

# BHE Annual Meeting

September 22, 2021



MASSACHUSETTS  
Department of  
Higher Education

# Meeting Agenda and Objectives

- Build Community Among the Board
- Share Update on Lumina TIE Goals
- Discuss FY22 Equity Agenda Priorities
- Participate in an Equity Agenda Focus Group
- Establish Advisory Councils
- Engage in Professional Development

# State Population Goals

Lumina TIE Goal Update

## State Population Goals

# 1. High-Quality Certificate & Higher

**% of Massachusetts residents ages 25–64 who hold a high-quality certificate or higher**

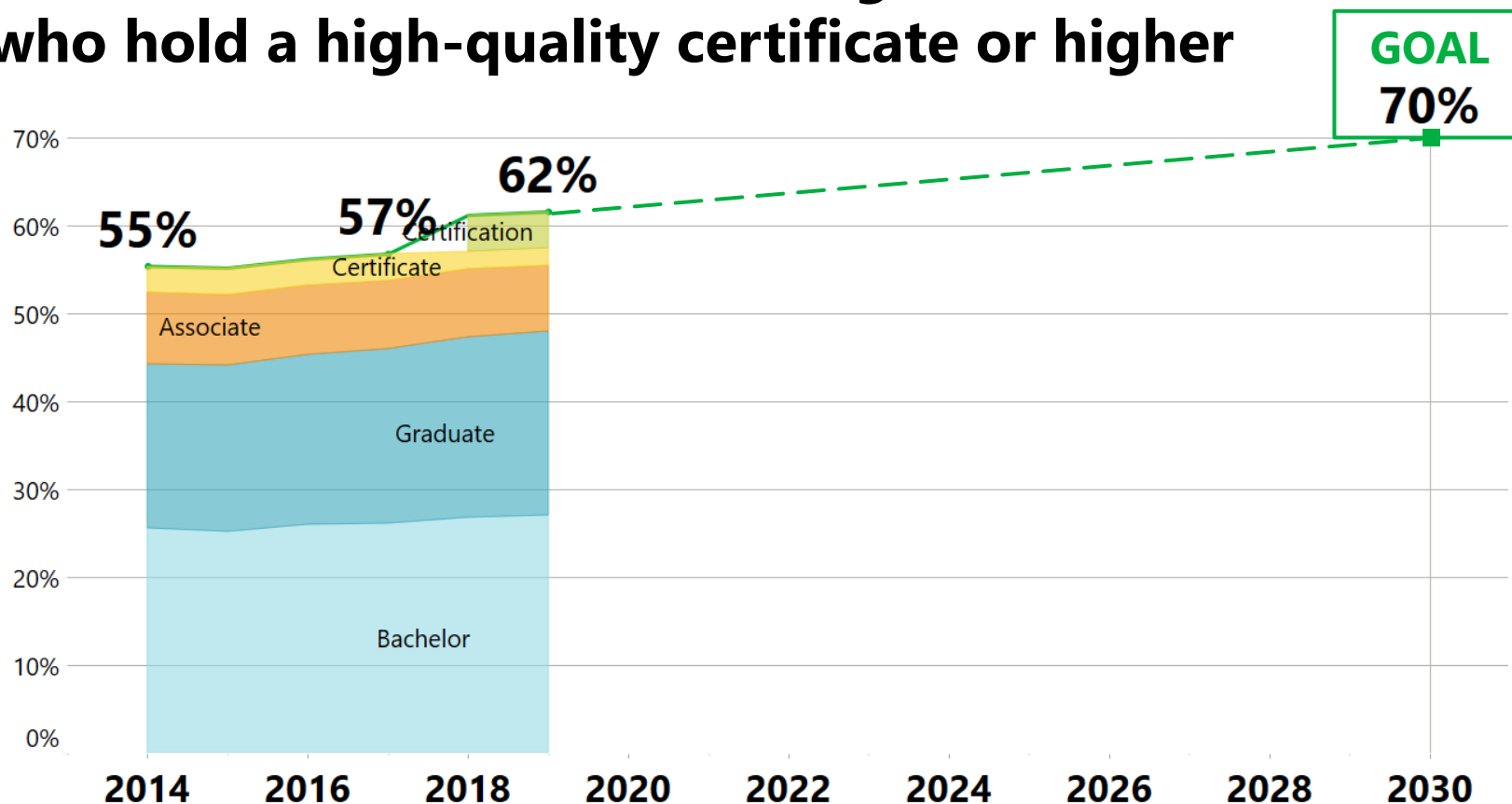


- **Source:** Lumina Foundation, *Stronger Nation* annual reports; most recently published in August 2021
  - Lumina data sources:
    - Associate degree & higher: U.S. Census Bureau
    - High-quality certificate: Lumina/Georgetown Center for Education and Workforce analysis of U.S. Census Bureau and IPEDS data
      - *Note: "High-quality" means earnings of graduates are 20% higher than earnings of adults with only a HS diploma*
- ✓ **TIE Grant Requirement:** Set a goal on this metric to achieve by 2030

# State Population Goals

## 1. High-Quality Certificate & Higher

**% of Massachusetts residents ages 25–64 who hold a high-quality certificate or higher**



Note: In the August 2021 update of *Stronger Nation*, Lumina introduced a new category of credentials—industry-recognized certifications—in their attainment calculations, but these data are only available for 2018 and 2019.

# State Population Goals

## 2. Equity in Associate Degree & Higher

**% of Mass. residents ages 25–64 who hold an associate degree or higher—by race/ethnicity**

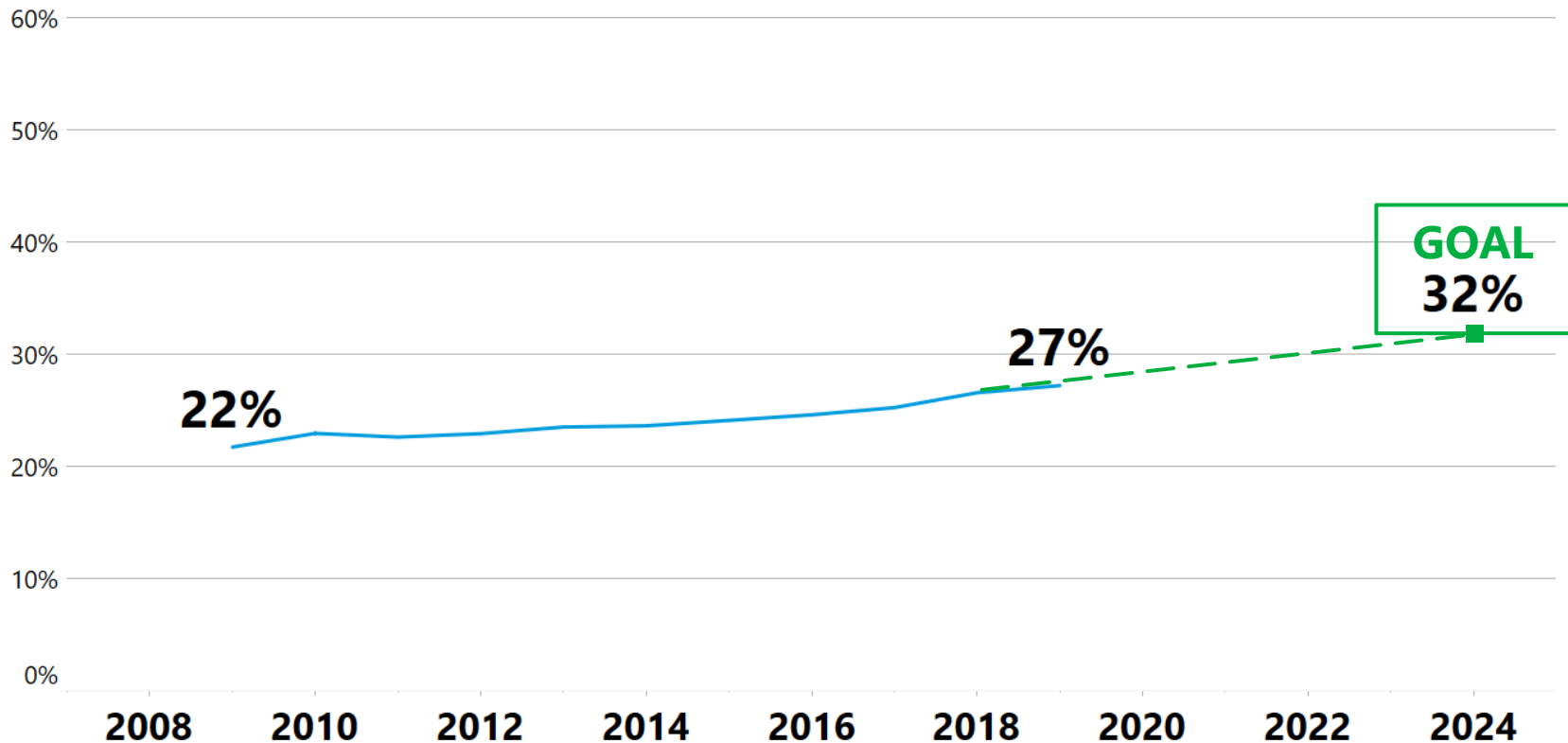


- **Source:** Lumina Foundation, *Stronger Nation* annual reports; most recently published in August 2021
  - Lumina data sources:
    - Associate degree & higher: U.S. Census Bureau
    - *Note: High-quality certificate data is excluded because it does not allow for disaggregation by race/ethnicity*
- ✓ **TIE Grant Requirement:** Set a goal to increase these rates for African American & Latinx residents by 5 percentage points by 2024 (the end of the grant period)

# State Population Goals

## 2. Equity in Associate Degree & Higher

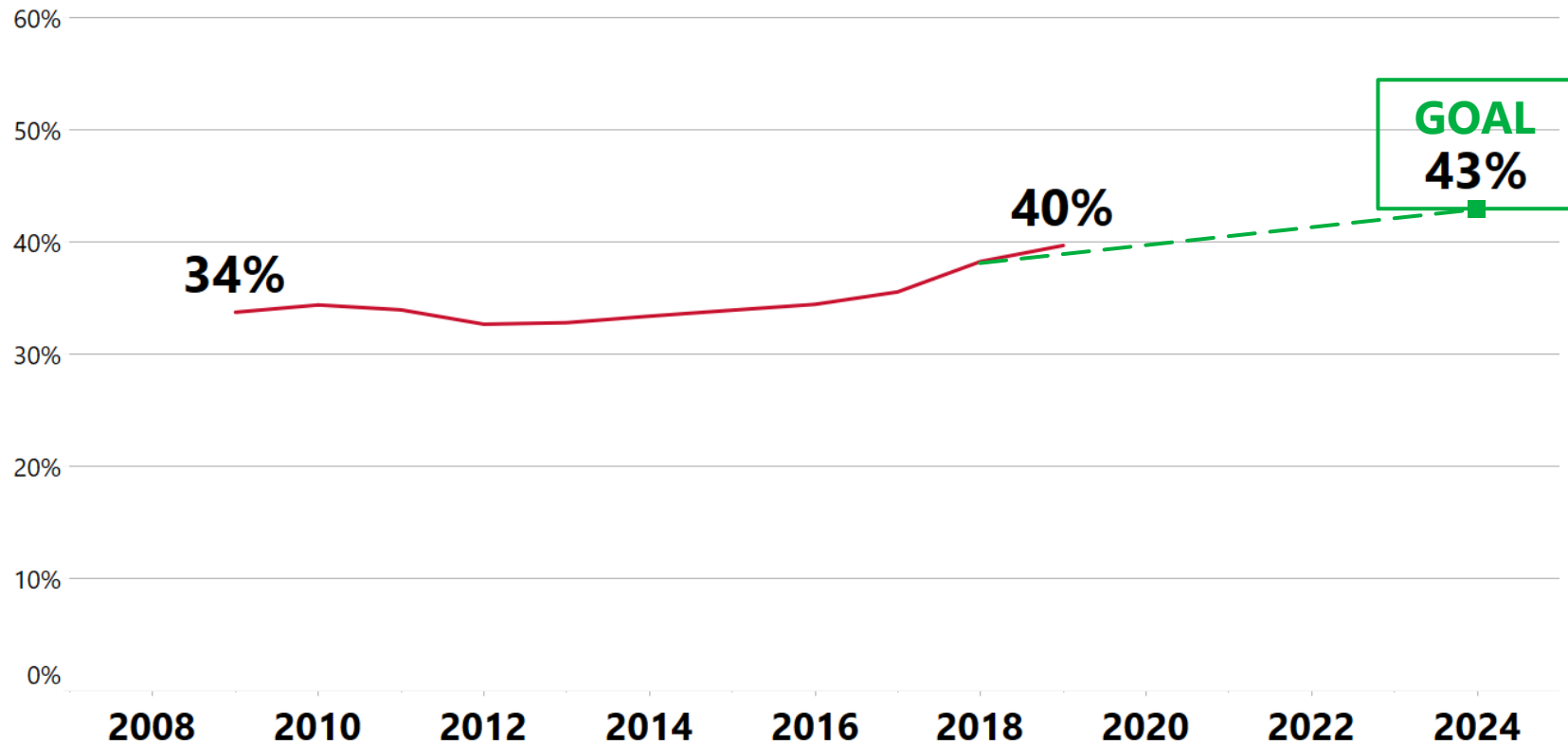
**% of Mass. residents ages 25–64 who hold an associate degree or higher—Latinx**



# State Population Goals

## 2. Equity in Associate Degree & Higher

**% of Mass. residents ages 25–64 who hold an associate degree or higher—African American**

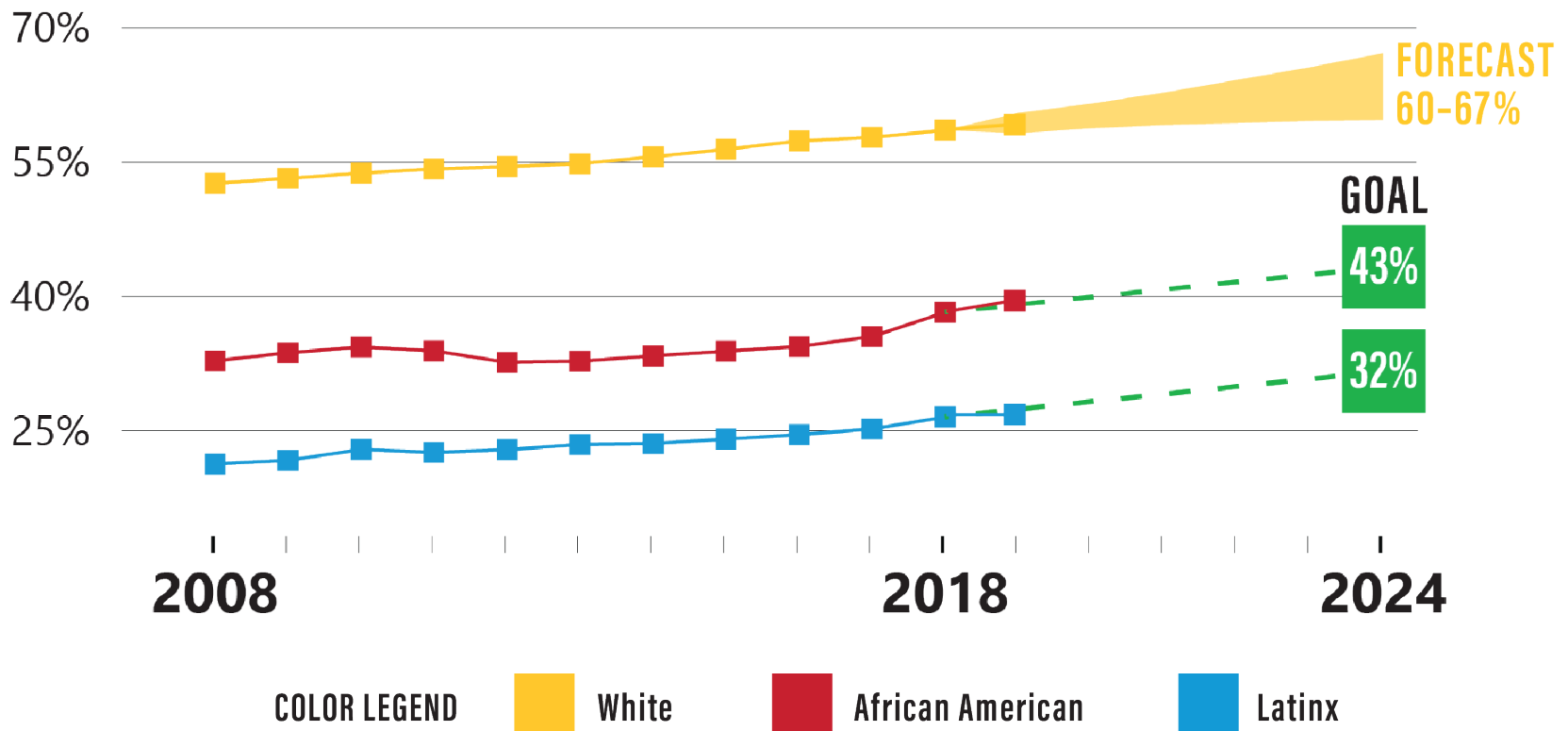




# State Population Goals

## 2. Equity in Associate Degree & Higher

**Context:** Achieving goal may mean **progress in reducing disparities**, along with increased rates for each subgroup



# Massachusetts Public Higher Education Goals

Lumina TIE Goal Update

## 3. Equity in Public Higher Ed Completion

- **Significance of Public Higher Ed Completion Metric**
  - Area in which BHE policy decisions have the most direct impact
  - Majority of students of color in postsecondary education in Massachusetts attend public institutions

**% of Massachusetts postsecondary students enrolled in public higher ed (FY2018):**

**62%**

of African American undergraduates

**61%**

of Latinx undergraduates

**54%**

of White undergraduates

Source: U.S. Department of Education (IPEDS)

# Massachusetts Public Higher Education Goals

## 3. Equity in Public Higher Ed Completion

**% of students completing credential after first enrolling in Mass. public higher education—by race/ethnicity**

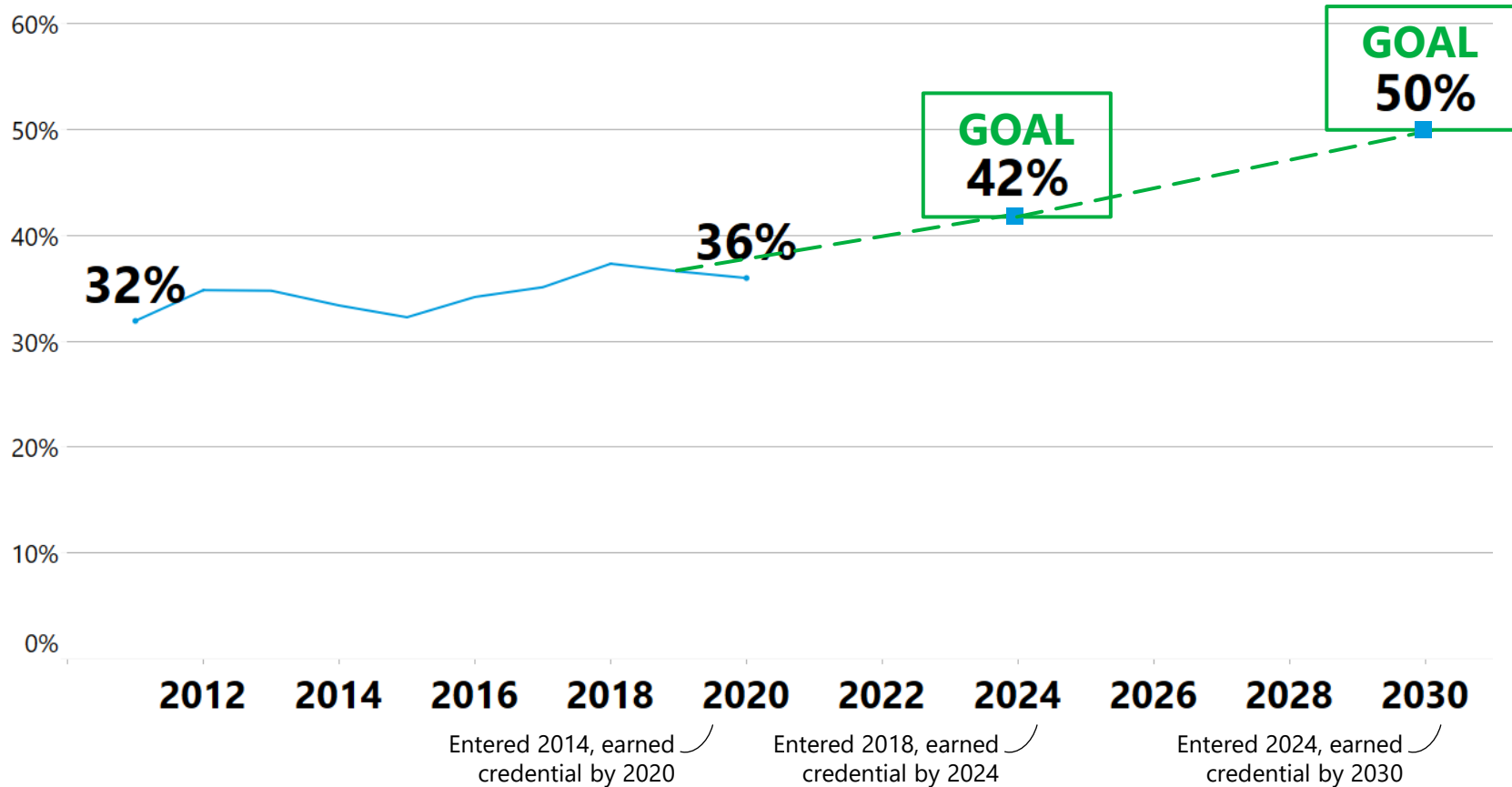


- **Source:** Mass. Department of Higher Education (HEIRS), National Student Clearinghouse
  - Cohort: All students who enter Mass. public higher education as **first-time undergraduates or new transfer students**, either **full- or part-time**
  - Desired Outcome: Students graduate with a **certificate or degree** within **six years** from **any institution in U.S.**, public or private
  - Note: Agnostic of which segment/institution the student initially attended—**one metric for whole system**
- ✓ **TIE Grant Requirement:** Set an aspirational goal to achieve by 2024
- ✓ **Additional Goal:** DHE also elected to set an aspirational goal to achieve by 2030, to represent the cohorts that will enroll after the implementation of the full resources of the TIE grant

# Massachusetts Public Higher Education Goals

## 3. Equity in Public Higher Ed Completion

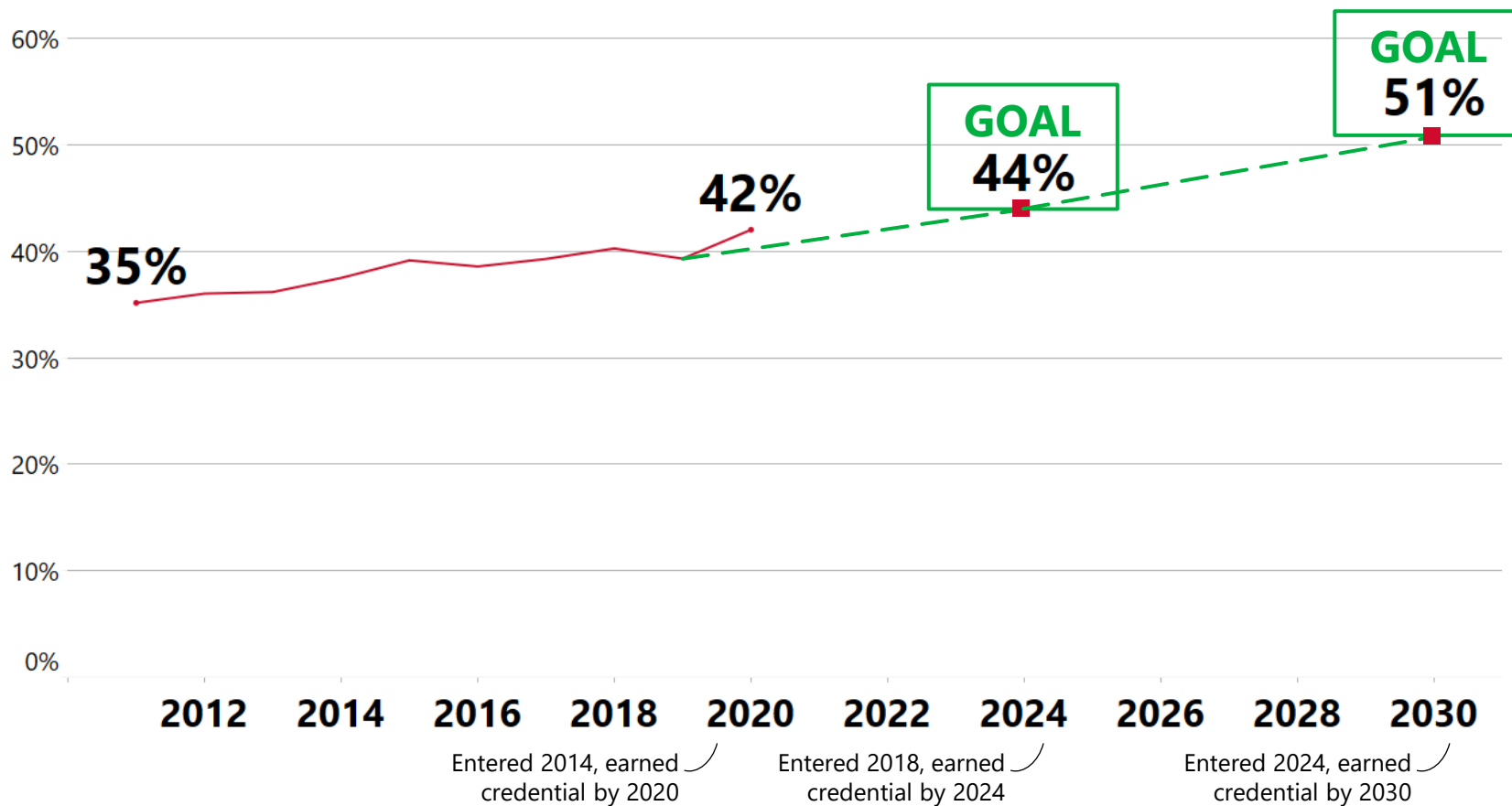
**% of students completing credential after first enrolling in Mass. public higher education—Latinx**



# Massachusetts Public Higher Education Goals

## 3. Equity in Public Higher Ed Completion

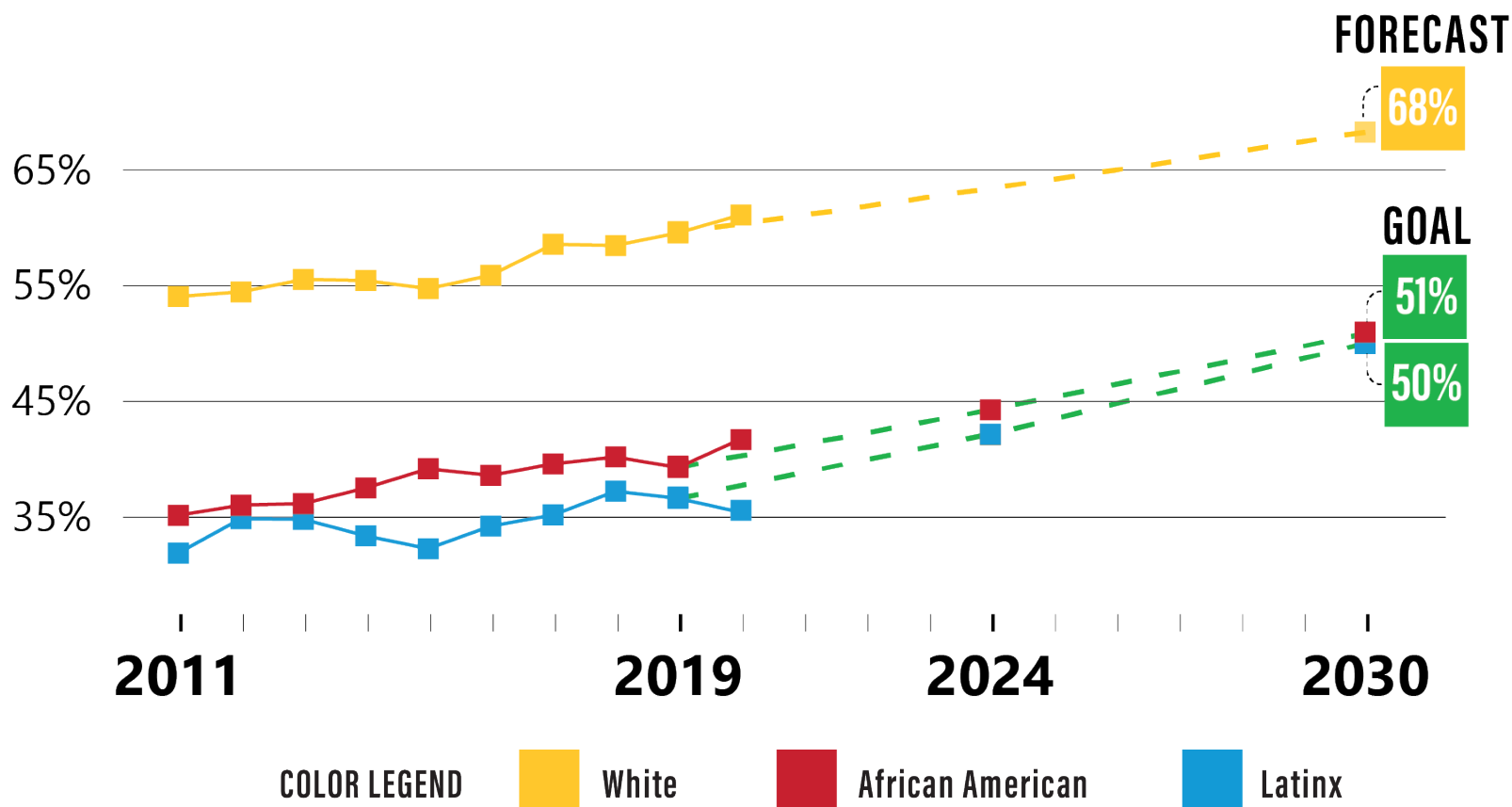
**% of students completing credential after first enrolling in Mass. public higher education—African American**



# Massachusetts Public Higher Education Goals

## 3. Equity in Public Higher Ed Completion

**Context:** Achieving the modest 2030 goal would mean a **reduced but still very significant projected disparities**



# Massachusetts Public Higher Education Goals

## 4. Equity in First-Year Success

### Short-Term Reporting

While pursuing these long-term goals, DHE will also track and report on racial/ethnic gaps in first-year success metrics incorporated into PMRS, including:

- **Completion of college-level math and English in the first year:** % of first-time, full-time, degree-seeking students completing college-level math and English during their first year
- **On-time credit accumulation:** % of first-time, degree-seeking students completing their expected number of credits during their first year (At least 24 for full-time, at least 12 for part-time)
- **Persistence to a second year of postsecondary education:** % of first-time, full-time, degree-seeking students returning to the same institution or transferring to another institution the year after initial enrollment

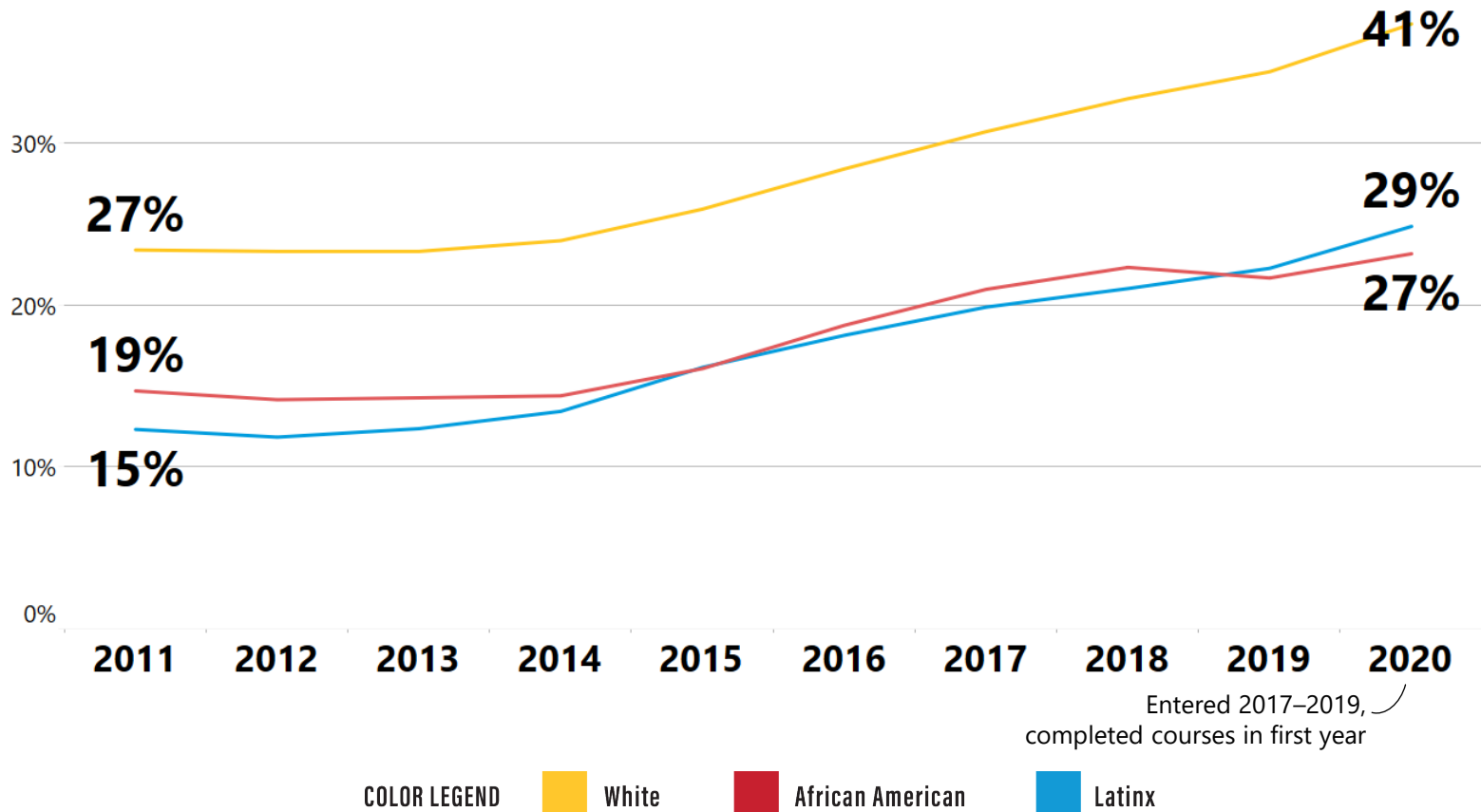
Source: Massachusetts Department of Higher Education (HEIRS)



# Massachusetts Public Higher Education Goals

## 4. Equity in First-Year Success

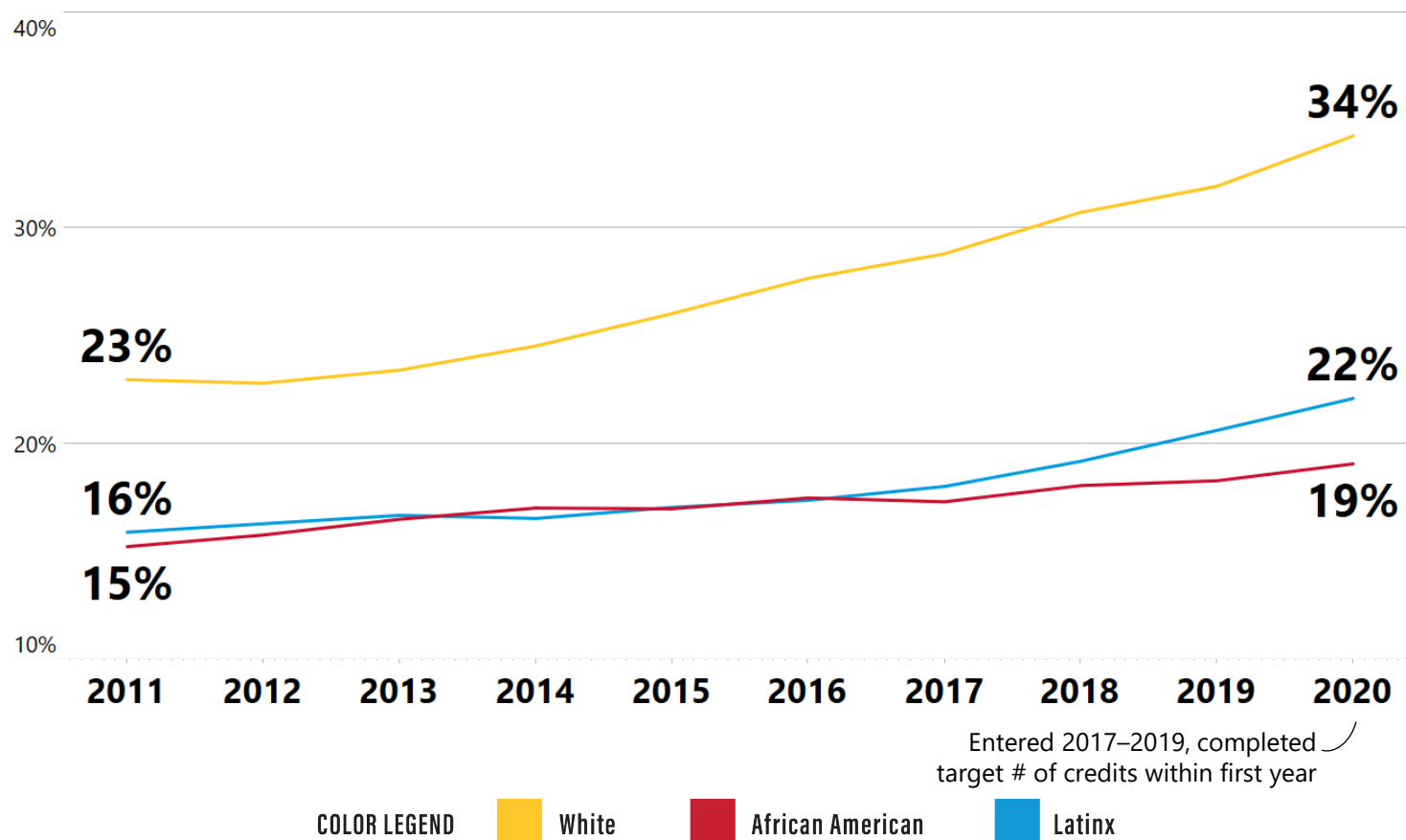
### Community Colleges—Completion of college-level math and English in first year (full-time students, three-year rolling averages)



# Massachusetts Public Higher Education Goals

## 4. Equity in First-Year Success

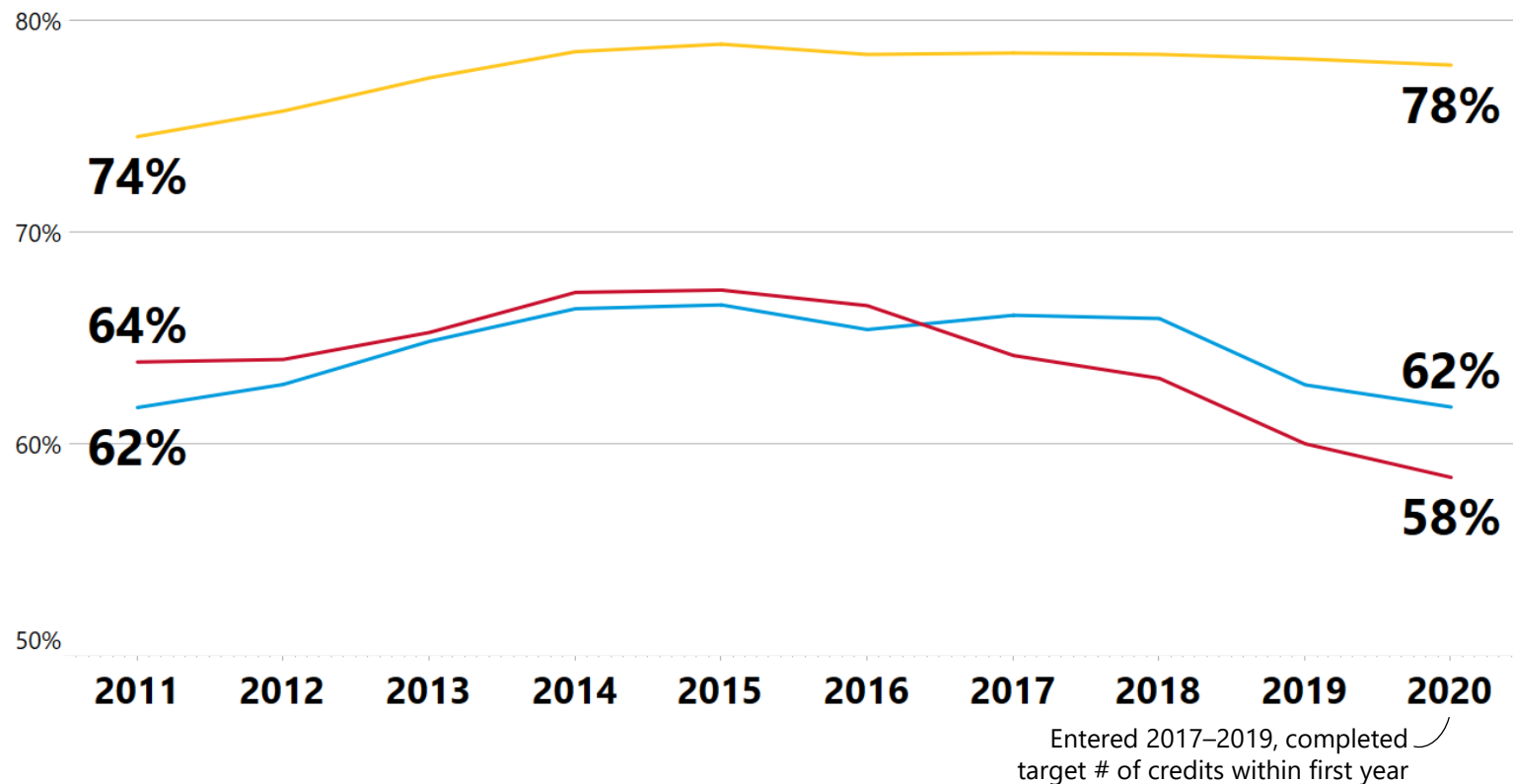
### Community Colleges—On-time credit accumulation in first year (three-year rolling averages)



# Massachusetts Public Higher Education Goals

## 4. Equity in First-Year Success

### State Universities—On-time credit accumulation in first year (three-year rolling averages)



COLOR LEGEND

White

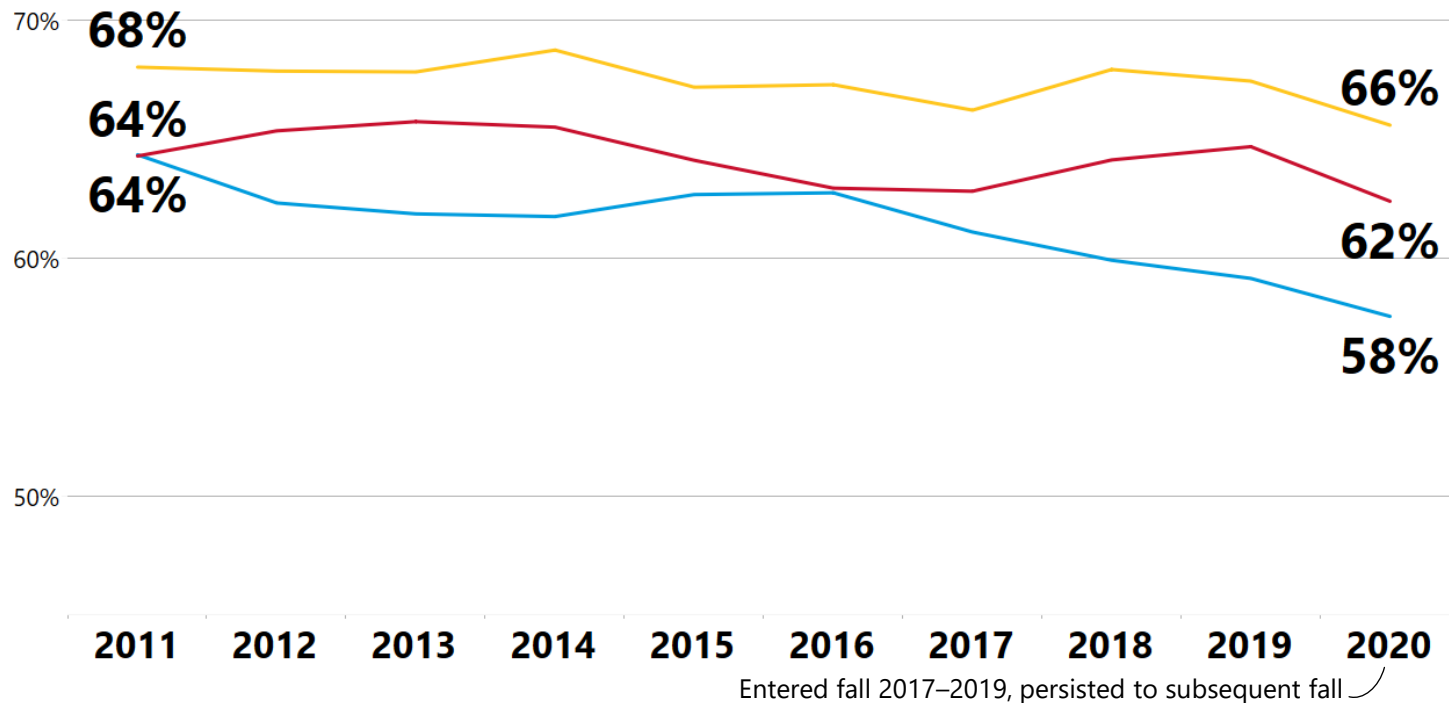
African American

Latinx

# Massachusetts Public Higher Education Goals

## 4. Equity in First-Year Success

### Community Colleges—Persistence to a second year of postsecondary education (three-year rolling averages)



COLOR LEGEND

White

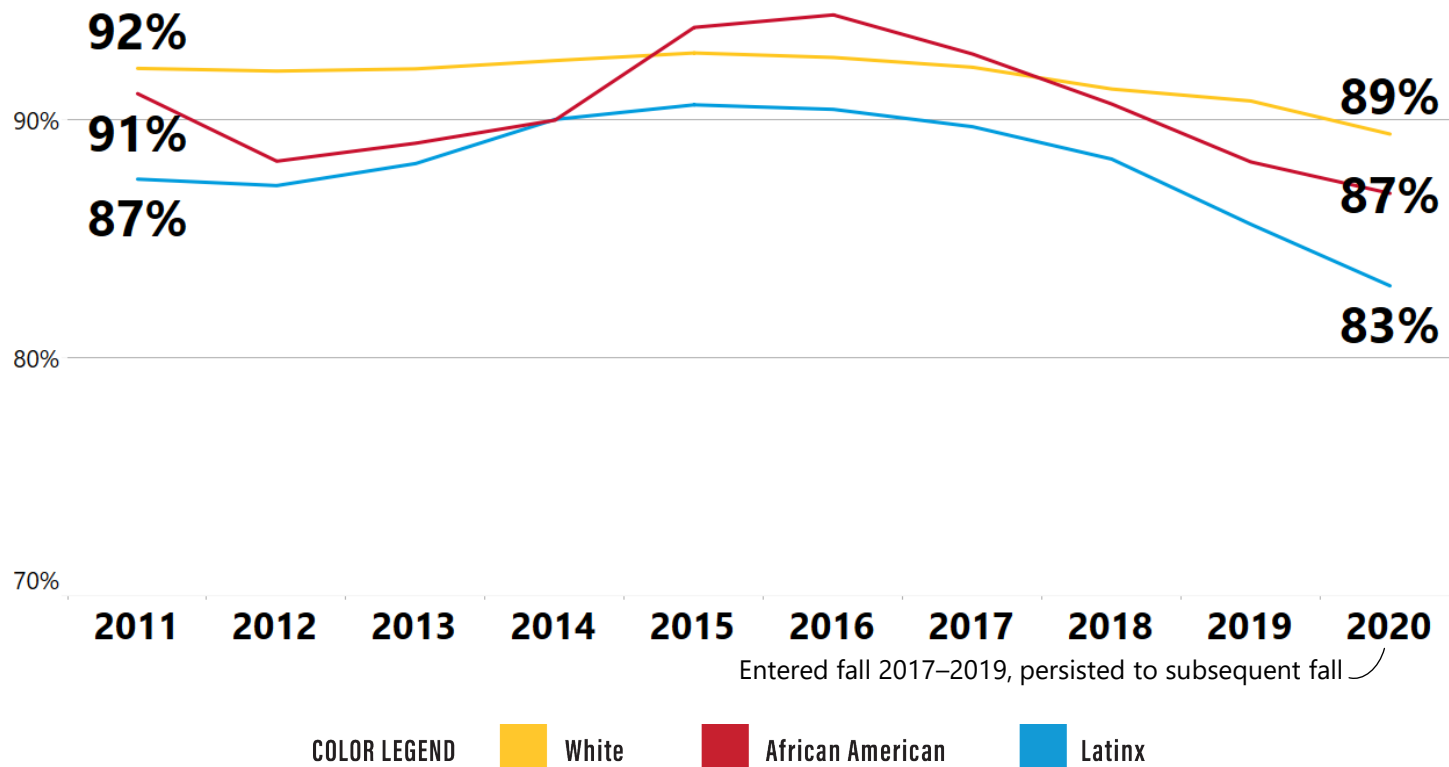
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# Massachusetts Public Higher Education Goals

## 4. Equity in First-Year Success

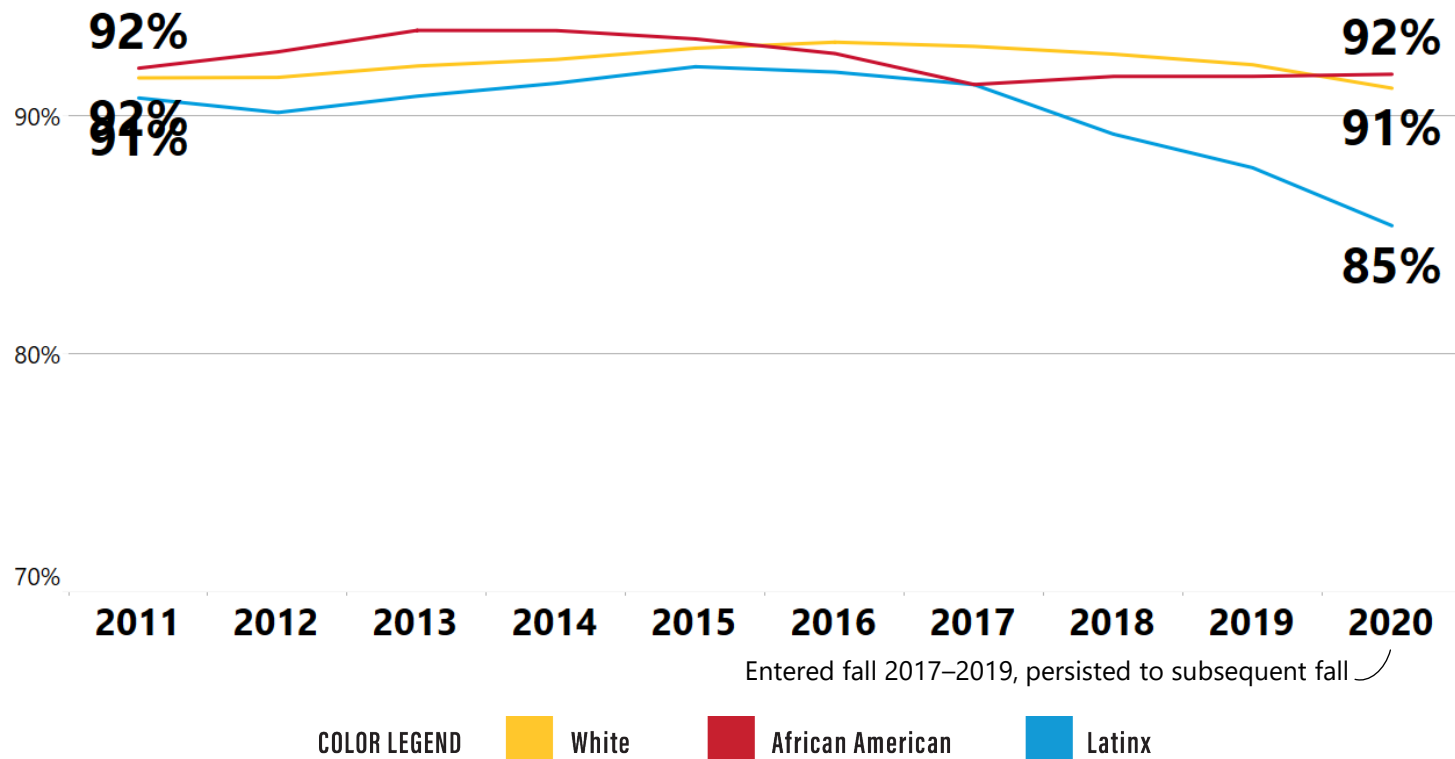
### State Universities—Persistence to a second year of postsecondary education (three-year rolling averages)



# Massachusetts Public Higher Education Goals

## 4. Equity in First-Year Success

### UMass—Persistence to a second year of postsecondary education (three-year rolling averages)



# The Equity Agenda FY22 Priorities

# The Equity Agenda

## Equity Principles

### Racial equity:

- Is the **top policy and performance priority** for the Department of Higher Education
- Will be achieved **when race no longer determines one's outcomes** in the Massachusetts public higher education system
- Must be **embedded** system-wide and permeate the Department's structure, culture, and policies
- Requires the use of **asset-based language** to minimize the threat of harm, deficit, and stereotype reinforcement
  - *"Asset-based language" defines people by their aspirations and contributions, rather than the systemic barriers and challenges they face*
- Requires **acknowledgement, remedy, and repair** of policies and practices which have excluded or created barriers



# The Equity Agenda

## Equity Principles

### We must:

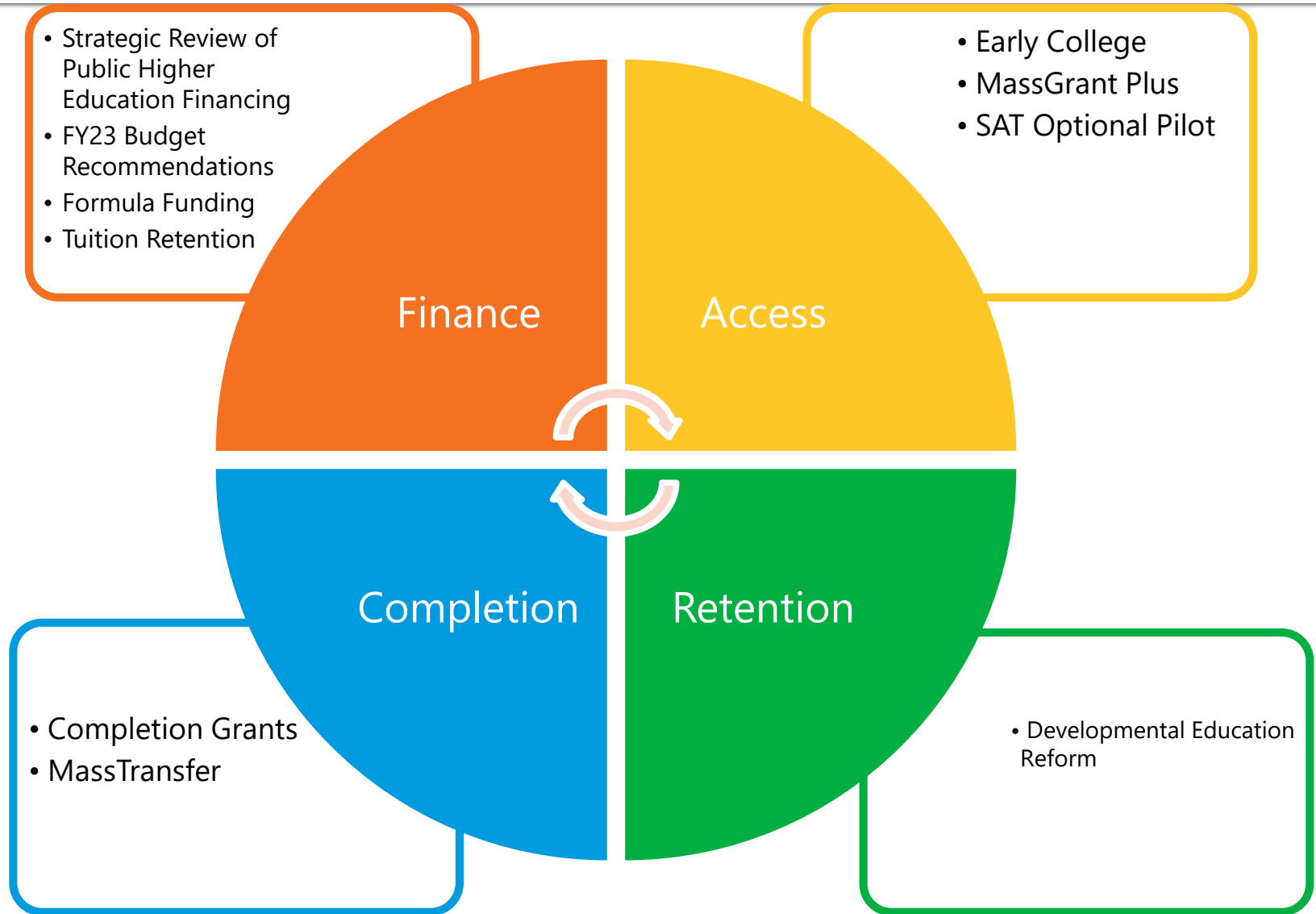
- Recognize that **clarity** in language, goals, and measures is vital to racially equitable practices
- Promote **culturally sustainable campus climates** in which all students can thrive and are regarded in the totality of their human dignity
  - *“Culturally sustainable” means recognizing, maintaining, and developing cultural identity and diversity, as they are assets, not weaknesses (Ladson-Billings, 1995; Paris, 2012)*
- Create and cultivate an **inclusive environment** to encourage the support and participation of relevant stakeholders
- Acknowledge the **experience and knowledge** of people of color, and seek to engage people of color in the pursuit of racial equity in meaningful ways
- Incentivize the development and support the implementation of **equity-minded, evidence-based solutions**

# FY22 Policy Priorities

Building on the work of the New Undergraduate Experience, the Program & Policy Audit, and feedback from the Board at the August 23 Special Meeting, DHE staff have identified the following policy levers as priorities for FY22.

# Equity Agenda

## Potential Policy Levers



# Equity Agenda

# FY22 Policy Priorities



# Expand Early College

# Designated Early College Programs

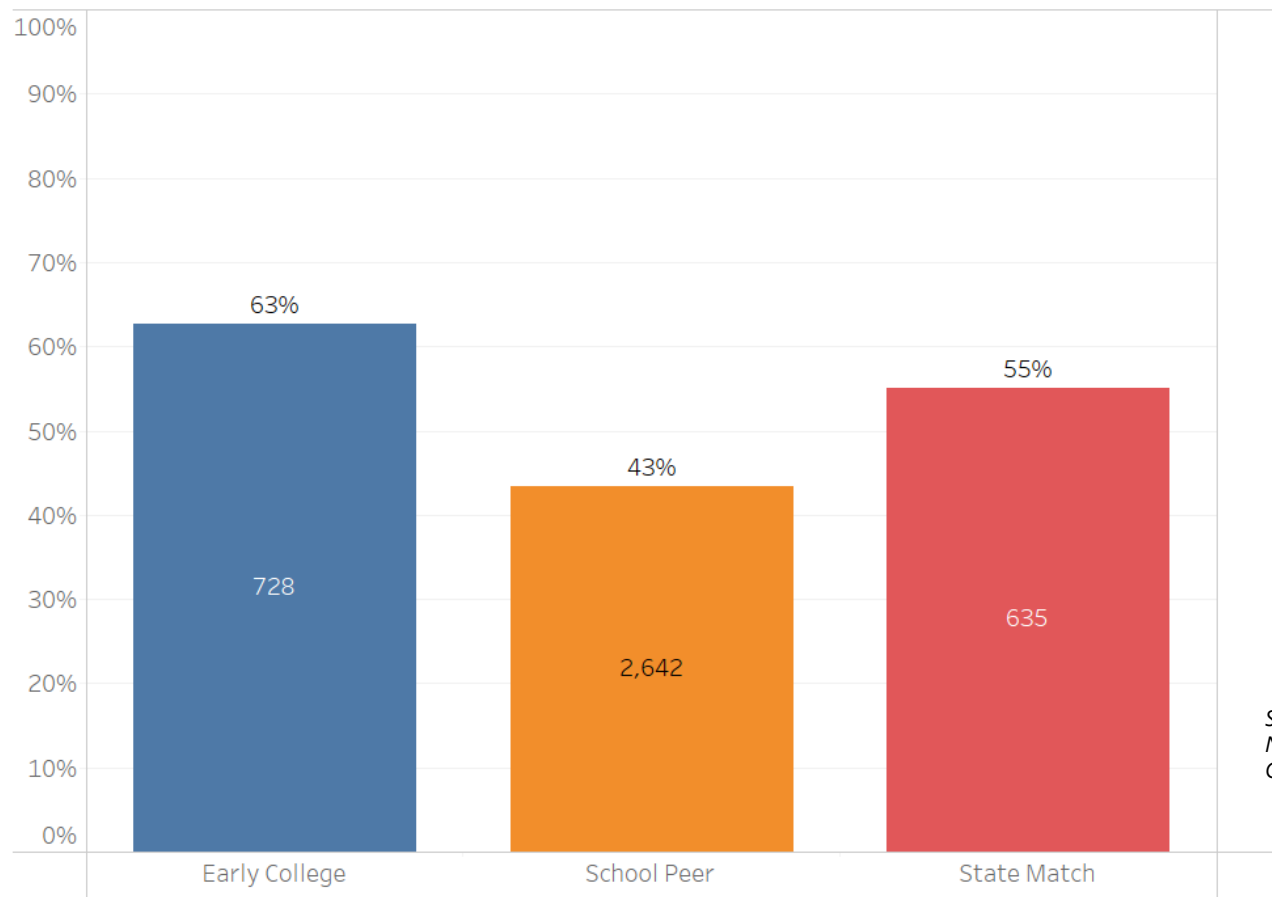
- In AY21:
  - 23 Designated Early College programs
  - 8 new programs for AY22
  - Now 31 total programs
  - 42 high schools and 22 IHE's
  - 11 of 15 cc's and 6 of 9 state universities
  - EC in 50% of all high schools in Gateway cities
  - 2,800 students in Fall 20, 4,500 students projected for '21
  - 2/3 (61%) of EC students are Black or Latinx

# Equity Agenda FY22 Priorities

# EC increases college attendance

EC students attend college at higher rate than school and matched peers

2020 College Enrollment Within 6 Months of Graduating High School:



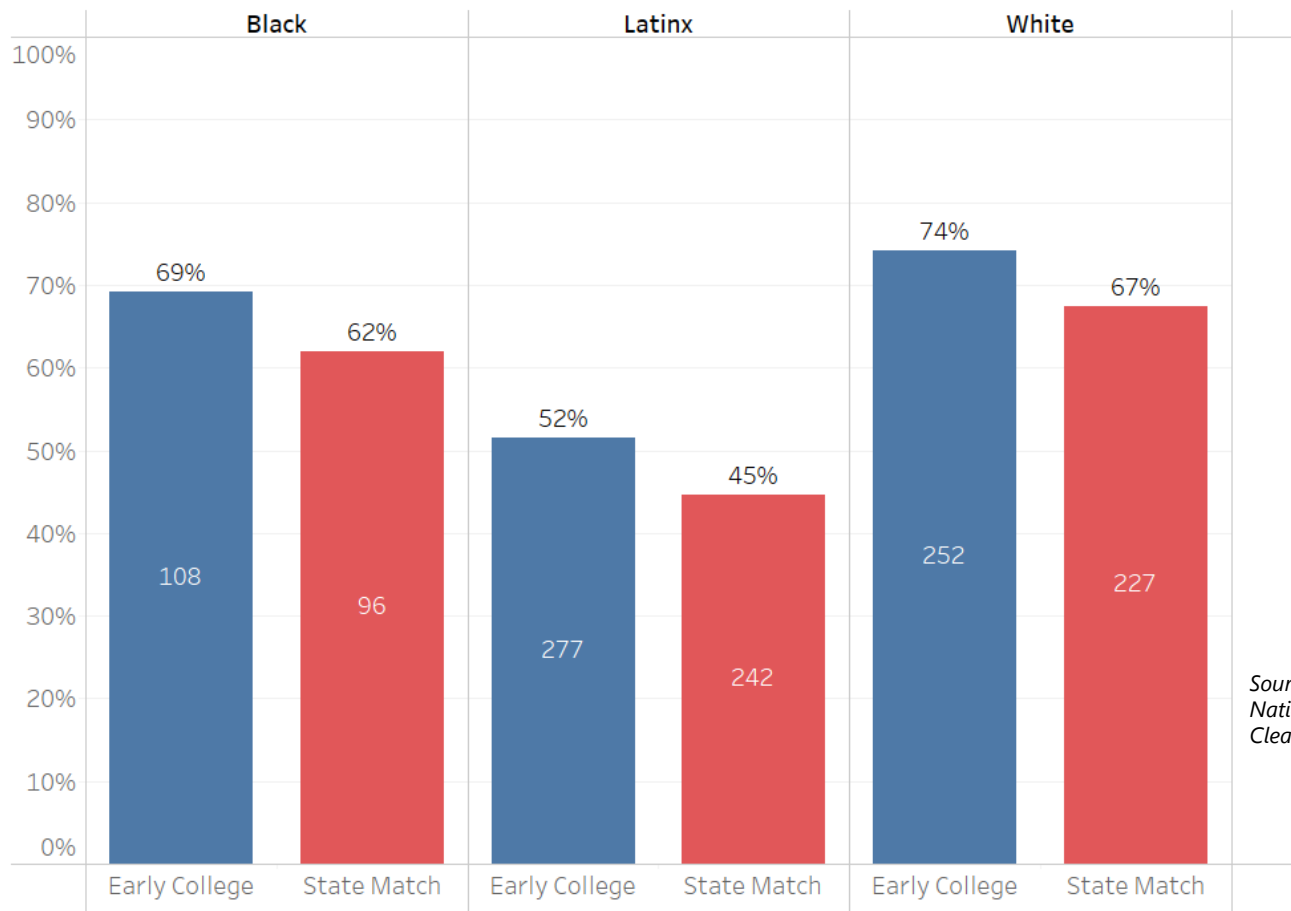
Source:  
National Student  
Clearinghouse

# Equity Agenda FY22 Priorities

## Outcomes consistent by race

The positive difference in college enrollment remains across racial groups

2020 College Enrollment Within 6 Months of Graduating H.S. by Race:



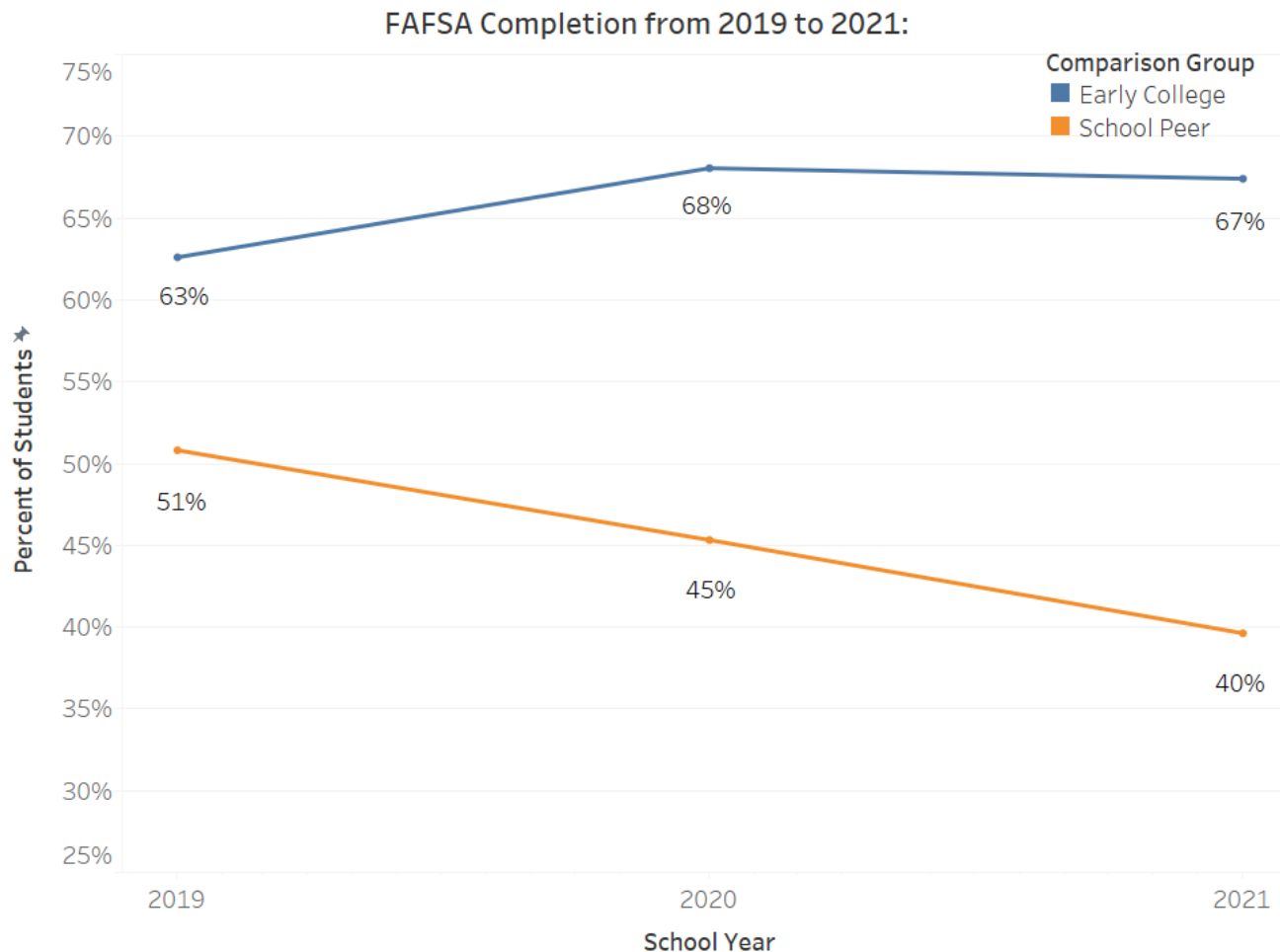
Source:  
National Student  
Clearinghouse



# Equity Agenda FY22 Priorities

# FAFSA Completion Rates

FAFSA completion rates remain steady for Early College participants



Source:  
U.S. Department of  
Education FAFSA

# Legislative Investment FY22

- Significant Increase in EC Funding
- DHE: CDEP line increase of \$5M for EC courses
- EOE: Early College line doubled in funding to \$5M
- DESE: EC is a focus of significant federal and state K-12 investments/ESSER funds

## Equity Agenda – FY22 Priorities

# FY22 Strategy

- Continue to support sustainability and growth of existing programs through extensive technical support and community of practice
- Continue to support internal capacity to grow the community of practice, data analysis, and program evaluation.
- Continue to support prospective programs.
- Continue to support implementation of new programs.
- Support Early College innovation, growth, and improvement
  - Benchmarking Study to identify long-term expansion constraining factors and opportunities
  - Invest resources in existing programs to increase scale
  - Invest resources to support planning of large scale immersive early college models

# SAT Admissions Requirement: From Pilot to Policy

## Test Policies

### Test required

- SAT/ACT required for admission

### Test optional

- SAT/ACT not required for admission but may be submitted for consideration

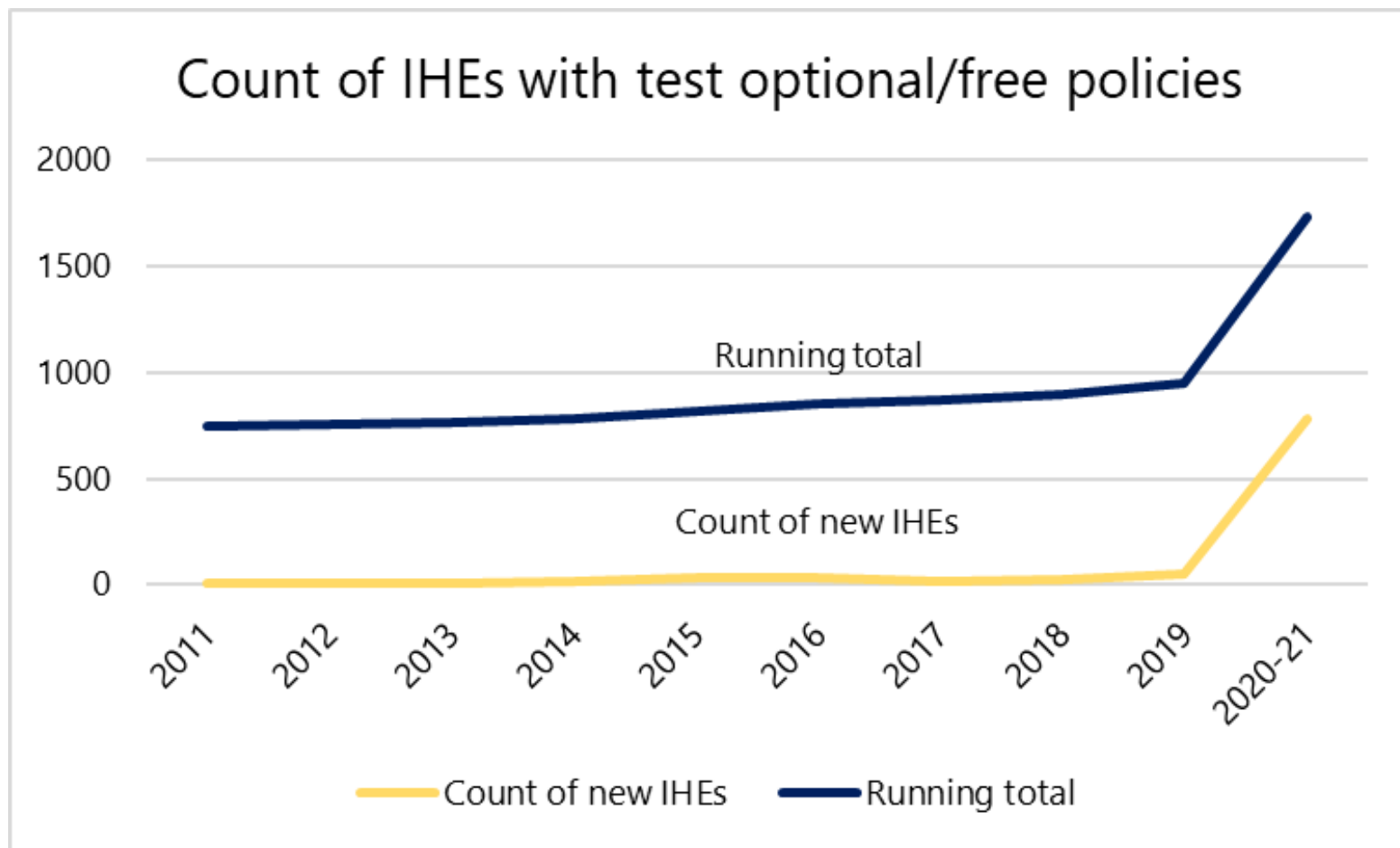
### Test flexible

- Other standardized test score may be submitted in lieu of SAT/ACT (e.g., SAT subject test)

### Test free

- Standardized test scores not accepted for consideration for admission

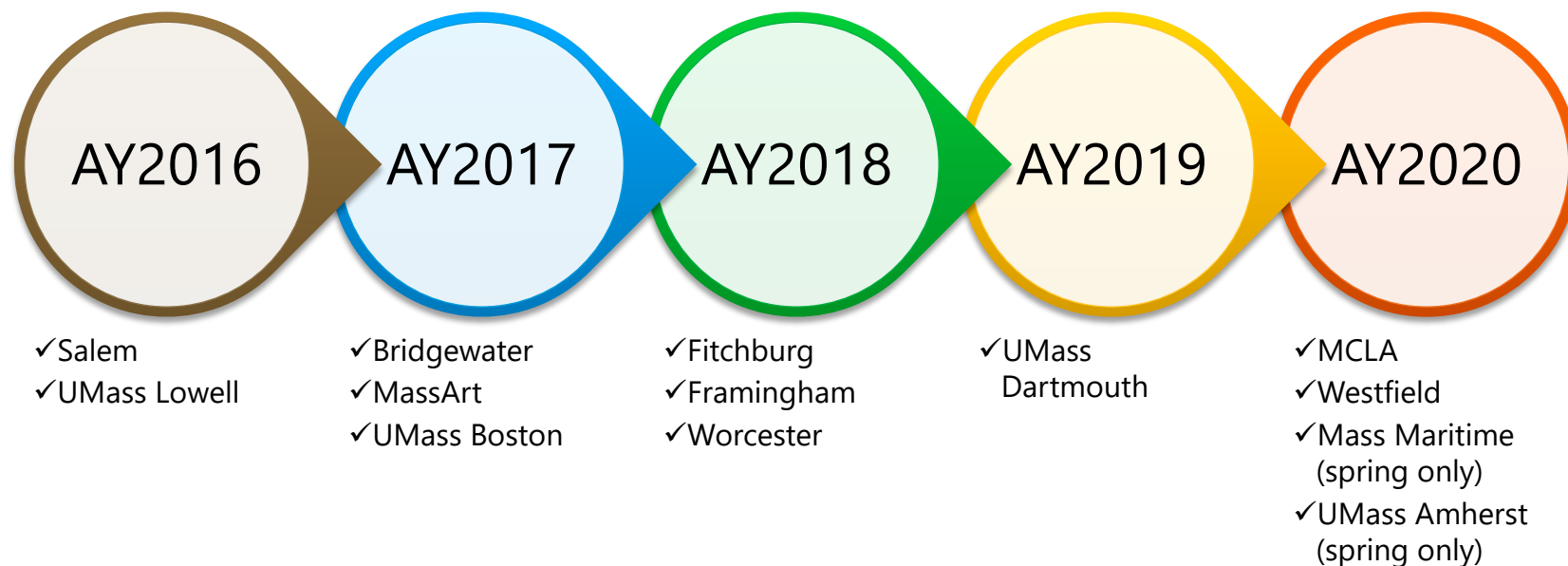
# Nationwide Policy Adoption 2011-21



Source: FairTest National Center for Fair & Open Testing.

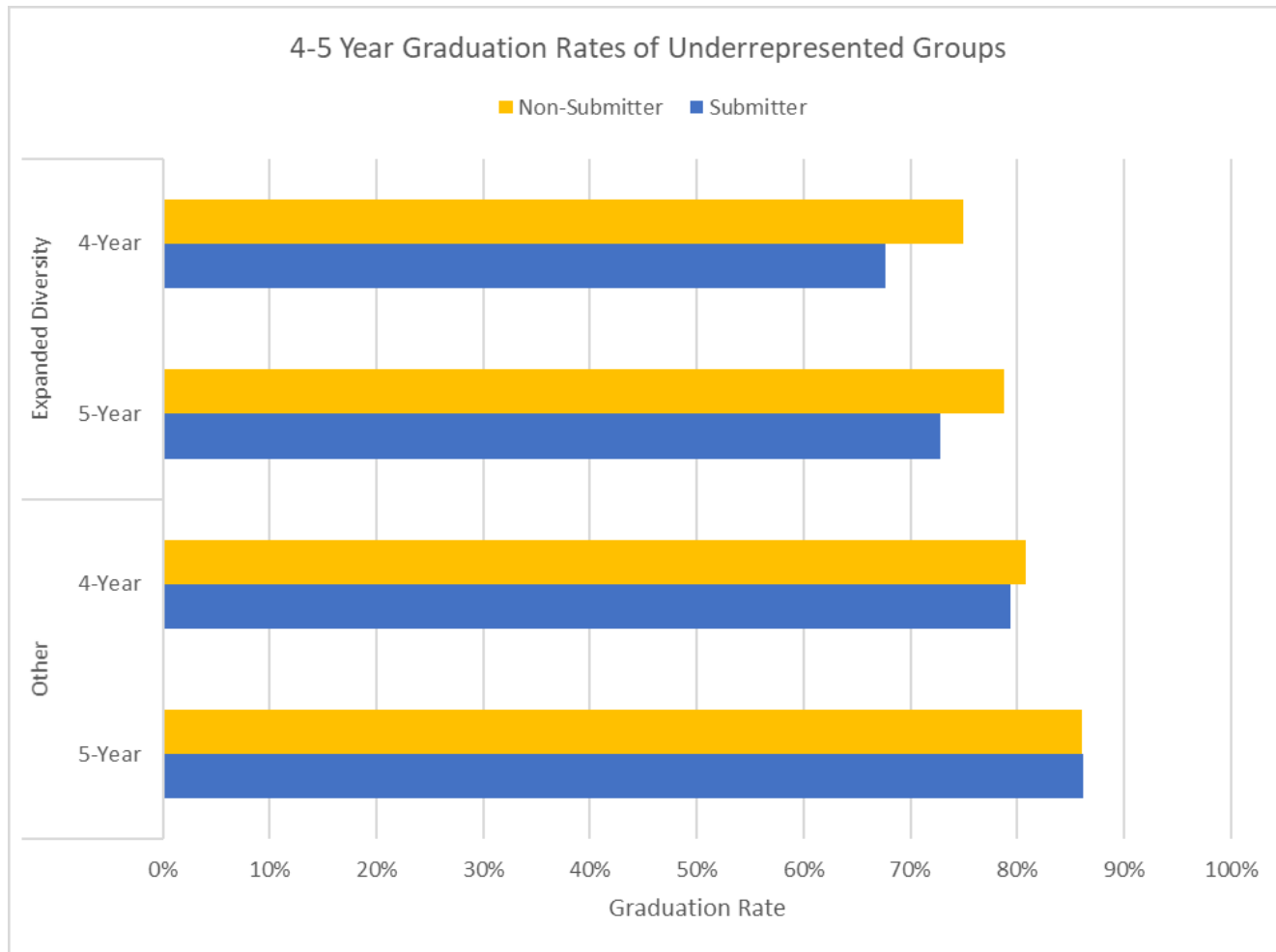
# MA Test Optional Pilot

**All baccalaureate institutions have now implemented the test optional pilot**



# Equity Agenda – FY22 Priorities

## Graduation Rates



Source: NACAC.

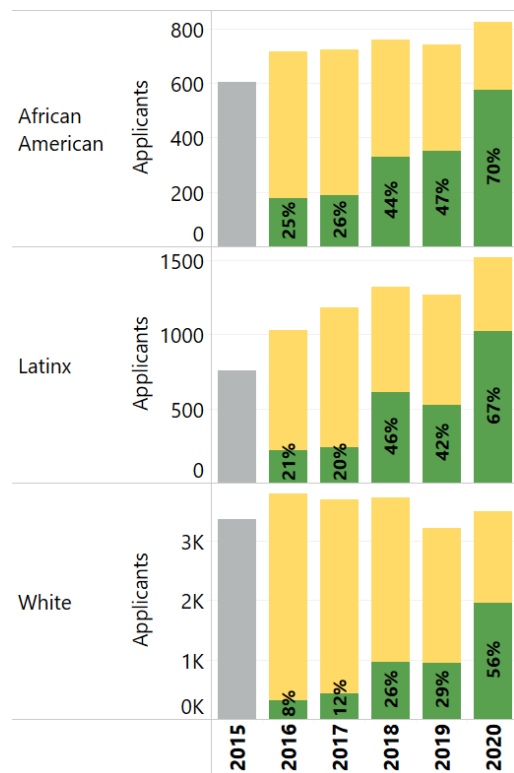


# Equity Agenda – FY22 Priorities

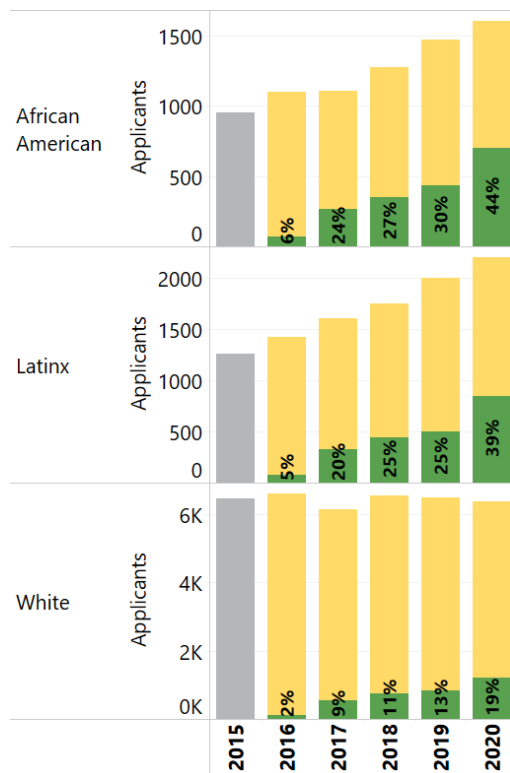
## MA SAT Optional Pilot Programs

**Looking at three institutions with more mature pilots**, total applications are up significantly among African American and Latinx students in many cases, and the share of students choosing not to submit scores (green) is also increasing:

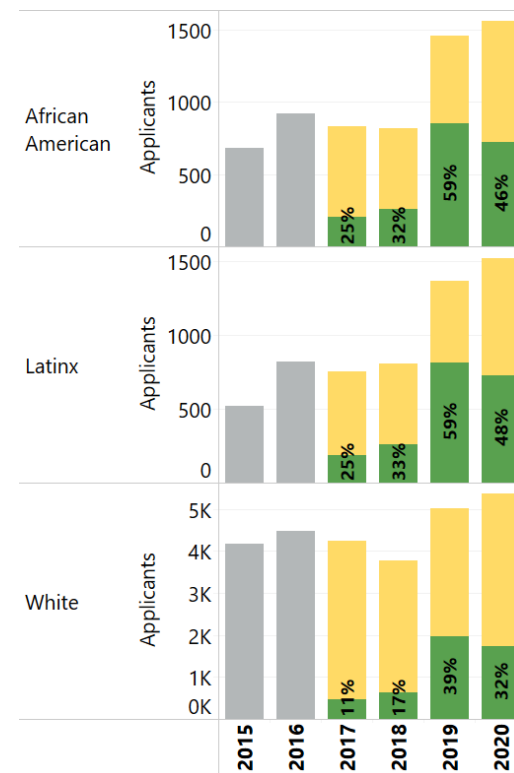
### Salem State



### UMass Lowell



### Bridgewater State



# Next Steps: FY22 Workplan

- Presentations to AA&SS advisory council regarding national trends
- Data collection and evaluation, including case studies
- Review of the success of MA institution pilots
- External evaluation of the pilots

# Increase Affordability

## FY22 Areas of Priority – Financial Aid

### College Affordability: Closing the Unmet Need Gap

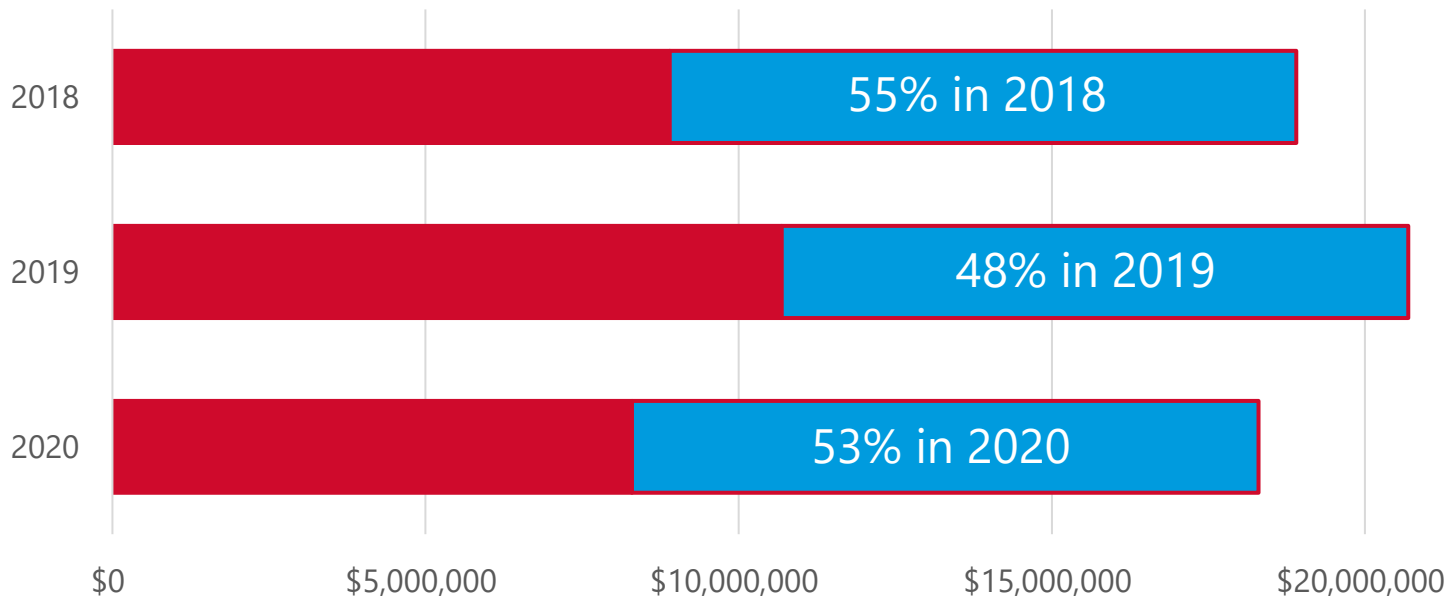
Two programs are targeted to impact college affordability for public college students, MassGrant and MassGrant Plus. Our focus today is on the latter.

- **MASSGrant Plus**
  - **Continue funding MASSGrant Plus for community college students**
    - Provides resources for tuition/fees and modest book allowance
    - Data shows modest gains in reduction of unmet need – attributable to MASSGrant Plus (and perhaps other factors)
      - 24% of eligible students with unmet need in FY18
      - 21% of eligible students with unmet need in FY19
      - 16% of eligible students with unmet need in FY20
  - **Expand MASSGrant Plus to State University Students**
    - Prioritize MASSGrant Plus for Pell Eligible students
    - Last dollar award for direct costs (tuition/fees, books & supplies)
    - FY20 unmet need for Pell eligible students exceeded \$18 million
    - Proposed \$10m appropriation could substantially impact unmet need

# Increase Affordability

**Proposed \$10m increase in MassGrant Plus appropriation for state university students would substantially reduce unmet need**

**For Pell-eligible state university students, \$10m would have reduced total unmet need (on tuition, fees, books & supplies) by:**



# Next Steps: FY22 Workplan

- Modify/refine program guidelines
- Finalize allocation formula and related tasks
- Conduct program implementation meetings with campus representatives
- Continue data collection and analysis for future program refinement

# Eliminate Non-credit Bearing Standalone Developmental Education Courses

# Equity Agenda – FY22 Priorities

## Eliminate Non-credit Bearing Standalone Developmental Education Courses

- Nationally, Black and Latinx students are much more likely to be placed into Developmental Education and more likely to be impacted by negative outcomes including financial cost of courses not tied to a degree, delayed access to credit-bearing courses, and stigma that a student is “not ready” for college.
- Reforms that have taken place nationally and in Massachusetts include co-requisite courses, course placement using multiple measures instead of relying on one standardized test.
  - Case Study: Florida’s Senate Bill 1720 allowed students to enter directly into college-level courses. A 2020 study found that cohorts after the reform were more likely to not only enroll directly enroll in gateway courses, but also successfully complete the course (Park-Gaghan et al.).
    - Researchers found that the reform had exponentially positive impacts for institutions in their quest to better support Black and Latinx students (Park-Gaghan et al., 2020)



# MA's Three-Pronged Approach

## MA's Three-Pronged Approach

### Developmental Education

Multiple Assessment  
& Placement  
Measures

Mathematics  
Pathways

Co-requisite Support

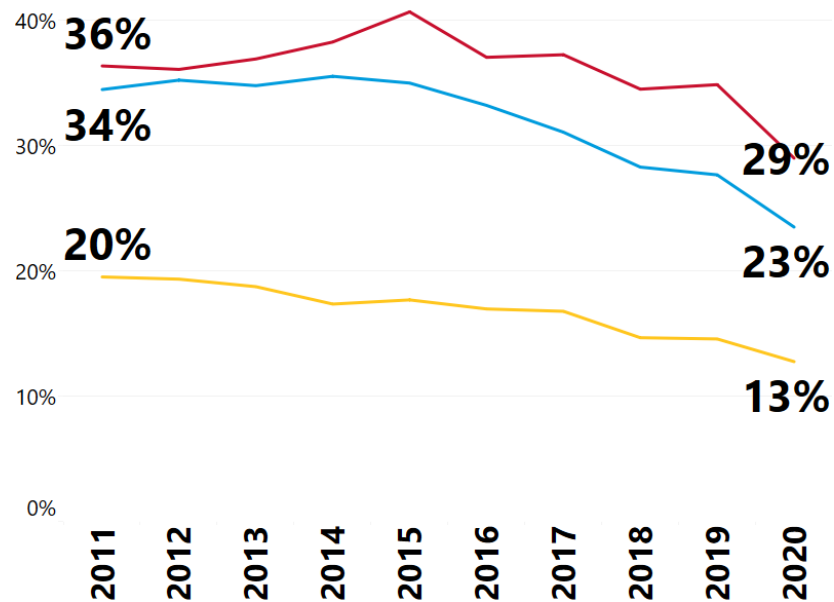
Early data from a DHE assessment for revised placement policy indicates that, in 2019, completion rates for Black and Latinx students in gateway, credit-bearing math and English courses jumped five percentage points.

# Equity Agenda – FY22 Priorities

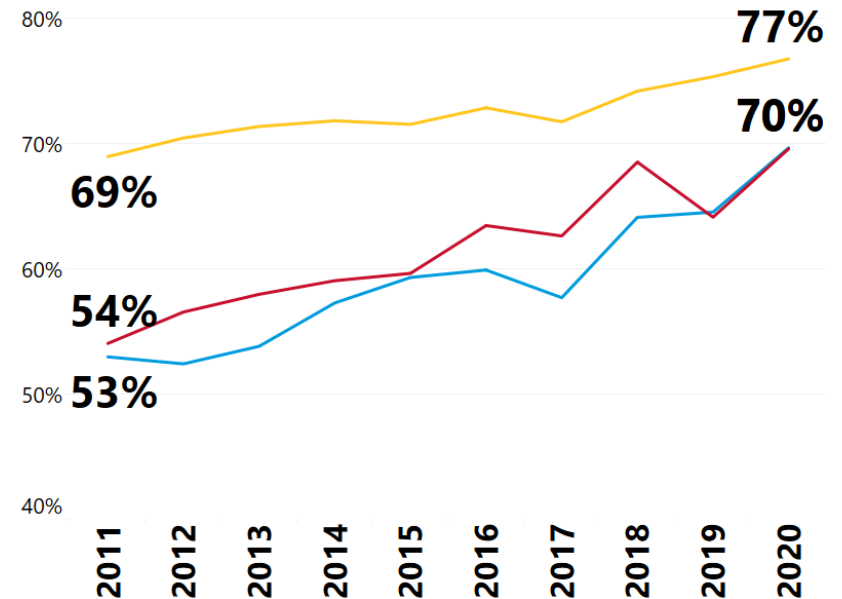
## Eliminate Non-credit Bearing Standalone Developmental Education Courses

### Community Colleges—Enrollment in English in first year (full-time students)

#### Enrollment in Developmental English



#### Enrollment in College-Level English



COLOR LEGEND

White

African American

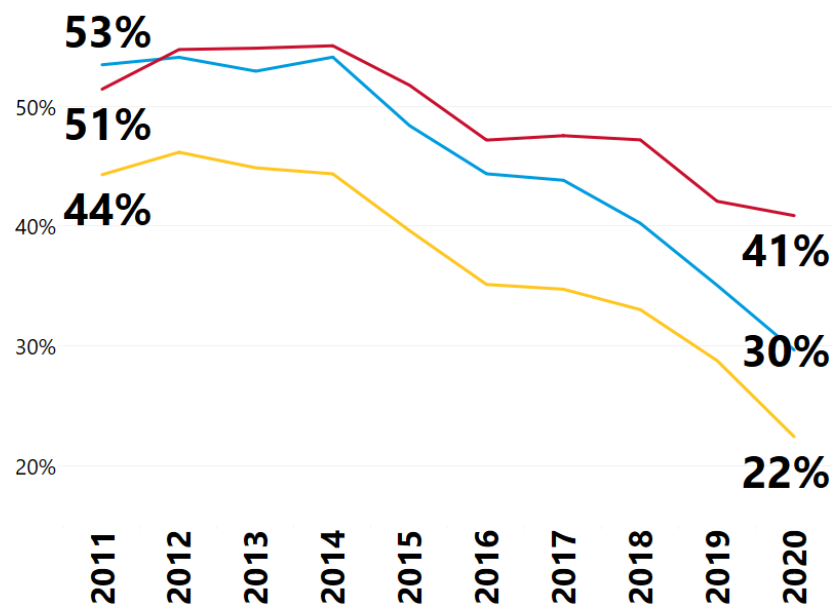
Latinx

# Equity Agenda – FY22 Priorities

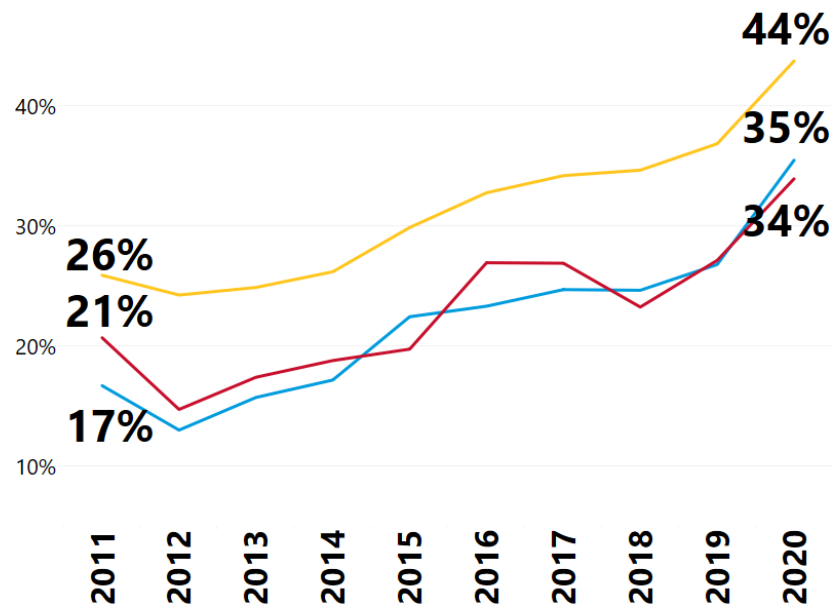
## Eliminate Non-credit Bearing Standalone Developmental Education Courses

### Community Colleges—Enrollment in math in first year (full-time students)

#### Enrollment in Developmental Math



#### Enrollment in College-Level Math



COLOR LEGEND

White

African American

Latinx

# Next Steps: FY22 Workplan

- Revive the statewide Developmental Education Advisory Board and charge the group to partner with DHE staff to develop an equity-minded policy to eliminate standalone non-credit bearing developmental education courses.
- Develop equity-minded implementation guidelines once policy is adopted by the Board.
- Refine success metric to better track progress.

# Strategic Finance

# FY22 Areas of Priority – Finance

### Formula Funding (Section 15b of MGL Chapter 15a)

- Funded at 2% of college and university base appropriations for second consecutive fiscal year.
- \$5.8M and \$6.3M for the SU and CC segments, respectively
- FY21 distributions ranged between 1.5% and 2.5% of line-item funding
- Opportunity to more closely align base budget and outcome metrics with Equity principles and goals

# FY22 Areas of Priority – Finance

### FAAP Advisory Council

- BHE budget recommendations for FY21 cited commitment to a **strategic** approach to funding public higher education – delayed due to pandemic
- Public investment in higher education should be aligned with and supportive of the Equity Agenda and promote innovation, efficiency, and student outcomes.
- Opportunity in FY22 to study and recommend a strategic funding framework that aligns with the BHE's values and vision for the future of higher education in Massachusetts

## FY22 Areas of Priority – Finance

### Strategic Review of Public Higher Education Financing

RFR issued to solicit proposals from experienced consultants to:

- Provide a current state review and analysis of how public higher education in Massachusetts is financed
- Provide a comparative analysis with other states
- Provide analyses of the potential impacts of demographic changes, COVID-19 and federal policy changes
- Provide initial findings and final report on analysis of student-level impacts
- Provide initial findings and final report on analyses of how alternative approaches might impact students, campuses, the workforce and the Commonwealth