

Draft Goals
and
Preliminary
Observations from
Policy Review



Higher Education Planning Commission
Meeting
April 8, 2014



NCHEMS

National Center for Higher Education Management Systems
3035 Center Green Drive, Suite 150
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Goals

- **Increase educational attainment:** Increase the postsecondary education attainment level of the 25-64 year-old population of the state to at least 70% by 2025: 50% with bachelor's degree and above, 20% with associate degrees, and 30% with certificates
- **Develop globally competitive economy and sustainable communities.** Develop a globally competitive economy and sustainable communities in terms of economy, environment, culture, and other conditions that are essential to attract and retain a highly educated, diverse population
- **Affordability:** Ensure that higher education is affordable for Connecticut residents



Preliminary Observations from Policy Review

Framework for Policy Review

Policy Tools to Accomplish Goals

Goals	Policy Leadership	Finance policy related to:		Decision-making Authority-Governance	Data/Information for Planning, Monitoring Performance, and Accountability	Accountability	Laws and regulations
		Institutions	Students				
Increase educational attainment							
Globally competitive economy and sustainable communities							
Affordability							

Policy Leadership

Connecticut **needs entity or venue** that has the authority and responsibility to:

- Establish, build consensus around, and sustain attention to **long-term goals for postsecondary-level education** attainment – or for the whole education system, P-20
- Develop **metrics and data/information system** necessary for measuring progress toward goals and holding the system accountable for performance
- **Report annually on progress** toward achieving the established goals
- **Provide a venue** to discuss the challenges in reaching goals and **shape recommendation** to the Governor and Legislature on an action agenda to achieve goals (e.g., a two-year agenda toward long-term goals)

Policy Leadership (Continued)

Design Criteria for Policy Leadership Entity:

- Is composed of the **state's most influential civic, business/industry, and cultural leaders** representing the **diversity** of the state's population
- Has a **degree of independence** from, but trusting relationships with:
 - The state's political leadership: the Governor and General Assembly and
 - Higher education institutional leadership
- Is **not encumbered** by responsibilities for governing public institutions, or carrying out **regulatory or administrative tasks** that are inconsistent with statewide policy leadership

Finance policy

Overall

- **Lack of alignment** of financial policy with **long-term goals**
- **No venue** for considering the inter-relationships between **tuition policy, student financial aid, state appropriations, and improvements to institutional productivity.**
- **Limited recognition of role that non-public institutions** play in meeting the state's goals and the resulting implications for both affordability and sustainability

Institutional Financing

- **Allocation mechanisms** for public institutions are **not aligned with goals and intended outcomes** (primarily incremental and enrollment/cost driven rather than strategic and outcomes-driven)
- Reliance on funding of **special projects and pilots** that do not have long-term systemic impact—are not brought to scale
- **Lack of incentives for needed improvements in the cost-effectiveness of modes of delivery for students and the state**
- **No means to strategically utilize the capacity of the independent sector** to contribute to achievement of goals in manner that is affordable to students and holds institutions accountable for performance

Institutional financing (Continued)

- No means to **finance services (e.g., intensive remedial/developmental education) for youth and adults who “fall between the cracks”** of the K-12 system and adult education, on the one hand, and college-level, credit bearing courses, on the other
- Need for a **statewide investment fund** (public/private match) to provide for:
 - **Rapid response to regional/employer needs** utilizing the capacity of existing institutions
 - Supporting **innovation in modes of provision** to meet state goals

Institutional financing (Continued)

- Need for **incentives for institutions to collaborate regionally** with business, civic, cultural and educational leaders to build sustainable communities:
 - **Uplifting the educational attainment and quality of life** of the region's population
 - Creating an environment that will **attract and retain a highly educated population (regional stewardship)**

Student financial aid

- Student aid policy developed **without reference** to:
 - **State goals and clear definition of strategic priorities** (e.g., increased degree production, affordability for significant pool of under-prepared youth and adults who need at least some postsecondary education),
 - Relationship of **student aid policy to tuition policy and institutional appropriations**
 - **Role of all sectors**, including the independent sector, in achieving state goals
- Need to pilot new modes of student financial aid that provide incentives for **students to engage in work-based learning (“Earn and Learn”)**

Governance/Decision Authority

- Need for a more effective means (beyond current P-20 Council and Early College Task Force) to:
 - **Shape and ensure implementation of a P-20 agenda** engaging the P—12 system, adult education, workforce development, and all postsecondary sectors (UConn, CSCU, and independent sector)
 - Lead and **ensure systemic implementation** of policies on cross-cutting issues related to student success such as:
 - Reaching agreement on and implementing **clear a statewide definition of what it means to be college and career ready** for the K-12 system, students and parents

P-20 (Continued)

- Cross-cutting issues (Continued)
 - **Alignment of K-12 standards and assessments** with postsecondary expectations for entry into college-level math and English/language arts (as required by PA 12-40)
 - **Regional collaboration** between higher education (public and independent institutions) with K-12 to increase the percentage of students who are college/career ready
 - Developing **pathways** between adult education and workforce development and postsecondary education

P-20 Agenda (Continued)

- To ensure **systemic implementation** (e.g., move from “pilots and projects” to **system-wide implementation**) of initiatives that “fall-between-the-cracks” of sectors (K-12/postsecondary, postsecondary/workforce development, postsecondary and adult education)

Governance/Decision-Making Authority

- Need for a clearer delineation and implementation of a **community college system** within the framework of the Board of Regents
 - Ensuring the capacity for the **full range of community college services** in every region
 - **Aligning finance policy with this mission**
 - Providing for systemwide sharing of services and capacity (e.g., a **rapid-response capacity related to workforce needs**)
 - **Taking advantage of the Board of Regents structure** for shared services and capacity to address issues such as transfer and articulation.

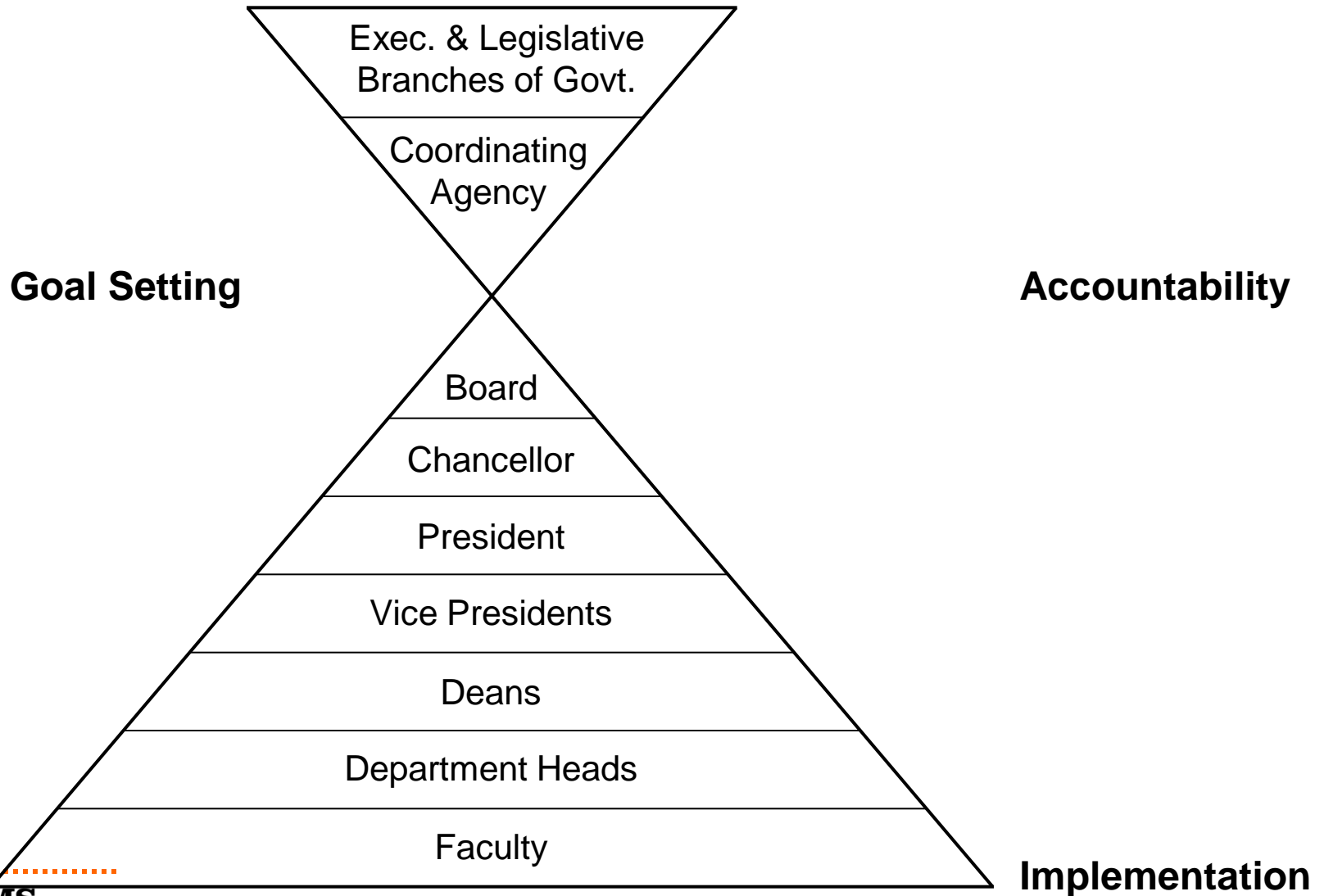
Regulatory environment

From a comparative perspective, Connecticut higher education institutions (both public and independent) operate in a **highly regulated environment**.

To ensure that the network of institutions has the capacity to respond to state goals and to compete in the regional and global economy, **Connecticut should move toward a system that:**

- **Reshapes state accountability** requirements from control of inputs to clear expectations for performance related to state goals.
- **Uses finance policy and purposeful allocation of resources rather than regulatory controls** as the means to ensure that institutions develop the programs and services needed to serve state and regional needs.

The Hierarchical Realities



The system [education] is *bottom heavy* and *loosely coupled*. It is bottom heavy because the closer we get to the bottom of the pyramid, the closer we get to the factors that have the greatest effect on the program's success or failure. The system is loosely coupled because the ability of one level to control the behavior of another is weak and largely negative....

The skillful use of delegated control is central to making implementation work in bottom-heavy, loosely controlled systems. *When it becomes necessary to rely mainly on hierarchical control, regulation, and compliance to achieve results, the game is essentially lost.*

Richard F. Elmore, *Complexity and Control: What Legislators and Administrators Can Do About Implementing Public Policy*