain excellence by remaining at or among top 25% of public institutions in endowment per FTE as ranked by the National Association of College and University Business Officers (NACUBO).	10%
Total		100%

University of Northern Colorado		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.2 "Maintain excellence" By conferring undergraduate credentials per 100 students enrolled at a level at or among the top 25% of peer institutions.	15%
	1.4 Annually increase the three-year rolling average for the graduation rate of transfer students.	5%
	Institutional Developed	
	N/A	0%
Goal #2: Improving Student Success	Common Indicator	
	2.1 Annually increase the successful completion (C or better) of introductory gtPathways courses in English and Mathematics.	10%
	Institutional Developed	
	2.6 Annually increase the three-year rolling average for retention rates for academically prepared (index score of 94 or higher) Pell-eligible students across all levels.	5%
	2.7 Annually increase the three-year rolling average for retention rates for Pell-eligible students with an index score below 94 across all levels.	5%
Goal #3: Reducing Gaps	Common Indicator	
	3.2 Annually reduce disparities in degree completion (graduates per 100 FTE) between resident undeserved and resident non-underserved students.	15%
	3.7 Using a two-year average for the first year and a three-year rolling average thereafter, annually reduce the average for disparities in retention rates among resident underserved students and resident non-underserved students across all levels (sophomore, junior, senior).	5%
	Institutional Developed	
	N/A	0%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.2 Moderate resident undergraduate tuition increases when state general fund revenues increase above inflation.	20%
	Institutional Developed	
	4.5 Maintain the institution's standing in the top quartile relative to peers regarding the number of degrees awarded per \$100,000 in total operating (E&G) revenues.	20%
Total		100%

Colorado Community College System		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	20%
	Institutional Developed	
	1.7 Annually increase transfer out rate of degree-seeking associate of art or associate of science students who earn at least 12 credit hours.	15%
Goal #2: Improving Student Success	Common Indicator	
	2.5 Annually increase retention rates across all student levels.	15%
	Institutional Developed	
	2.6 Annually increase remedial course completion rates while completing the implementation of the CCCS remedial task force recommendations by Fall term of 2016.	15%
Goal #3: Reducing Gaps	Common Indicator	
	3.2 Annually reduce disparities in credential completion between resident underserved and resident non-underserved students.	15%
	3.6 Annually reduce disparities in the transfer out rate between resident underserved students and resident non-underserved students.	5%
	Institutional Developed	
	N/A	0%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.2 Moderate resident undergraduate tuition increases when state general fund revenues increase above inflation.	10%
	Institutional Developed	
	4.5 Maintain base CCCS resident tuition levels at less than 60% of Colorado.	5%
Total		100%

Aims Community College		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.3 "Maintain excellence" by maintaining graduation rates at or among the top 25% of peer institutions.	15.0%
	Institutional Developed	
	1.7 Annually increase the completion rate of students in all degrees and certificates including those certificates less than 30 hours.	15.0%
Goal #2: Improving Student Success	Common Indicator	
	2.2 Annually increase the proportion of students who accumulate at least 24 credit hours.	13.5%
	Institutional Developed	
	2.6 Annually increase the proportion of students who complete the final development course in English or Math and complete College Level English or Math with a C or better.	6.5%
Goal #3: Reducing Gaps	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students.	15.0%
	3.3 Annually reduce disparities in the successful completion rates of entry-level gateway courses English and entry-level mathematics courses between resident underserved students and resident non-underserved students.	5.0%
	Institutional Developed	
	N/A	0.0%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.2 Moderate resident undergraduate tuition increases when state general fund revenues increase above inflation.	20.0%
	4.3 Increase expenditures for instruction (per FTE) at a rate that is equivalent to or greater than tuition increases for resident undergraduate students.	10.0%
	Institutional Developed	
	N/A	0.0%
Total		100.0%

Colorado Mountain College		
Goal #1: Increasing Attainment	Common Indicator	Weight (%)
	1.1 Increase undergraduate credentials awarded by 1% each year.	10%
	Institutional Developed	
	1.7 For each CMC bachelor's program, annually increase the number of graduates by 5% (starting from the 2nd year when graduates are expected).	23%
Goal #2: Improving Student Success	Common Indicator	
	2.1 Annually increase the successful completion (C or better) of introductory gtPathways courses in English and Mathematics.	5%
	Institutional Developed	
	2.6 Annually increase the pass rate (C- or better) in all courses by 1%.	15%
Goal #3: Reducing Gaps	Common Indicator	
	3.1 Annually reduce disparities in graduation rates between resident underserved and resident non-underserved students by 1%.	5%
	Institutional Developed	
	3.9 Annually increase the average number of completed credits for resident underserved students by 1%.	15%
Goal #4: Restoring Fiscal Balance	Common Indicator	
	4.2 Moderate resident undergraduate tuition increases when state general fund revenues increase above inflation	8%
	Institutional Developed	
	4.5 The dollar tuition increase at CMC will be less than the average of the colleges and universities in Colorado, on the three-year running average.	19%
Total		100%

Planning History and Background

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

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

Historically, the CCHE provided a strategic planning report to the Colorado General Assembly once every four years; however, in 2004, this process was modified significantly with the passage of Senate Bill 04-189, the College Opportunity Fund (COF) program. As a result of Senate Bill 04-189, the traditional planning process outlined in §23-1-108 C.R.S. was replaced with the development and execution of institution- or system-specific performance contracts. At the time, these contracts were unique in the nation and articulated specific performance targets for institutions that participated in the COF program. Following guidance found in statute, these performance contracts addressed common goals such as improvements in student retention, completion rates, and access for underserved students. The original term of the performance contracts was from 2005-2009, during which time the CCHE did not create an additional strategic plan.

In 2010, the CCHE performance contracts were extended by the CCHE and greater institution flexibility was granted through Senate Bill 10-003. Senate Bill 10-003 also required the CCHE to renew its historic role in master planning and prepare a formal statewide strategic plan for delivery to the Governor and General Assembly by December, 2010.

In December 2010, the CCHE formally adopted the Higher Education Strategic Plan's (HESP) report, *The Degree Dividend*, which formed the foundation of its “master planning process,” a

process that would culminate in the development of a new statewide master plan and new performance contracts.

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

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

The CCHE and department have also finished work with institution governing boards and leadership to select and weight the specific performance indicators articulated in new performance contracts. These contracts were created using the goals articulated in the master plan as a foundation. The CCHE developed several common measurements linked to each of the four main goals (see “Addendum B”) and institution governing boards selected among these common measurements for each goal. The intention of these common measurements was to ensure the ability to compare institutional performance across the system on similar measurements.

In addition to the pre-determined and common measurements, institutions also had the option of developing additional, institutional-specific measurements for each goal. This approach was intended to allow governing boards to account for unique missions, populations, programs or other measurable outcomes distinctive to the institution but still connected to the four primary goals of the master plan. Most governing boards took advantage of this option.

Governing boards were required to weight each metric on a percentage basis to determine how much of its performance measurement each one would comprise. Institutional performance as measured by the indicators selected is the foundation for a more transparent and accountable system of public higher education and, with the inclusion of performance funding, will increasingly direct the state’s resource allocation.

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

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

The 2004 contracts did not have real consequences for failing to meet targets because the contracts were not tied to the budgeting process. The performance contracts being executed today must be used for performance funding decisions. The level of performance funding is statutorily defined as 25 percent of all new revenue above \$650 million after “restored level of general fund support” (i.e., \$706 million) is reached (Section 23-1-108 (1.9) (c) (I) C.R.S.) In FY 2013-14 total General Fund support for higher education rose to \$544 million. This is \$152 million shy of the trigger point for performance funding. Table 1 below shows, mathematically, how performance funding will initiate if funding levels reach exactly \$706 million GF.

Table 1: Performance Funding Trigger

Statutory Performance Funding Formula	\$706 million - \$650 million = \$56 million
	\$56 m X 25% = \$14 million available for Performance Funding
	\$706 million - \$544 million = \$152 million short of the “restored level of general fund support.”

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

The following Table 2 summarizes improvements in the type of data collected and the way it will be used as outline under Senate Bill 11-052. The CCHE has now executed new performance contracts with each campus governing board. Commissioners and Department Staff were assigned to meet with individual institution boards and leadership to review the performance indicators selected by the institutions. The performance contracts support the goals included in new statewide master plan for higher education (“Addendum A”). The final contracts are found at <http://highered.colorado.gov/Academics/PerformanceContracts/default.html>.

Table 2: Performance Contract Comparison

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

Performance Funding Plan

As part of the Department statutory planning requirements, Senate Bill 11-052 called for the Commission and Department to create a performance-based funding plan. The department will submit a report to the General Assembly by December 2013, providing details about how performance funding will work through or in conjunction with the existing College Opportunity Fund Program. As the performance contract process neared completion in spring 2013, the Department began developing a performance funding plan in anticipation of the December 2013 deadline. This began with a summit of institutional Chief Financial Officers and staff in May 2013 to share ideas and begin to set parameters for what the plan would look like. Based on feedback from this summit, DHE began working with The National Center for Higher Education Management Systems (NCHEMS) to develop a performance funding instrument to translate and quantify performance data through the metrics selected by the governing boards. When completed, this instrument will inform the distribution of performance funding when it becomes available. The model is under construction now but will be valuable even before the statutory funding triggers are hit to illustrate institution and governing board performance year over year.

SMART Act

The legislative requirements of Senate Bill 11-052 and House Bill 10-1119 and House Bill 13-1299 (which modified House Bill 10-1119) are in alignment in requiring performance to be annually measured and assessed by program area and at a statewide level. Senate Bill 11-052 directed the Commission to develop agreed upon statewide goals to be implemented through performance contracts individually tailored to each institution's governing board. Each contract includes performance indicators designed to assess an institution's annual progress year over year. For common performance indicators, institutional progress can be aggregated to assess progress at a statewide level against agreed upon statewide goals. This approach respects the autonomy of the governing board structure for Colorado's public post-secondary institutions but supports common statewide planning and goals.

House Bill 13-1299 modified the original SMART Act as found in House Bill 10-1119. Regarding strategic planning for higher education, House Bill 13-1299 harmonized the requirements of the SMART Act with those of Senate Bill 11-152 and the higher education strategic planning and performance measurement process. Specifically, it clarified that DHE's master plan in conjunction with the institutions' performance contracts (pursuant to Senate Bill 11-052) satisfy the requirements of the SMART Act.

Master Plan and Performance Contracts – Relationship to the System Budget

The FY 2014-15 budget request is linked to and reinforces planning efforts at a statewide and institutional level. As stated above, Senate Bill 11-052 required completion of a new higher education master plan with statewide goals linked to individually tailored performance contracts with specific performance measures uniquely weighted by institution. In coming years the performance contracts will annually articulate how public institutions of higher education are doing at increasing degree and credential attainment, closing degree attainment gaps, measuring progress by credit hour and improving basic skills/remedial education outcomes.

While the FY 2014-15 request does not anticipate a level of funding that would trigger the performance funding levels defined in statute, it will allow institutions to apply resources in a strategic way to meet performance contract requirements and statewide goals articulated in the master plan (“Addendum A”). With our diverse array of institutions, top budget priorities will vary. Additional funding requested in the November 1, 2013 FY 2014-15 budget request will allow some institutions to restore operational reserves depleted in recent years, increase investments in student services counseling and support and develop enrollment plans to reduce disparities and attainment gaps. Specific actions like these at the institution level will help the system achieve the broad statewide goals in the master plan.

Recent year budget cuts have resulted in tuition increases to allow institutions to sustain programs and operations but they have also allowed for increases in institution-based financial aid identified in Table 3 (below). The proposed operational increase for FY 2014-15 will have a direct impact on institutions but also on Colorado's underserved students by freeing up financial aid resources at the institutional level.

It is important to note that the statewide master plan and institution-specific performance contracts will provide additional data to inform decision makers as to appropriate funding levels in future years. If out-year revenues and appropriations allow for performance funding as set forth in Senate Bill 11-052, such funds will be allocated based entirely on the performance measures negotiated with institutional governing boards today

Table 3: Change in Institutional Financial Aid at Public Institutions of Higher Education in Colorado, FY 2003-04 to FY 2011-12.

Fiscal Year	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
Total Public Institutional Financial Aid	89,062,661	102,620,315	138,113,409	139,209,125	165,478,388	195,859,445	222,121,166	241,582,016	280,030,540
Dollar Change from Prior Fiscal Year	-	13,557,654	35,493,094	1,095,716	26,269,263	30,381,057	26,261,721	19,460,850	38,448,524
Percent Change from Prior Fiscal Year	-	15.2%	34.6%	0.8%	18.9%	18.4%	13.4%	8.8%	15.9%
Cumulative Dollar Change from FY 2003-04	-	13,557,654	49,050,748	50,146,464	76,415,727	106,796,784	133,058,505	152,519,355	190,967,879
Cumulative Percent Change from FY 2003-04	-	15.2%	55.1%	56.3%	85.8%	119.9%	149.4%	171.2%	214.4%

Finally, additional operating revenue in FY 2014-15 can allow institutions to hold tuition increases to a lower level than in recent years. Last year an additional \$30.0 million in state funding resulted in the FY 2013-14 tuition levels summarized on Table 4 (below).

Table 3: Base Tuition Increases by Institution, FY 2012-13 to FY 2013-14

Institution	FY 2012-13 Tuition only (30 credit hrs)	FY2013-14 Tuition only (30 credit hrs)	Dollar Increase	% Increase
Adams State University*	\$3,816	\$4,440	\$611	16%
Colorado Community College System	\$3,383	\$3,586	\$203	6.0%
Colorado Mesa University	\$6,102	\$6,438	\$336	5.5%
Colorado School of Mines	\$13,590	\$14,400	\$810	6.0%
Colorado State University System	CSU: \$6,875	\$7,494	\$619	9.0%
	CSU-P: \$5,494	\$5,494	\$0	0.0%
Fort Lewis College	\$4,800	\$5,232	\$432	9.0%
Metropolitan State University of Denver	\$4,304	\$4,691	\$387	9.0%
University of Colorado System	UCCS: \$7,050	\$7,473	\$423	6.0%
	UCD: \$7,980	\$8,459	\$479	6.0%
	UCB: \$8,056	\$8,760	\$704	8.7%
University of Northern Colorado	\$5,464	\$5,737	\$273	5.0%
Western State Colorado University	\$4,627	\$5,275	\$648	14.0%

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

*In FY 2013-14, ASU converted \$216 in student fees to tuition, resulting in a one time increase in tuition and decrease in student fees. Student fees and tuition will offset, resulting in a zero sum increase as a result of this transfer.

Institutional Workload Indicators

The following data is provided for historical context. It is reported based on the original performance contracts that were developed pursuant to Senate Bill 04-189. These contracts are no longer in force and have been replaced by the Senate Bill 10-052 summarized in this document. However, since the Department has not yet begun compiling data for the new performance contracts, it seemed prudent to include the older data set for background. Once the Department begins compiling data and reporting on the metrics contained in the new performance contracts, the old performance data seen below will no longer be included. Data is provided through FY 2010-11, the most recent year available for Student Unit Record Data (SURDS) data.

Retention Rates¹ (2005-2011)

Adams State College		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	55.5%	54.9%	55.4%	51.1%	56.5%	60.3%	53.5%
Colorado Community College System		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	48.7%	50.1%	54.9%	53.2%	58.2%	55.3%	53.7%
Colorado Mesa University		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	66.8%	68.4%	72.2%	70.7%	73.9%	65.5%	64.4%
Colorado School of Mines		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	82.1%	83.4%	80.3%	83.6%	89.0%	87.4%	89.6%
Colorado State-Fort Collins		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	83.1%	82.0%	82.0%	83.0%	82.8%	83.1%	83.4%
Colorado State-Pueblo		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	59.2%	61.3%	63.0%	65.6%	65.6%	63.6%	65.6%
Fort Lewis College		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	58.0%	57.6%	56.0%	58.5%	60.3%	62.0%	65.3%
Metro State College		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	61.0%	62.0%	68.0%	67.0%	67.0%	66.6%	65.5%
University of Colorado-Boulder		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	82.4%	84.3%	83.2%	83.9%	82.7%	84.7%	83.7%
University of Colorado-Colorado Springs		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	66.9%	64.6%	69.1%	71.4%	67.3%	68.1%	70.8%
University of Colorado-Denver		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	71.1%	71.1%	72.1%	70.8%	69.6%	73.2%	76.3%
University of Northern Colorado		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	71.4%	68.0%	66.2%	70.5%	68.4%	69.2%	69.9%
Western State College		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011
	Actual	57.9%	61.0%	59.2%	61.3%	54.4%	59.1%	62.6%
* 2009, 2010, and 2011 from SURDS. Prior years are directly from institutional data submissions.								

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

Graduation Rates² (2005-2011)

Adams State College		2005	2006	2007	2008	2009	2010	2011
	Actual	32.0%	29.0%	36.7%	29.6%	31.3%	24.8%	24.0%
Colorado Community College System		2005	2006	2007	2008	2009	2010	2011
	Actual	25.8%	21.4%	23.4%	24.8%	22.5%	20.8%	26.2%
Colorado Mesa University		2005	2006	2007	2008	2009	2010	2011
	Actual	28.0%	33.0%	33.0%	35.0%	25.9%	26.3%	24.9%
Colorado School of Mines		2005	2006	2007	2008	2009	2010	2011
	Actual	67.3%	68.9%	67.6%	71.7%	67.2%	64.1%	69.4%
Colorado State-Fort Collins		2005	2006	2007	2008	2009	2010	2011
	Actual	64.0%	66.0%	66.0%	64.0%	63.4%	63.4%	63.7%
Colorado State-Pueblo		2005	2006	2007	2008	2009	2010	2011
	Actual	38.3%	32.7%	42.3%	39.3%	27.4%	30.4%	32.5%
Fort Lewis College		2005	2006	2007	2008	2009	2010	2011
	Actual	27.8%	32.0%	29.7%	33.0%	33.9%	37.8%	36.9%
Metro State College		2005	2006	2007	2008	2009	2010	2011
	Actual	20.0%	24.0%	23.0%	21.0%	20.6%	20.5%	21.4%
University of Colorado-Boulder		2005	2006	2007	2008	2009	2010	2011
	Actual	69.5%	68.4%	70.9%	70.3%	70.4%	71.5%	67.9%
University of Colorado-Colorado Springs		2005	2006	2007	2008	2009	2010	2011
	Actual	47.7%	48.8%	51.8%	53.8%	52.4%	53.0%	40.5%
University of Colorado-Denver		2005	2006	2007	2008	2009	2010	2011
	Actual	49.4%	44.0%	48.0%	46.7%	51.9%	50.7%	40.7%
University of Northern Colorado		2005	2006	2007	2008	2009	2010	2011
	Actual	45.8%	48.8%	49.8%	49.9%	49.3%	46.4%	45.6%
Western State College		2005	2006	2007	2008	2009	2010	2011
	Actual	36.3%	31.5%	37.0%	36.8%	39.0%	34.4%	38.7%
* 2009, 2010, and 2011 from SURDS. Prior years are directly from institutional data submissions.								

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

Minority Enrollments³ (2005-2011)

Adams State College		2005	2006	2007	2008	2009	2010	2010-11
	Actual	896	890	920	896	982	1,128	1,176
Colorado Community College System		2005	2006	2007	2008	2009	2010	2010-11
	Actual	18,318	19,038	19,064	18,912	23,011	27,149	28,477
Colorado Mesa University		2005	2006	2007	2008	2009	2010	2010-11
	Actual	764	865	919	946	1,044	1,458	1,799
Colorado State-Fort Collins		2005	2006	2007	2008	2009	2010	2010-11
	Actual	2,985	3,050	3,648	3,273	3,406	3,655	3,951
Colorado State-Pueblo		2005	2006	2007	2008	2009	2010	2010-11
	Actual	1,415	1,363	1,460	1,705	1,873	1,953	2,127
Fort Lewis College		2005	2006	2007	2008	2009	2010	2010-11
	Actual	1,025	1,001	1,058	1,028	1,084	1,238	1,311
Metro State College		2005	2006	2007	2008	2009	2010	2010-11
	Actual	5,006	4,961	5,039	5,292	5,587	6,946	7,300
University of Colorado-Boulder		2005	2006	2007	2008	2009	2010	2010-11
	Actual	4,200	4,276	4,282	4,345	4,497	4,805	5,176
University of Colorado-Co. Springs		2005	2006	2007	2008	2009	2010	2010-11
	Actual	1,359	1,377	1,382	1,442	1,597	1,864	2,084
University of Colorado-Denver		2005	2006	2007	2008	2009	2010	2010-11
	Actual	3,177	3,386	3,497	3,675	4,015	4,412	4,612
University of Northern Colorado		2005	2006	2007	2008	2009	2010	2010-11
	Actual	1,835	1,818	1,687	1,690	1,805	2,096	2,359
Western State College		2005	2006	2007	2008	2009	2010	2010-11
	Actual	197	199	198	186	179	169	207

Source: SURDS Enrollment Fall Term

Headcount is unduplicated and does not include Exclusive ESP (Extended Studies Program) Students

*2005-2009, Ethnicity limited to Black or African American, American Indian or Alaska Native, Asian, Hispanic; 2010 also included multiple races and separated Asian and Hawaiian/Pacific Islander

**2010 began new federal ethnicity reporting guidelines that allowed students to select multiple race/ethnicity categories and included a "rollup" procedure weighing non-resident alien, hispanic over multi-ethnicity selections

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

Low-Income Enrollments⁴ (2005-2010)

Adams State College		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	1,785	1,424	1,464	1,530	1,572	1,974	2,132
Colorado Community College System		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	28,187	27,603	22,976	23,984	27,309	40,304	52,159
Colorado Mesa University		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	3,511	3,471	3,143	2,941	2,677	3,978	5,531
Colorado State-Fort Collins		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	5,404	5,037	4,879	4,999	5,205	6,300	8,109
Colorado State-Pueblo		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	2,161	2,044	1,920	1,828	2,009	2,523	3,661
Metro State College		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	8,818	8,770	8,562	8,867	9,604	13,232	16,781
University of Northern Colorado		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	3,000	2,825	2,551	2,400	2,387	3,287	4,261
Western State College		2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
	Actual	636	613	524	498	463	585	764

⁴ Low-Income Enrollments are based on the Estimate Family Contribution 9-month calculation, less than or equal to \$3,850 (2005-08), \$4,041 (2009), \$4,617 (2010), \$5,273 (2011).

Departmental Workload Indicators

<i>Division</i>	<i>Work Item</i>	<i>FY11-12</i>	<i>FY12-13 estimated</i>	<i>FY13-14 estimated</i>	<i>FY14-15 projected</i>
Academic Affairs & Student Services	Student complaints received/resolved	100%	100%	100%	100%
	GT-pathways courses reviewed	20	35	35	70
	Statewide Articulation Agreements completed	8	8	16	14
	General Assembly reports/legislative requests	15	15	15	15
	Performance contract reviews	35	35	35	35
	Academic meetings staffed ⁵	80	80	80	80
	NCLB professional development grants	5/\$1,074,887	5/\$819,000	2/\$430,000	3/\$675,000
	Complete College America Developmental education grant	N/A	2/\$1,000,000	2/\$1,000,000	N/A
	Schools of education reauthorization visits	4	1	2	2
	Private school authorizations	7	10	8	8
	Out-of-state program approvals	30	30	30	30
	CCHE reports	60	60	60	60
	CCHE agenda items	73	83	80	110
	Review & realignment of HEAR and Developmental education Policies	N/A	100%	100%	100%
	Creation & implementation of PWR endorsed diploma	100%	100%	100%	100%
<i>Division</i>	<i>Work Item</i>	<i>FY11-12</i>	<i>FY12-13 estimated</i>	<i>FY13-14 estimated</i>	<i>FY14-15 projected</i>
	Implementation of revised educator preparation policies per SB 11-245	100%	100%	100%	100%

⁵ Includes CAO, CIO, DAG, Extended Studies, Admissions, Student Services, HEAR, GE-25, NCLB.

<i>Division</i>	<i>Work Item</i>	<i>FY11-12</i>	<i>FY12-13</i>	<i>FY13-14 estimated</i>	<i>FY14-15 projected</i>
Research and Technology ⁶	SURDS records processed	15,821,368	23,223,650	25,000,000	25,000,000
	Reports submitted to the state	8	10	12	12
	SURDS reports with analysis	1,883	2,039	2,500	2,500
	Data files from <i>public</i> IHEs ⁷ reviewed and submitted to USDOE	2,596	2,380	2,400	2,400
	Participation in the development of the State Longitudinal Data System (SLDS/RISE)	100%	100%	100%	100%
	Execution of research contracts for independent evaluation of CCHE policies	N/A	35	40	40
	Data files from <i>private</i> IHEs reviewed	563	1,273	1,800	1,800
	Credit When It's Due Lumina grant	N/A	206,474	243,526	0
	RD&D DPOS data collection system Provide analytical & data collection support for GEAR UP	100%	100%	100%	100%
	Review, coordinate information security plans	13	15	15	15
	Coordinate with IHEs re reduction of information security breaches	as needed	as needed	as needed	as needed

⁶ Much of the workload and outputs of the Research and Technology Division feeds into items noted under Academic Affairs.

⁷ IHE - Institutions of higher education

<i>Division</i>	<i>Work Item</i>	<i>FY11-12</i>	<i>FY12-13 estimated</i>	<i>FY13-14 estimated</i>	<i>FY14-15 projected</i>
Finance	Tuition analyses from public institution surveys	10	10	10	10
	GF budget analyses for peer gap closure	10	10	10	10
	FTE analyses for COF projections	10	10	10	10
	Compile, analysis of budget data book submissions from public and local district schools	12	12	12	12
	Review financial aid audits to determine compliance with CCHE policy and guidelines	40	40	40	40
	Determine institutional financial aid allocations for each institution approved for participation	54	54	54	54
	Review new institutions' applications to participate in state-funded financial aid	1	1	1	1
	Coordinate financial aid advisory committee meetings	10	10	10	10
	Review applications for participation in federal LEAP and SLEAP financial aid programs	2	2	N/A	N/A
	Prepare annual financial aid report to the General Assembly	1	1	1	1
	Provide financial aid trainings for institutions and other appropriate state organizations.	8	8	8	8
	Evaluate capital construction requests and prioritize for CCHE/OSPB	60	60	60	60
	Report to CCHE on capital items	4	4	4	4
	Automate budget and tuition/fee data requests	1	1	N/A	N/A
	Review/renew fee for service contracts	10	10	10	10

<i>DPOS Objective</i>	<i>Key Measure: Outcomes</i>		<i>Benchmark/Actual</i>			
			<i>FY11-12</i>	<i>FY12-13</i>	<i>FY13-14 estimated</i>	<i>FY14-15 projected</i>
timely action on student complaints	complete investigations of complaints within 90-days of receipt ⁸	B	100%	100%	100%	100%
		A	100%	100%	100%	100%
eliminate unlicensed schools and diploma mills that come to the attention of DPOS	licensing completed or enforcement action taken against unlicensed schools within 120 days	B	100%	100%	100%	100%
		A	100%	100%	100%	100%

⁸ Goal should always be timely licensure and investigation of complaints and appropriate enforcement action taken against schools that violate the law. Actual data for FY10-11 shows that 100% of actionable student complaints were investigated and closed within 90 days of receipt and action taken on unlicensed schools was well within 120 day turn around.

Addendum A: Colorado Competes – A Completion Agenda for Higher Education
Colorado Commission on Higher Education Mater Plan
October 2012

Colorado Competes

A Completion Agenda
for Higher Education

Colorado Commission
on Higher Education
MASTER PLAN

Published October 2012

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

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

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Letter from the Commission

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

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

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

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

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

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

Colorado Commission on Higher Education

Richard Kaufman
Chair
6th Congressional District

Patricia L. Pacey
Vice Chair
2nd Congressional District

Larry B. Beckner
3rd Congressional District

Jeanette Garcia
3rd Congressional District

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6th Congressional District

Hereford Percy
7th Congressional District

James T. Polsfut
7th Congressional District

Regina M. Rodriguez
7th Congressional District

B J Scott
5th Congressional District

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

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

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

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

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

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

For the Commission,


Richard Kaufman, Chair


Patricia Pacey, Vice Chair

Executive Summary

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

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

Colorado ranks third in the nation in the percentage of citizens between the ages of 25 and 64 who hold a college degree: 46 percent, a figure that is projected to grow to 51 percent by 2025.³ Leading economists estimate that to meet the workforce demands of the state's employers, 67 percent of the state's workforce will need a high-quality postsecondary credential or degree by 2018.⁴

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

The Commission's four performance goals are as follows:

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

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

Master Plan

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

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

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

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

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

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

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

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

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

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

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

The Degree Dividend identified three chronic challenges:

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

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

**It is a fact:
performance
matters . . .**

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

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

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



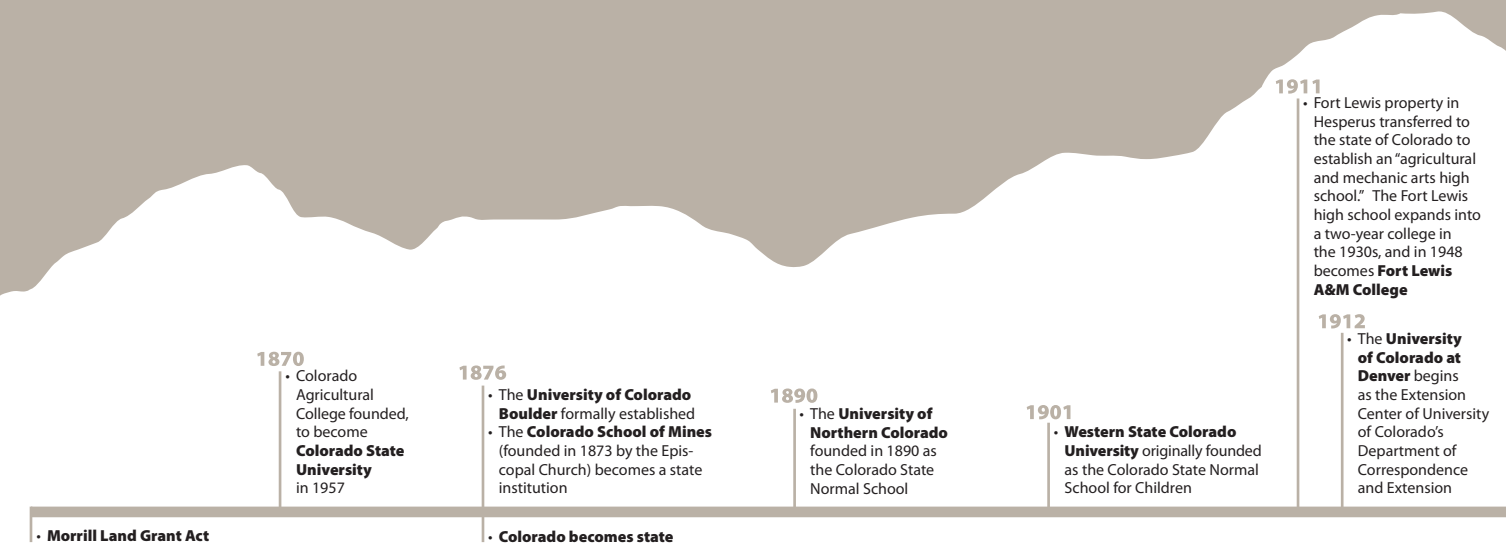
What Has History Taught Us?

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

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

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

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

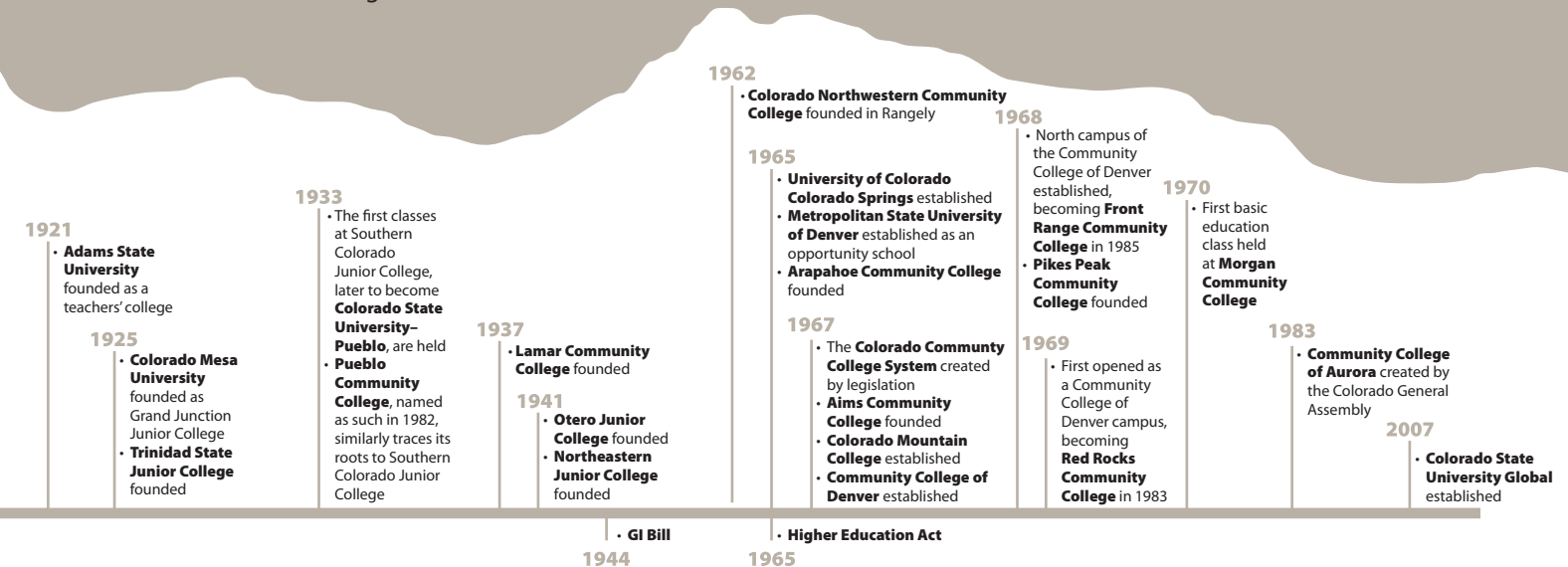


states to view education not as a private good for the privileged few, but a public good for the needs of all. By 1970, in part because of the opportunities provided by the 1965 Higher Education Act, the average educational attainment of African-American youth age 20-24 had increased by more than 25%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

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

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

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



Going Forward

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



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

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

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

in higher education is pivotal to strengthening our economy.

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

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

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



The Four Goals

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

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



1 Increasing Attainment

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

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

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

10 percent of adults lack a high school diploma or the equivalent.⁹

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

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

TARGET

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

INDICATORS OF PROGRESS

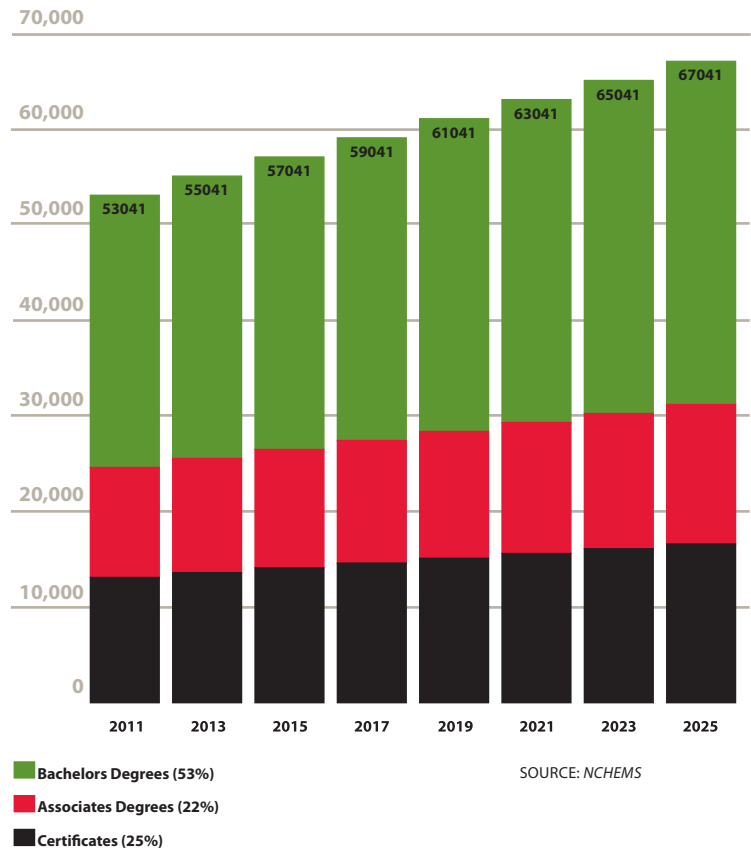
- ▶ Graduation rates (cohort rate)
- ▶ Increased number of credentials (annual number)
- ▶ Increase STEM credentials, including in health fields (either the proportion of total credentials awarded or the annual number of new degrees)

Annual Degree and Certificate Production

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

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

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



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

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

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

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

2

Improving Student Success

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

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

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

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

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

"...the system's collective 'throughput' is not yet exceptional."

TARGETS

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

INDICATORS OF PROGRESS

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

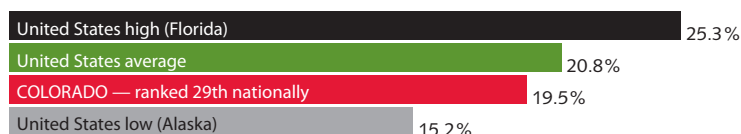
Colorado Educational Pipeline

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

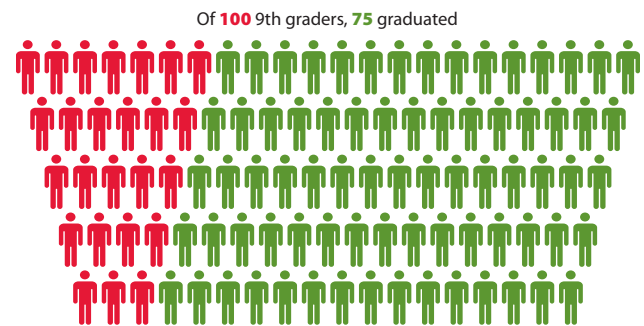
Finally, transferring among and between public institutions is no longer the exception, but rather the rule for the majority of students. Historically, however, transfer students were counted as a successful completion neither at the institutions from which they transferred nor at the institutions from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

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

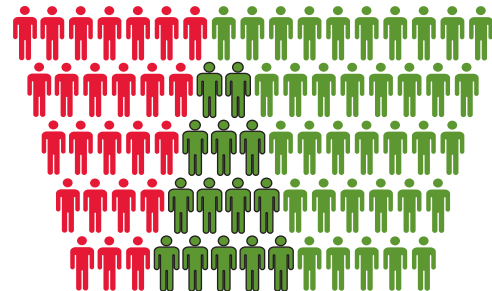
As of 2008, Colorado was 29th in the nation at 19.5% degrees and certificates per 100 students enrolled.



SOURCE: NCES, IPEDS Completions and Enrollment Surveys



Of 75 graduates, 50 went to college, 14 needed remediation



Of 50 going to college, 39 came back in year two



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



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

3

Reducing Gaps

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

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

and universities, particularly the Hispanic/Latino community.

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

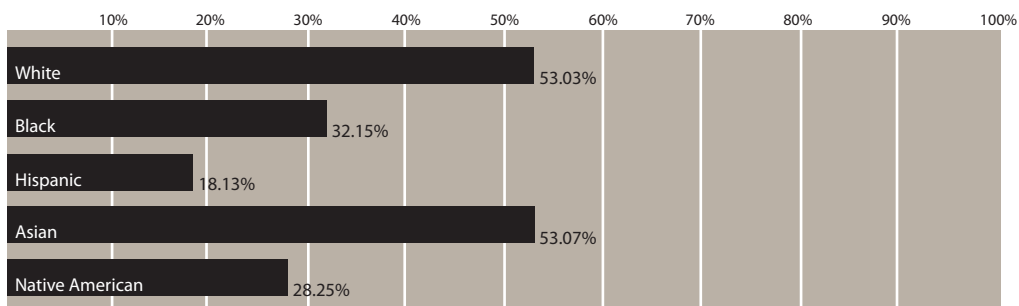
TARGET

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

INDICATORS OF PROGRESS

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

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



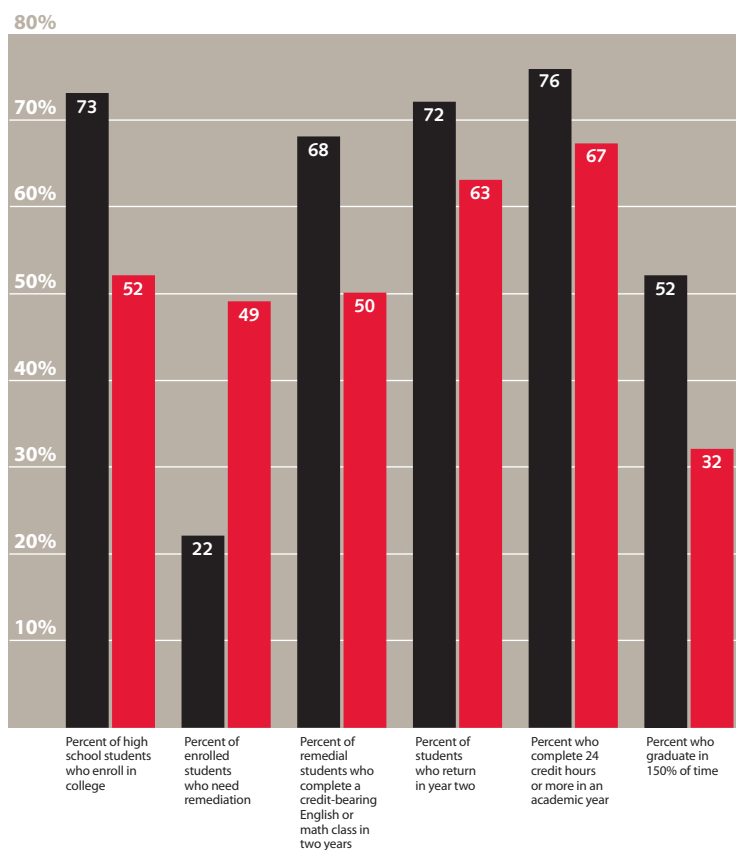
SOURCE: U.S. Census Bureau, 2008-10. American Community Survey PUMS File

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

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

Colorado Student Gaps in Achievement

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



■ White

■ Minority/Traditionally Underserved*

*Defined as African American, Hispanic and Native American students; excludes Asian students

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

4

Restoring Fiscal Balance

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

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

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

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

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

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

TARGETS

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

INDICATORS OF PROGRESS

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

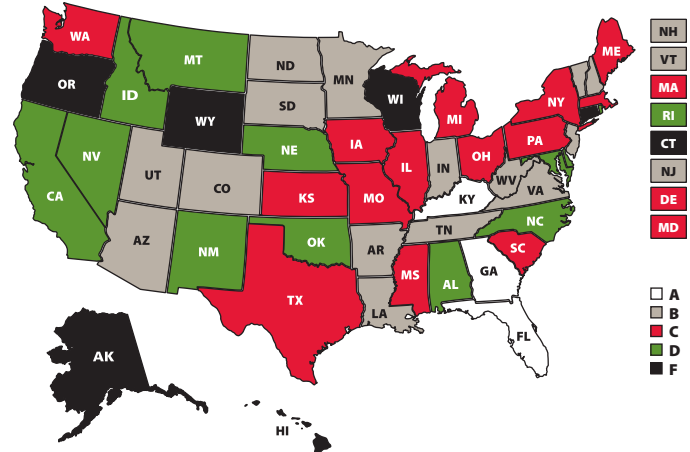
state support has been replaced by tuition and fees. This revenue shift has increased the average student loan amount for recent graduates and, when combined with a weak economy, elevated the state's student loan default rate. Further, students from low-income backgrounds have become increasingly sensitive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

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

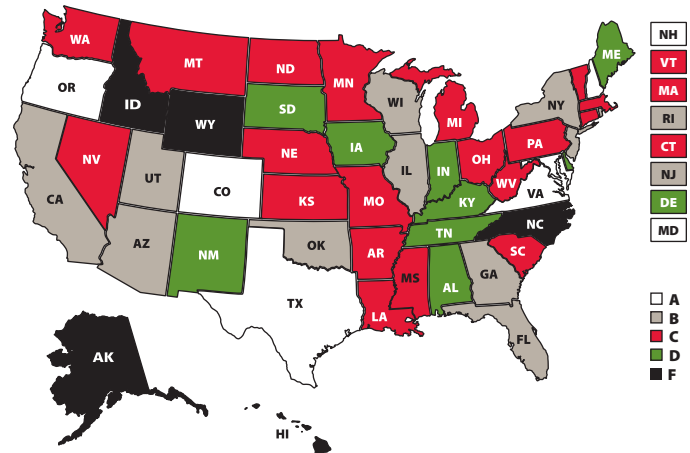
Additionally, the Commission believes strongly that measuring productivity, while critically important to building public confidence in the effectiveness of public higher education, isn't, alone, enough. The Commission believes that it too has a responsibility to advocate for improved public revenues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

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

Efficiency and Cost-Effectiveness, Two-Year

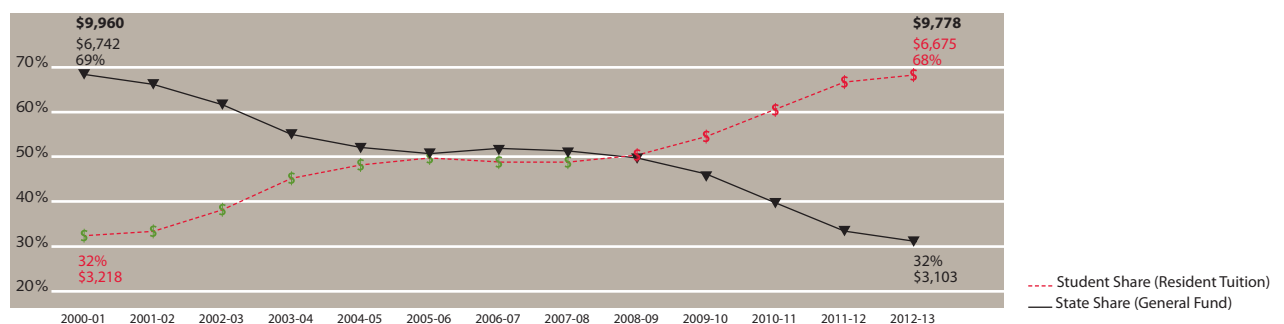


Efficiency and Cost-Effectiveness, Four-Year



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

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



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

Reaching Our Goals

The Commission's Workplan for 2012-2017

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

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

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

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

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

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

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

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

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

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

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



Conclusion

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

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

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

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

The strongest shared commitment to hard work is imperative because the

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

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

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

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

End notes

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

COLORADO COMPETES:

A Completion Agenda for Higher Education

Colorado Commission on Higher Education Master Plan

Published October 2012

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Addendum B: Colorado Performance Contract Worksheet

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

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