



# Executive Committee of the BOARD OF REGENTS FOR HIGHER EDUCATION

## AGENDA & NOTICE OF MEETING 9:00 a.m., Tuesday, January 8, 2013

A meeting of the Executive Committee of the Board of Regents for Higher Education will be held at **9:00 a.m. on Tuesday, January 8, 2013, in the 1<sup>st</sup> floor Boardroom at 39 Woodland Street, Hartford, CT.** The agenda for the meeting is below.

1. Approval of Minutes – [November 1, 2012](#)
2. Approval of Higher Education Accountability Measures
3. Update - Policy Development
4. Discussion – Budget Rescission plans
5. Adjourn

#### Executive Committee members

Lewis J. Robinson  
Yvette Meléndez  
Naomi Cohen  
Dr. Merle Harris  
Gary Holloway  
Craig S. Lappen  
Dr. René Lerer

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**ITEM**

Approval of higher education accountability measures

**RECOMMENDED MOTION FOR FULL BOARD**

WHEREAS Sections 10a-6a and 10a-6b of the Connecticut General Statutes require development, approval, and implementation of a new set of accountability measures for higher education, and

WHEREAS A working group of representatives from the Connecticut Community Colleges, Connecticut State Universities, the University of Connecticut, the Board of Regents for Higher Education, the Office of Policy and Management, the Department of Education, the Higher Education and Employment Committee of the State Legislature, and the Office of the Governor drafted an accountability framework and measures, and

WHEREAS The Higher Education Coordinating Council reviewed and modified this framework and accountability measures, and subsequently approved the measures on November 29, 2012, be it

RESOLVED: That the Board of Regents for Higher Education approve the higher education accountability framework and measures for use in annual accountability reports.

**BACKGROUND**

Higher education accountability measures reports were established under Public Act 99-285, and the [first report](#) was issued by the Department of Higher Education in 2001. As part of the higher education reorganization legislation enacted in 2011, Public Acts 11-48 and 11-61 reconfigured the membership of the Higher Education Coordinating Council (HECC) to consist of:

- Secretary of the Office of Policy and Management (Chair)
- Commissioner of Education
- Chairperson of the Board of Trustees for The University of Connecticut
- President of The University of Connecticut
- Chairperson of the Board of Regents for Higher Education
- President of the Board of Regents for Higher Education
- Vice President for State Universities, Board of Regents for Higher Education
- Vice President for Community Colleges, Board of Regents for Higher Education.

Among the HECC's responsibilities is a charge to "develop accountability measures for each constituent unit and each public institution of higher education" (CGS 10a-6a(b)).

Connecticut was one of six states in 2011-12 to receive a best practices grant from the National Governors Association (NGA) to carry out the work to re-design accountability measures for public higher education. Under the auspices of this award, representatives from the NGA

traveled to Connecticut twice to consult on development of a statewide system for higher education accountability. Additionally, a small work group traveled to two NGA conferences to

A larger working group was established with members from the Board of Regents, ConnSCU staff, University of Connecticut, the Office of Policy and Management, community college and state university presidents and provosts, a legislator, the Governor's office, and the State Department of Education. The full group developed the vision and goals for the framework, and the indicators were developed by institutional research staff from the BOR and UConn. The working group members and staff involved in the development of the framework include:

- Beth Bye, Senator, Co-Chair, Higher Education and Employment Committee
- Daisy Cocco De Filippis, President, NVCC
- Liz Donohue, Director of Policy, Governor's Office
- Louise Feroe, ConnSCU
- Braden Hosch, Director, Policy & Research, ConnSCU
- Jane McBride Gates, Provost, WCSU
- Gena Glickman, President, MCC
- Iris White, CT Dept. of Education
- Merle Harris, BOR, Chair - Academic & Student Affairs Committee
- Gary Holloway, BOR, Chair - Finance Committee
- Kerry Kelley, OPM
- Gary Lewicki, Assistant VP, Enrollment Planning & Management, UConn
- Wayne Locust, Vice President, Enrollment Planning and Management, UConn
- Michael Meotti, Executive Vice President, ConnSCU
- Jack Miller, President, CCSU
- Pamela Roelfs, Director, Office of IR, UConn
- Rachel Rubin, Chief of Staff, UConn
- Malia Sieve, Associate Director, Policy & Research, ConnSCU
- Zac Zeitlin, BOR, Member – Finance Committee

The HECC met in June 2012 and September 2012 to review the work of the group and provide feedback. The HECC approved the Connecticut Public Policy Framework for Higher Education and its corresponding accountability measures on November 29, 2012. Chair Buffkin requested that BOR set a target date of January 15 for completion of the report this year.

This framework and the associated accountability measures served as a starting point for the development of the Vision, Mission, and Goals for the Strategic Plan for the Connecticut State Colleges and Universities, although the two are different and while the measures may at times overlap, the documents and development processes are distinct.

The accountability measures have been forwarded by HECC to the Board of Regents for approval pursuant to section 10a-6b(d) of the Connecticut General Statutes.

## Connecticut Public Policy Framework for Higher Education

*This framework was approved by the Higher Education Coordinating Council on November 29, 2012, pursuant to Section 10a-6b of the Connecticut General Statutes.*

### *Members of the Higher Education Coordinating Council:*

*Karen Buffkin – Chair, Office of Policy and Management, Deputy Secretary  
Philip Austin, Board of Regents for Higher Education, Interim President  
Susan Herbst, University of Connecticut, President  
Lawrence McHugh, University of Connecticut Board of Trustees, Chair  
David Levinson, Board of Regents for Higher Education, VP for Community Colleges  
Elsa Nuñez, Board of Regents for Higher Education, VP for State Universities  
Stefan Pryor, Commissioner of Education  
Lewis Robinson, Board of Regents for Higher Education, Chair*

## **PREFACE**

This framework is intended to articulate Connecticut's statewide vision and goals for attaining higher levels of educational attainment of our state's residents.

Achieving this vision will require partnerships with other state and local agencies and organizations.

## **CONNECTICUT PUBLIC POLICY FRAMEWORK FOR HIGHER EDUCATION**

### *Vision*

A continually increasing share of Connecticut's population will have the high quality post-secondary education that enables them to achieve their life and career goals and makes Connecticut a place of engaged, globally competitive communities.

### *Goals*

Five goals follow from this vision:

#### **College Readiness**

Prepare more high school graduates, GED graduates, and adults to enter college prepared for college-level work.

#### **Student Success**

Graduate more people with the knowledge and skills to achieve their life and career goals.

#### **Affordability and Sustainability**

Maximize access to higher education for students from all economic backgrounds

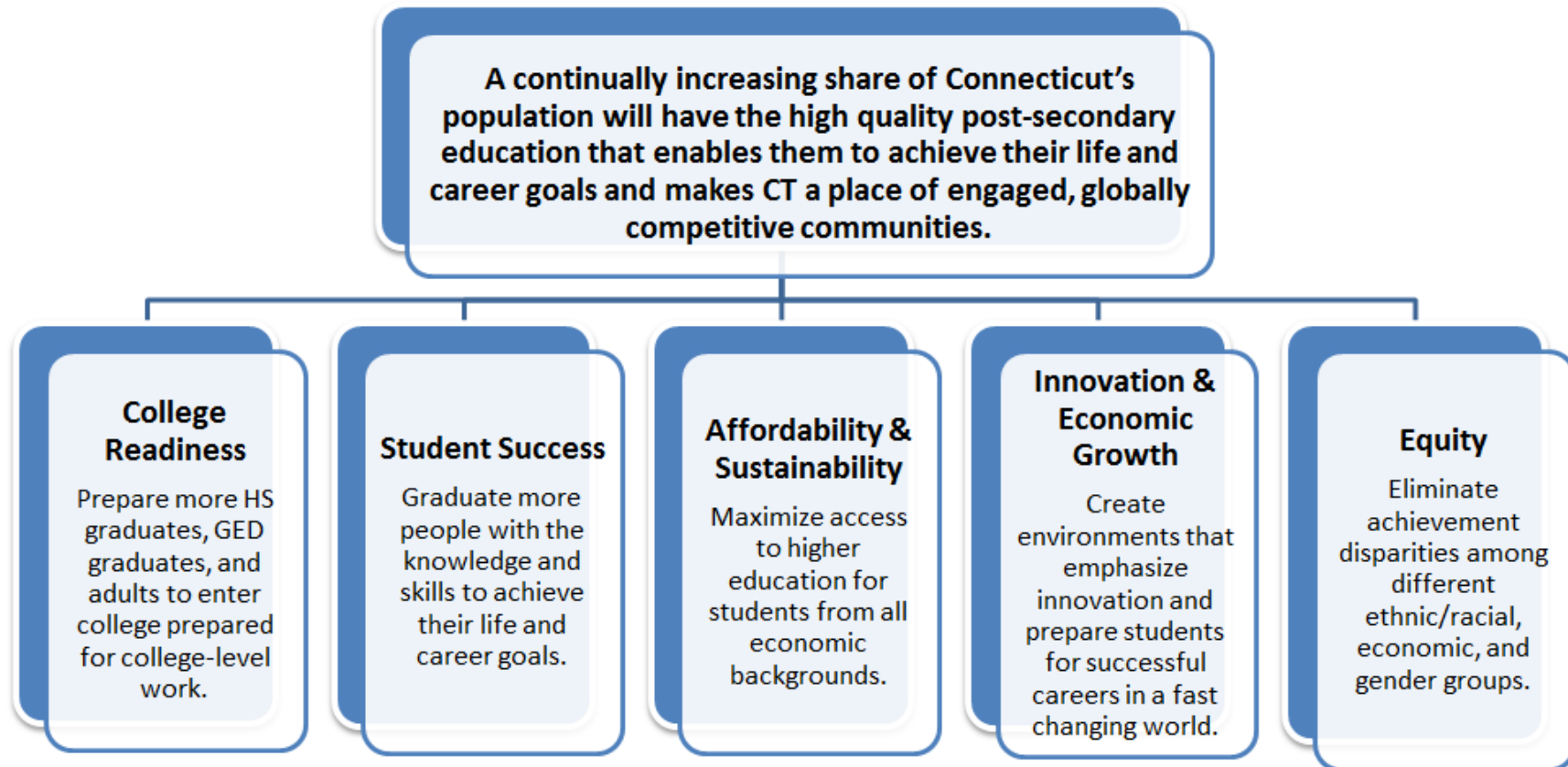
#### **Innovation and Economic Growth**

Create environments that emphasize innovation and prepare students for successful careers in a fast changing world.

#### **Equity**

Eliminate achievement disparities among different ethnic/racial, economic, and gender groups.

# Connecticut Public Policy Framework for Higher Education



**VISION**

A continually increasing share of Connecticut's population will have the high quality post-secondary education that enables them to achieve their life and career goals and makes Connecticut a place of engaged, globally competitive communities.

*Indicators*

- Connecticut adults, 25-44 holding associate's degree and above (Census, state-level)
- Median household income (Census, state-level)
- Voter participation (Census, state-level)
- State Domestic Product per capita (US Bureau of Economic Analysis, state-level)
- Enrollment per capita, 18-44 (Statewide, Sector, Institutions)

**College Readiness**

Prepare more HS graduates, GED graduates, and adults to enter college prepared for college-level work.

*Indicators*

- Percent of high school graduates identified as "college-ready" (Statewide, Sector, Institution)
- College-going rates of public high school graduates (Statewide)
- Percent completing college-level English and math courses within 2 years (Statewide, Sector, Institution)
- Percent on track to completing on-time: FT student completing 24 credits in 1st academic year; PT student completing 12 credits in 1st academic year (Statewide, Sector, Institution)

**STUDENT SUCCESS**

Graduate more people with the knowledge and skills to achieve their life and career goals.

*Indicators*

- Completions per 100 FTE student by level (Sector, Institution)
- Graduation rate of full-time, first-time students in 150% of normal time; community colleges only will include transfers out (Sector, Institution)
- Employment and earnings after graduation (Sector, Institution)
- Time/Credits to Credential (Sector, Institution)
- Transfers from 2-year to 4-year institutions per 100 FTE (Community Colleges only, Institution)

NOTE: Learning outcomes are an important element that should be understood more fully; however, at this time, there is no reliable, agreed-upon method for evaluating these.

**AFFORDABILITY AND SUSTAINABILITY**

Maximize access to higher education for students from all economic backgrounds

*Indicators*

- Tuition and fees as % of median household income (Sector, Institution)
- Percent of undergraduates receiving federal loan aid (Sector, Institution)
- State and local appropriations per completion and per 100 FTE (Sector, Institution)
- Education and related expenses per completion and per FTE enrollment (Sector, Institution)
- Instructional expenditures as a percent of Education & Related spending (Sector, Institution)

**INNOVATION AND ECONOMIC GROWTH**

Create environments that emphasize innovation and prepare students for successful careers in a fast changing world.

*Indicators*

- Completions in fields with high workforce demand: STEM, health, education (Sector, Institution)
- External research funding per full-time faculty (Sector, Institution)
- Patents per 100K workers (Statewide)
- Percent of students enrolled in distance education courses exclusively/some but not all (Sector, Institution)

NOTE: Success in program innovation becomes evident in the other indicators. Innovation is intended to be evolving, which may not best be quantified with a stagnant measure. However, further investigation into how other states may be measuring this is warranted.

**EQUITY**

Eliminate achievement disparities among different ethnic/racial, economic, and gender groups.

*Indicators*

Disaggregate indicators in other goal areas by race/ethnicity, low v. non-low-income, and gender where available.

Crosswalk of Goals & Indicators (revised 11/29/12)

PA 11-48, as amended by PA 11-61 compared to Statewide Higher Education Accountability Framework

Connecticut General Statutes [10a-6b](#), as amended by Public Act 11-48 and PA 11-61 provides a list of goals for higher education and indicators to be considered for the statewide accountability report. The statewide higher education accountability workgroup established recommendations based on this list and others that have direct bearing on the goals for higher education outlined in the plan.

The development of the statewide higher education accountability framework assumes that different levels of officials have varying levels of responsibility for the delivery and monitoring of the system. The workgroup’s approach to this work followed a model that clearly identifies these roles and the varying levels of data each would need to make the decisions necessary at their level of authority and responsibility. As such, there are some indicators that are more appropriately monitored at the institution or system level that provide finer detail for institution level policy and program decision-making, and there are indicators that are at a broader dash-board level that are informative to state officials for state policy making decisions. The consideration of indicators for the framework follows this logic.

Goals Crosswalk:

Goals in Legislation	Goals Recommended	Indicators Aligned to Recommended Goals
Enhance student learning and promote academic excellence.	<p><i>Student Success:</i> Graduate more people with the knowledge and skills to achieve their life and career goals.</p> <p><i>Equity:</i> Eliminate achievement disparities among different ethnic/racial, economic, and gender groups.</p>	<ul style="list-style-type: none"> <li>• Completions per 100 FTE student by level (Sector, Institution)</li> <li>• Employment and earnings after graduation (Sector, Institution)</li> <li>• Time/Credits to Credential (Sector, Institution)</li> <li>• Disaggregation of appropriate indicators</li> </ul>
Join with elementary and secondary schools to improve teaching and learning at all levels.	<p><i>College Readiness:</i> Prepare more high school, GED graduates, and adults to enter college prepared for college-level work.</p> <p><i>Equity:</i> Eliminate achievement disparities among different ethnic/racial,</p>	<ul style="list-style-type: none"> <li>• Percent of high school graduates identified as “college-ready” (Statewide, Sector, Institution)</li> <li>• College-going rates of public high school graduates (Statewide)</li> <li>• Percent completing college-level English and math courses within 2 years (Statewide, Sector, Institution)</li> <li>• Percent on track to completing on-time: FT student</li> </ul>



Goals in Legislation	Goals Recommended	Indicators Aligned to Recommended Goals
	economic, and gender groups.	completing 24 credits in 1st academic year; PT student completing 12 credits in 1st academic year (Statewide, Sector, Institution)
Ensure access to and affordability of higher education.	<p><i>Affordability and Sustainability:</i> Maximize access to higher education for students from all economic backgrounds.</p> <p><i>Equity:</i> Eliminate achievement disparities among different ethnic/racial, economic, and gender groups.</p>	<ul style="list-style-type: none"> <li>• Tuition and fees as % of median household income (Sector, Institution)</li> <li>• Education and related expenses per completion and per FTE enrollment (Sector, Institution)</li> <li>• State and local appropriations per completion and per 100 FTE (Sector, Institution)</li> </ul>
Promote the economic development of the state to help business and industry sustain strong economic growth.	<p><i>Innovation and Economic Growth:</i> Create environments that emphasize innovation and prepare students for successful careers in a fast changing world.</p>	<ul style="list-style-type: none"> <li>• Completions in fields with high workforce demand: STEM, health, education (Sector, Institution)</li> <li>• External research funding per full-time faculty (Sector, Institution)</li> <li>• Patents per 100K workers (Statewide)</li> </ul>
Respond to the needs and problems of society.	<p><i>Innovation and Economic Growth:</i> Create environments that emphasize innovation and prepare students for successful careers in a fast changing world.</p>	<ul style="list-style-type: none"> <li>• Completions in fields with high workforce demand: STEM, health, education (Sector, Institution)</li> <li>• External research funding per full-time faculty (Sector, Institution)</li> <li>• Patents per 100K workers (Statewide)</li> </ul>
Ensure the efficient use of resources.	<p><i>Affordability and Sustainability:</i> Maximize access to higher education for students from all economic backgrounds.</p> <p><i>Equity:</i> Eliminate achievement disparities among different ethnic/racial, economic, and gender groups.</p>	<ul style="list-style-type: none"> <li>• Tuition and fees as % of median household income (Sector, Institution)</li> <li>• Education and related expenses per completion and per FTE enrollment (Sector, Institution)</li> <li>• State and local appropriations per completion and per 100 FTE (Sector, Institution)</li> </ul>

Indicators Crosswalk:

Public Act Indicators to be Considered	Accountability Framework Indicators	Notes
Graduation rates	<ul style="list-style-type: none"> <li>• Graduation rates of full-time, first-time students in 150% of normal time (plus percent of students transferring from 2- to 4-year institutions for community colleges only)</li> <li>• See also Completions per 100 FTE students</li> </ul>	<p>This indicator was added at the request of the HECC and judged to be the most “standard” graduation rate metric by the working group. The cohort-based graduation rate model has limitations for 2-year institutions and comprehensive institutions.</p> <p>Considered but replaced with this metric endorsed by the National Governors Association that better illustrates the productivity rate. Progressive states on higher education accountability systems are increasingly turning their attentions to tracking Completions per 100 full-time equivalent students instead of graduation rates. The reason for this is to properly control for cohort composition and expected progress rates, each institution would need 12 graduation rates (not one); this would both be cumbersome and cell sizes would be so small in many instances as to produce unstable metrics.</p>
Student retention rates	<ul style="list-style-type: none"> <li>• Time to credential</li> <li>• % completing college-level English and math courses within 2 years</li> <li>• % on track to completing on-time</li> </ul>	<p>These indicators are aligned with student success goals although they also have some bearing on college readiness. They are superior to retention rates because they avoid some of the problems of constructing cohorts and focus on success, not simply re-enrollment without progress toward degree.</p>
Completions	<ul style="list-style-type: none"> <li>• Completions per 100 FTE students</li> </ul>	<p>See above notes for “Graduation rates”</p>

Public Act Indicators to be Considered	Accountability Framework Indicators	Notes
Tuition and fees	<ul style="list-style-type: none"> <li>Tuition and fees as % of median household income</li> </ul>	The control for median household income helps place Connecticut's student charges in the context of the state's economy and cost of living relative to other states. This also meets the requirement of PA 11-48 requiring the development of an affordability index based on the median household income of the state.
Allocation of resources across expenditure functions, as defined by National Assoc. of College and Univ. Business Officers	See E&R expenses per completion and per FTE enrollment below	Considered. Review of accounting practices across institutions suggests that NACUBO and GASB accounting standards are flexible enough that comparisons are not useful when disaggregated to this level (the exceptions may be spending on instruction and possibly research). Direct educational spending is better captured by the Delta Cost Project metric of Education and Related spending below. Research activity is better monitored
Revenues and expenditures, broken out by programs	<ul style="list-style-type: none"> <li>E&amp;R expenses per completion and per FTE enrollment</li> </ul>	Education and Related Expenses is a metric developed by the Delta Cost Project and has gained wide acceptance by NGA. The DCP data set is now maintained by NCES. The metric shows the direct costs of providing core services while attributing a share of overhead to these services. It does not include auxiliary expenditures, and importantly, it does not include student financial aid.
Student financial need and available aid	<ul style="list-style-type: none"> <li>Percent of undergraduates borrowing federal loans</li> </ul>	This indicator was added in response to a request from the HECC. Financial aid is complex and simple indicators may mask underlying disparities. Nevertheless, the proportion of students taking out federal loans is expected to increase as financial need is not met by other sources of funds.
Transfer patterns of students transferring in and out of the	<ul style="list-style-type: none"> <li>Transfers from 2-year to 4-year</li> </ul>	In addition, BOR will produce a report similar to the migration report provided during the Spring 2012 legislative session, but the

Public Act Indicators to be Considered	Accountability Framework Indicators	Notes
"constituent units"	institutions per 100 FTE	complexity of these data will not fit within an accountability framework.
Trends in enrollment and the percentage of incoming students who are state residents	<ul style="list-style-type: none"> <li>• Enrollment per capita, 18-44 year olds</li> </ul>	State residency was considered but determined not to have significant meaning to 17 of the 18 public institutions in the state (ConnSCU institutions are 96% CT residents and has not changed significantly in decades).
Strategic plans pursuant to section 10a-11, as amended by PA 11-48	<ul style="list-style-type: none"> <li>• The fifth goal of the framework establishes an imperative to eliminate achievement disparities among different ethnic/racial groups; appropriate indicators will be disaggregated by race</li> </ul>	10a-11 of the Connecticut General Statutes establishes a plan to ensure racial and ethnic diversity. Appropriate indicators will be disaggregated by race/ethnicity. While not covered by this plan, the accountability framework's goal for equity will also disaggregate indicators by gender and by socioeconomic status.
Data on graduates by academic program	<ul style="list-style-type: none"> <li>• Employment and earnings after graduation</li> <li>• Completions in fields with high workforce demand (STEM, health, education)</li> </ul>	<p>Earnings data will not be available for the 2012 report, but will become available in later years as provisions from PA 12-192 are implemented. This meets the requirement of the PA 11-48 legislation requiring work with DOL to develop periodic reports on employment and earnings of graduates.</p> <p>Completions in high needs fields will continue to be provided</p>
Faculty productivity	<ul style="list-style-type: none"> <li>• Instructional expenditures as a percent of Education &amp; Related</li> </ul>	Captured in the spending metrics above. UConn and CSU will be participating in the Delaware Study of Costs and Productivity (Community Colleges will be participating in a parallel study called

Public Act Indicators to be Considered	Accountability Framework Indicators	Notes
	spending (Sector, Institution)  (see also below External research funding per FT faculty)	the Kansas Study), but these measures do not roll up in a meaningful way from the program level.
Other factors it deems relevant	<ul style="list-style-type: none"> <li>• CT adults, 25-44, holding associate's degree and above (state level only)</li> <li>• Median household income (state level only)</li> <li>• Voter participation (state level only)</li> <li>• State domestic product per capita (state level only)</li> </ul>	These indicators are measures attached to the vision and are intended to contextualize the relationship between higher education and the broader set of state policy goals for a world-class workforce and vibrant economy
	<ul style="list-style-type: none"> <li>• % of high school graduates identified as "college ready"</li> <li>• College-going rates of public high school graduates</li> </ul>	These are college readiness indicators and will eventually rely on scores from the Smarter Balanced Assessment Consortium (SBAC) tests administered in 11 <sup>th</sup> grade.
	<ul style="list-style-type: none"> <li>• External research funding per FT faculty</li> <li>• Patents per 100K workers</li> </ul>	These measures are aligned with the goal for innovation and economic development. It will primarily apply to UConn.

Public Act Indicators to be Considered	Accountability Framework Indicators	Notes
	<ul style="list-style-type: none"><li>• State and local appropriations per completion and per 100 FTE students</li></ul>	Aligned with the goal for affordability and sustainability, this measure illustrates government support per completion and per student, effectively showing how much money the state must invest to produce a graduate.