

Board of Higher Education Retreat

January 29th, 2025

WELCOME!

Agenda

Topic	Timing
Welcoming Remarks	
Innovation Priority <ul style="list-style-type: none">• Reminder on rationale• Vote to approve Innovation guiding principles and goals	
Economic Mobility Priority <ul style="list-style-type: none">• Historical context, opportunities, and insights from other states• Vote to approve Economic Mobility guiding principles and goals	
Student Success & Financial Aid Priority <ul style="list-style-type: none">• Status update, including highlights from the Commission on Higher Education Quality and Affordability (CHEQA)	
Public Good Priority <ul style="list-style-type: none">• Status update	
Equity Goal <ul style="list-style-type: none">• Performance on matriculation rates, completion rates, and earnings• Examples of how we closing are and can continue to close equity gaps	
Board Structure & Alignment <ul style="list-style-type: none">• Vote to sunset Advisory Councils• Vote to amend By Laws• Vote to amend Executive Committee bylaws	
Priorities for 2025 and Closing	

We started discussing our Strategic Priorities Plan in January 2024 and are excited to share the latest with you

- As a reminder, we discussed a **first draft** of the priorities at our **January 2024 Board Retreat**
- Then in September, **we discussed a full draft of the Innovation priority plan**, as well as guiding principles for the Student Success/Financial Aid and Economic Mobility priority plans
- Since then, we have engaged a variety of stakeholders, including BHE members, DHE leadership, and external advisors to **refine our Economic Mobility priority plan**, which we will discuss today
- Additionally, the state launched the **Commission on Higher Education Quality and Affordability**, which focuses on topics related to our Student Success/Financial Aid priority - thus, we have decided to review the recommendations from their final report (due Mar. 31) before drafting a plan for approval
- We also have a **fourth priority on Public Good**; given the level of thoughtfulness we'd like to put into this topic, we decided to postpone the development of this plan to 2025 and as such, look forward to engaging with you all on this topic later this year
- We are excited to (hopefully!) **begin to carry out** our Innovation and Economic Mobility plans this Spring, and **finish laying the groundwork** for Student Success/Financial Aid and Public Good

Goals for today



- Approve the Innovation and Economic Mobility Strategic Priority Plans
- Discuss the latest on the Student Success & Financial Aid and Public Good Strategic Priority Plans
- Hear from the Department on key equity goal measures
- Approve governance changes (e.g., sunseting Advisory Councils)
- Discuss what's next for 2025

Our four strategic priorities work in service of our overall equity goal

Equity Goal

Reduce by at least half the racial, ethnic, and economic disparities that persist in the provision of postsecondary opportunity and success

Priorities

1

Roll out and sustain a compelling set of clear and consistent state financial commitments to making college affordable for students & well-supported to raise success

2

Significantly increase the economic mobility benefits of postsecondary participation in Massachusetts

3

Improve alignment between postsecondary education opportunities and Massachusetts public good

4

Expand the role of the Board and Department in facilitating and fostering high-impact innovation among IHEs and our system through advancing new approaches to postsecondary opportunity and success for the full range of potential learners

Innovation Priority

Reminder: As higher education faces growing pressures and evolving needs, effective innovation will be crucial

BHE and DHE have the opportunity and responsibility to complement campus- and segment- level innovation by fostering constructive and impactful change



BHE's innovation strategy will focus on systems-level and multi-IHE innovations to maximize learner success and increase equity in outcomes across the public system of higher education




Massachusetts would become a national pioneer as the only public state higher education agency to stand up and sustain a dedicated innovation function

Reminder: BHE/DHE will focus on system-level innovation rather than segment- or campus-level innovation

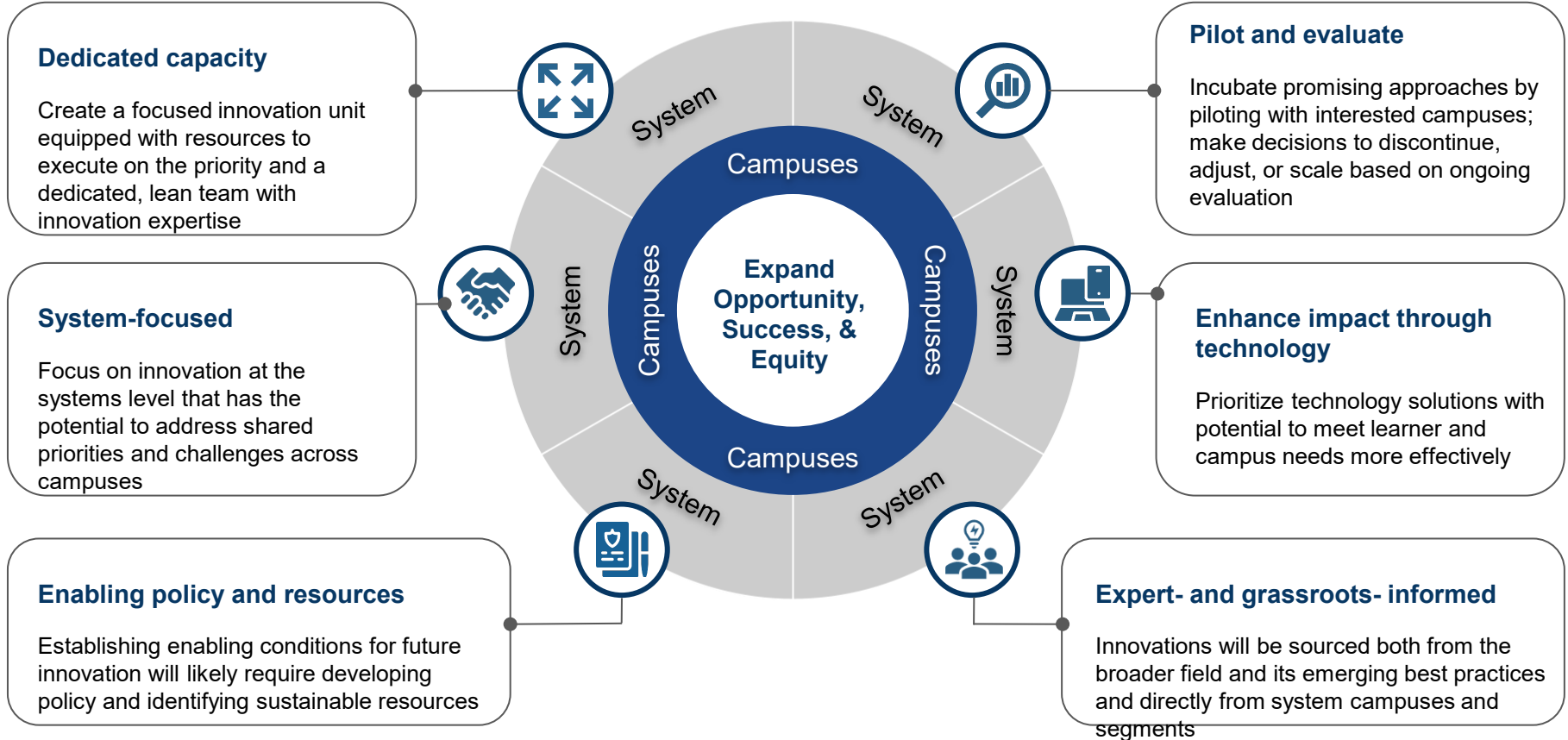


Individual campuses and segments have successful existing innovation efforts. As such, **the BHE/DHE innovation function will not focus innovation efforts at the individual campus- or segment-level.**



Given BHE and DHE's duty to the greater system of public higher education and ability to work across all institutions and segments, BHE/DHE will incubate and promote innovation at the system-level and with cohorts of multiple IHEs

Guiding principles: Key elements of future innovation



Five-year goals: Innovation

5 Year Goals

1. Demonstrate ability to launch innovations that contribute to overall equity and success goals for learners
2. Launch and sustain a dedicated innovation function unit with the ability to respond quickly and efficiently
3. Attract and grow multi-year funding from both public and philanthropic sources
4. Launch at least 10 pilots that have the potential to make a meaningful impact on BHE strategic priorities if scaled
5. Demonstrate positive outcomes & then substantially scale at least 2 pilots to reach a much broader group of learners
6. Foster a growing network of campus partners as well as nonprofit and academic allies and partners to develop pilots and achieve goals

18-month goals: We propose an initial set of deliverables to be completed in the next 12-18 months

Nearer-Term Action Items

Governance and Resources

- Form and convene BHE Innovation Task Force composed of BHE members, external experts, and civic leaders, and other stakeholders to develop recommendations for BHE approval
- Attract sufficient public and/or private resources to launch innovation unit
- Recruit small, agile, & effective team to lead/execute innovation work

Pilot and Evaluation

- Work with campuses to identify & refine at least two promising campus-identified & collaborative pilots with multiple campus partners
- Identify and refine at least two promising potential pilots building on promising innovations and practices from across the country
- Launch at least two pilots aligned to overall BHE/DHE strategic priority goals

Economic Mobility Priority

Economic mobility has been a BHE priority for years

2018

BHE voted to decide on and track a measure of economic mobility

2022

BHE received SPRE report

2023

Evidence-Based Policy-Making Advisory Council (EBPM AC) put forth earnings/economic mobility and ROI as long-term measurement goals

Today we will vote on guiding principles and goals for the Economic Mobility Priority Plan

Core elements of the strategic priority plan

**Guiding
principles**

5-year goals

18-month goals

Reminder: In September, we discussed two guiding principles for our Economic Mobility priority plan

Measurement

Decide **what specific measures of economic mobility and ROI to track**, and methodology

Track measures by **student attribute** and at the level of individual **degree pathways**

Determine **how to share** measures with key stakeholders (the public, campuses, policymakers, researchers)



Policy and programmatic levers, e.g.,

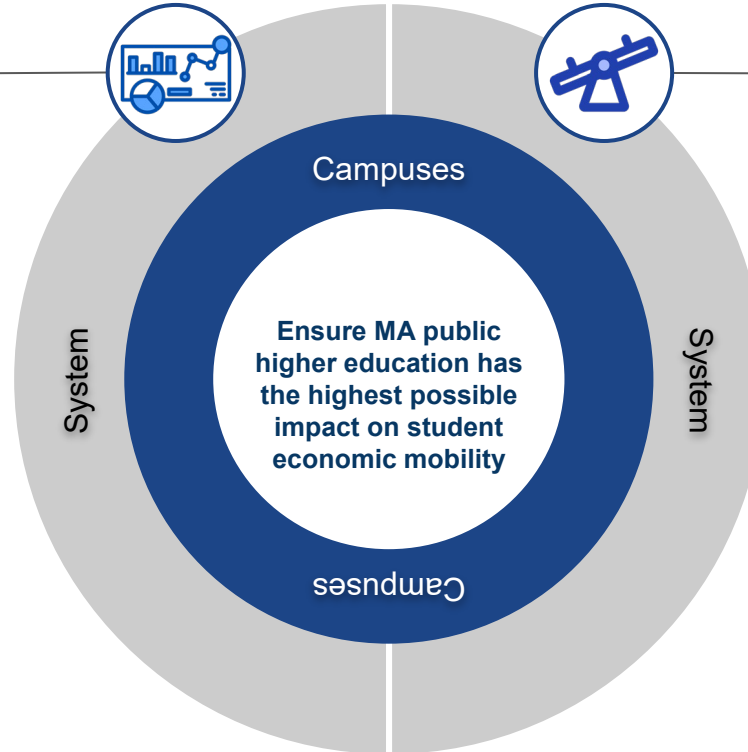
Program approval & review

Campus **strategic planning & accountability**

Financial aid / funding formulas

Work-based learning (e.g., co-ops)

Skills training (e.g., stackable high value certificates)



The following slides include example measures and actions, informed by **prior BHE/DHE work** and a **landscape analysis of what other states are doing** in this space

Recently, the EBPM AC discussed and developed several long-term mobility measurement goals for the BHE/DHE to consider

Measures of:

- **Earnings**
- **Return on Investment (ROI)**

Segmented and reported by:

- Institution and individual pathway
- Degree and non-degree pathways
- Demographics - race/ethnicity gender, income

Audiences who would have access to clear, timely, actionable measures:

- Institutions to drive continuous improvement
- Policy-makers in policy-making
- Individuals and those who support them in making postsecondary pathway choices
- Researchers to develop insights that inform the actions of these other audiences

EBPM AC proposed measurement goals:

Why discuss earnings and ROI?

- 1 Stakeholders want and value the data** so that they can be more equipped to make decisions
- Earnings and ROI are **'next' on the economic mobility measurement spectrum**, based on what MA tracks today
- The higher education **field is already moving in this direction**, underscoring the importance for MA to align with emerging standards

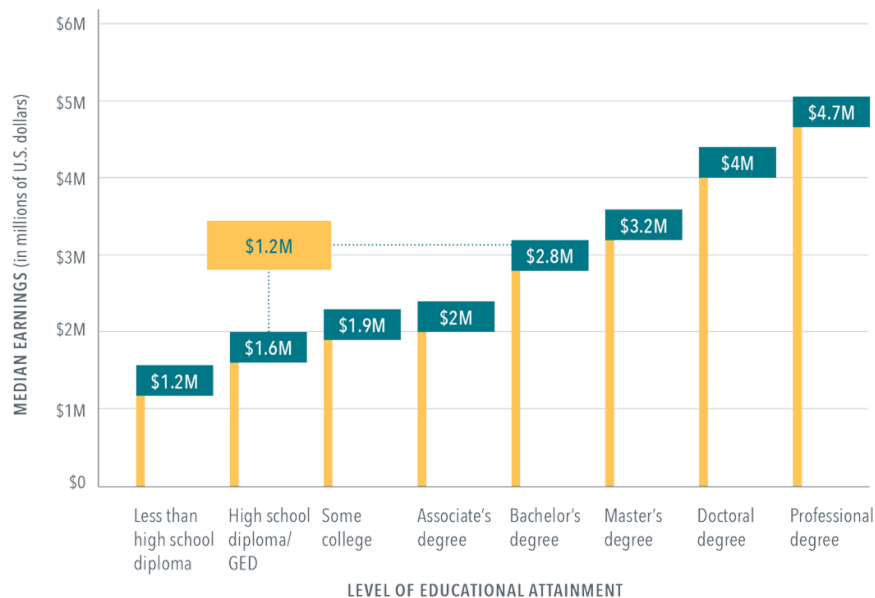
Income is not everything, but it IS important - one reason students go to college is to earn more money

- **Money as a Key Motivator:** 73% of students say earning more **money** is a very important reason for pursuing college; 88% at HBCUs agree.
- **Economic vs. Non-Monetary Goals:** Students also value **job readiness** and **personal growth** (e.g., learning about interests).
- **Lack of Information:** Most individuals lack the data needed to quantify monetary and non-monetary outcomes, emphasizing the need for clear, robust, rigorous metrics.
- **Equity Matters:** Disaggregating value by race, gender, and income is critical for addressing systemic inequities.
- **Choice Enables Success:** Clear information, guided navigation, and high-quality, versatile options empower better educational decisions.

The following reasons were "Very Important" in deciding to go to college:	ALL BACCALAUREATE INSTITUTIONS	ALL HISTORICALLY BLACK COLLEGES AND UNIVERSITIES
To be able to get a better job	84%	88%
To gain a general education and	75%	80%
To make me a more cultured person	50%	59%
To be able to make more money	73%	88%
To learn more about things that interest me	83%	84%
To get training for a specific career	79%	86%
To prepare myself for graduate or professional school	60%	74%
To please my family	37%	54%

On average, graduates do earn more - research shows that more education leads to more lifetime earnings

Median individual lifetime earnings increase by educational attainment in the U.S.



However, the economic return on investment (ROI) in education is highly variable

Percent of programs that lead to positive ROI in given time-frame (national data)

	Years since graduation	0-5	5-10	10-20	20+	NO ROI	Total # of programs
Type of program	Bachelor's degree-granting	41%	24%	14%	11%	10%	25,691
	Associate's degree-granting	64%	7%	4%	4%	21%	7,882
	Certificate-granting	48%	4%	2%	3%	42%	4,524

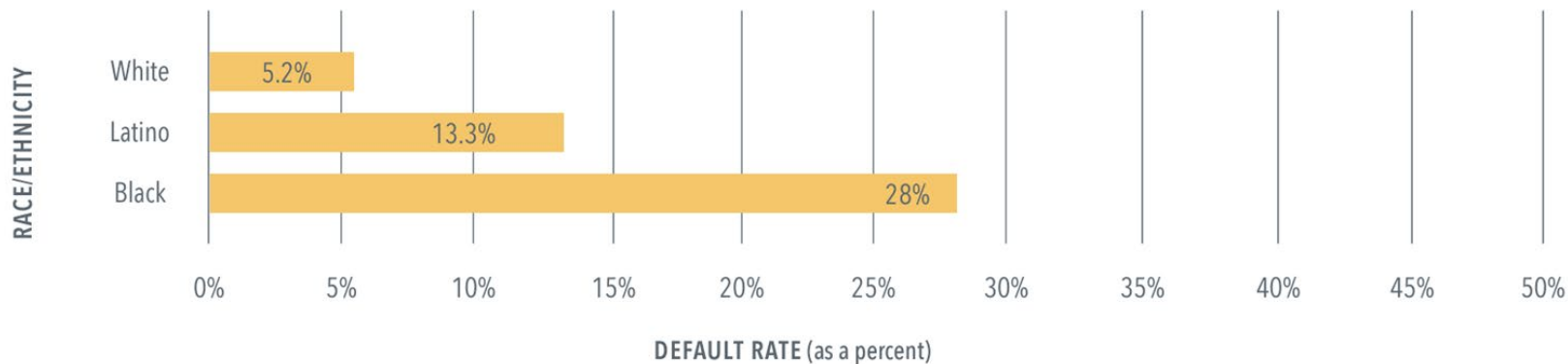
Implies that only ~65% of Bachelor's degree, ~70% of Associate's degree, and ~50% of Certificate-granting programs yield positive ROI within 10 years of graduation

Implies that ~35% of programs overall do not generate a positive ROI within 10 years of graduation (if ever)

Note: Assumes a 4-year graduation rate for bachelor's (even though national average is 5.1 years assuming full-time enrollment); assumes a 2-year graduation rate for associate's (even though national average is 3.3 years assuming full enrollment); does NOT include students who stopped out before completing a degree; as such, numbers may be optimistic. Source: "[Which College Programs Give Students the Best Bang for Their Buck?](#)," Third Way, 2021 and [National Student Clearinghouse report on Fall 2022 enrollment](#), and [Time to Degree](#), National Student Clearinghouse Research Center.

Low ROI can result in a lifetime burden of debt

U.S. student loan default rate (by race/ethnicity)



Economic mobility measurement exists on a spectrum

Economic mobility measurement spectrum

Less rigorous measures

More rigorous measures



These capture students' attainment of credentials via education and training providers

These capture graduates' labor market outcomes

These incorporate graduates' labor market outcomes, as well as the costs they incurred to earn a postsecondary credential

This captures students' overall financial assets, relative to their debts

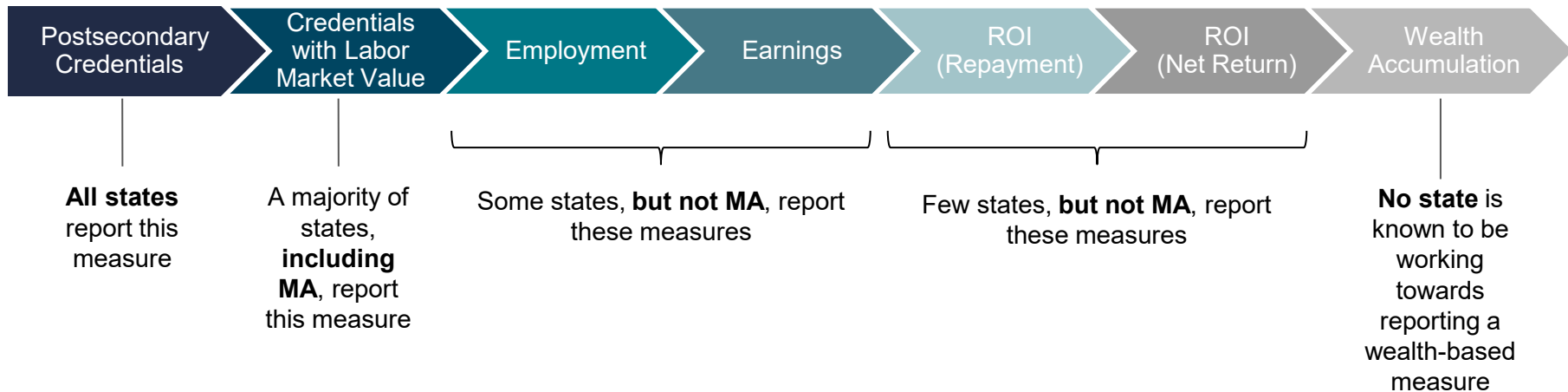
It could but does not necessarily include employment or wage outcomes or the cost of postsecondary education, per se

Earnings and ROI are 'up next' given where MA is on the measurement spectrum

Economic mobility measurement spectrum

Less rigorous measures

More rigorous measures



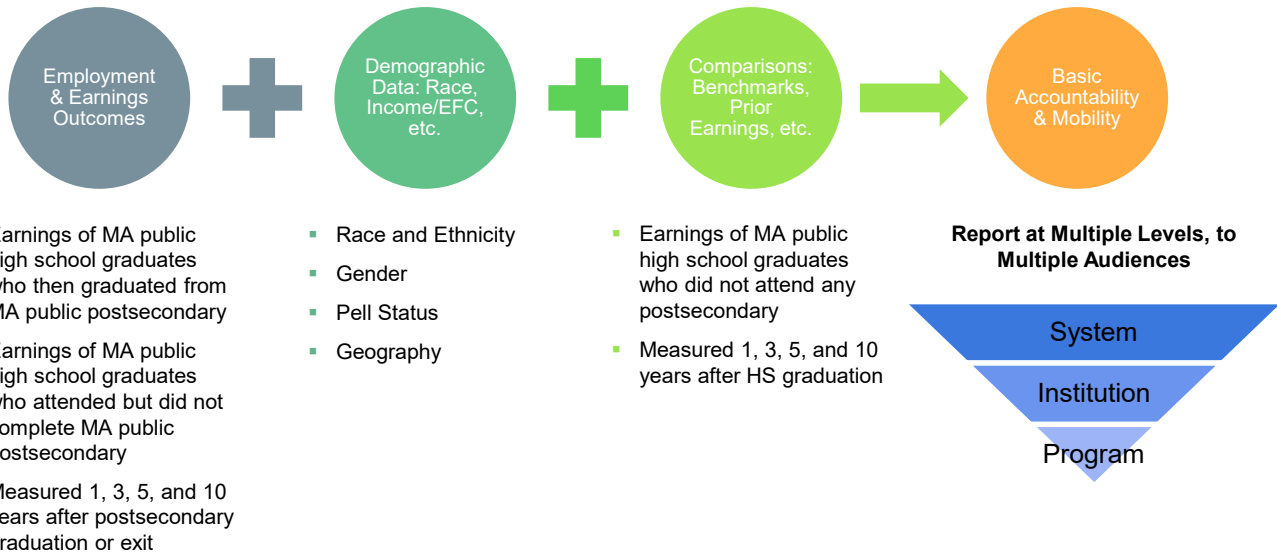
Massachusetts is planning to release two types of earnings metrics in the next PMRS refresh (April 2025)

DHE Performance Measurement Reporting System (PMRS) metrics

PMRS Metric: Post-Enrollment Earnings, *benchmarked to* Earnings of HS Graduates

For students who entered postsecondary education immediately after graduating high school, what are their average annual earnings at defined points in time after graduation or their last known date of enrollment, compared with earnings of high school graduates with no postsecondary education?

Data sources: HEIRS, Edwin, NSC, UI

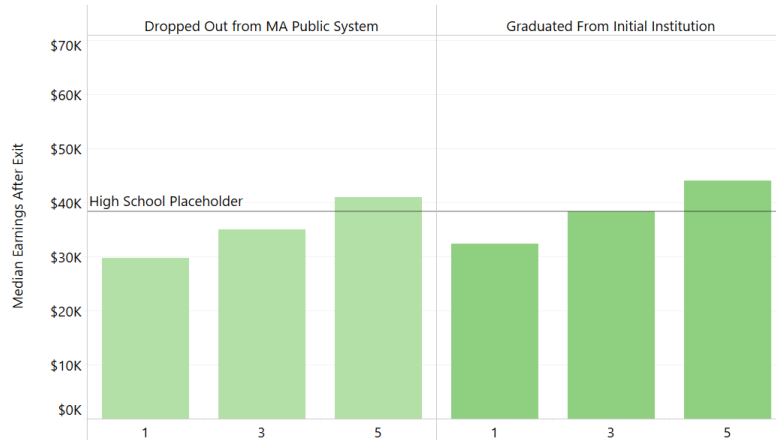


Massachusetts is planning to release two types of earnings metrics in the next PMRS refresh (April 2025)

DHE Performance Measurement Reporting System (PMRS) metrics

PMRS Metric: Post-Enrollment Earnings, *benchmarked to* **Earnings of HS Graduates**

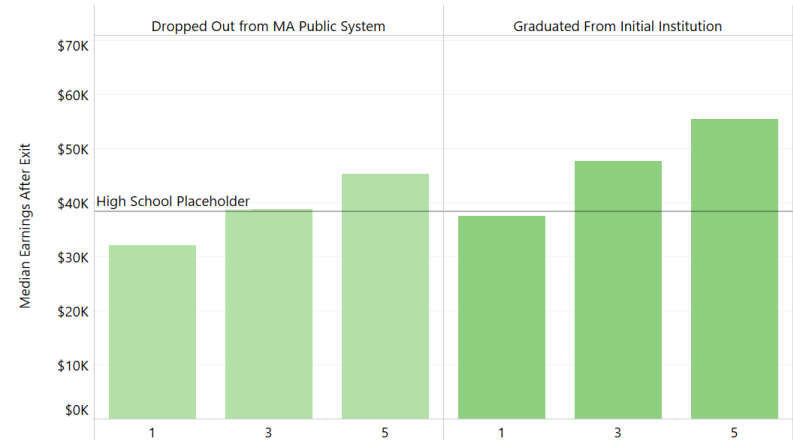
Median Earnings, 1, 3, 5 Years after Exit (Graduates and Non-Completers), 2012 High School Graduates Enrolling in Community Colleges



Note: Earnings have been adjusted for inflation to 2020 constant dollars. The placeholder constant line (with a value of \$38,300) indicates median annual earnings of U.S. full-time, year-round workers ages 25–34 for high school graduates in 2020. Source: National Center for Education Statistics (NCES), 2024.

<https://nces.ed.gov/programs/coe/indicator/cba/annual-earnings>

Median Earnings, 1, 3, 5 Years after Exit (Graduates and Non-Completers), 2012 High School Graduates Enrolling in State Universities



Note: Earnings have been adjusted for inflation to 2020 constant dollars. The placeholder constant line (with a value of \$38,300) indicates median annual earnings of U.S. full-time, year-round workers ages 25–34 for high school graduates in 2020. Source: National Center for Education Statistics (NCES), 2024.

<https://nces.ed.gov/programs/coe/indicator/cba/annual-earnings>

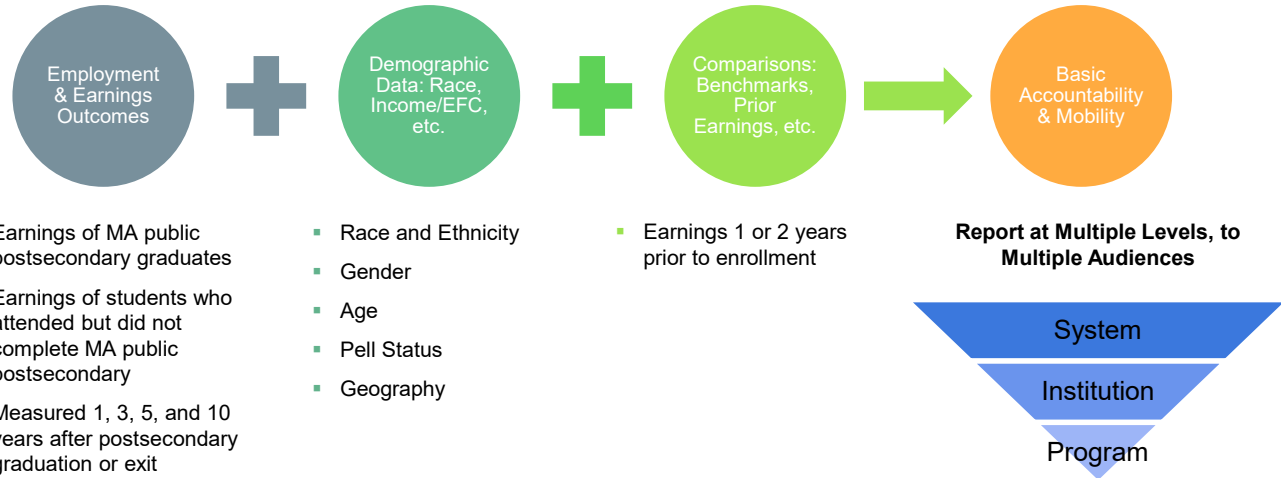
Massachusetts is planning to release two types of earnings metrics in the next PMRS refresh (April 2025)

DHE Performance Measurement Reporting System (PMRS) metrics

PMRS Metric: Post-Enrollment Earnings, *benchmarked to* Pre-Enrollment Earnings

For students age 25 and older who entered postsecondary education after a period of employment, how do their annual earnings prior to enrollment compare to their earnings at defined points in time after graduation or after their last known date of enrollment?

Data sources: HEIRS, NSC, UI

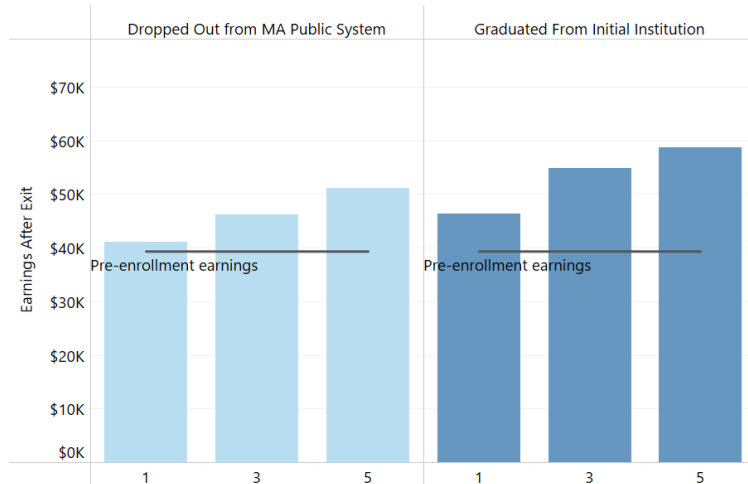


Massachusetts is planning to release two types of earnings metrics in the next PMRS refresh (April 2025)

DHE Performance Measurement Reporting System (PMRS) metrics

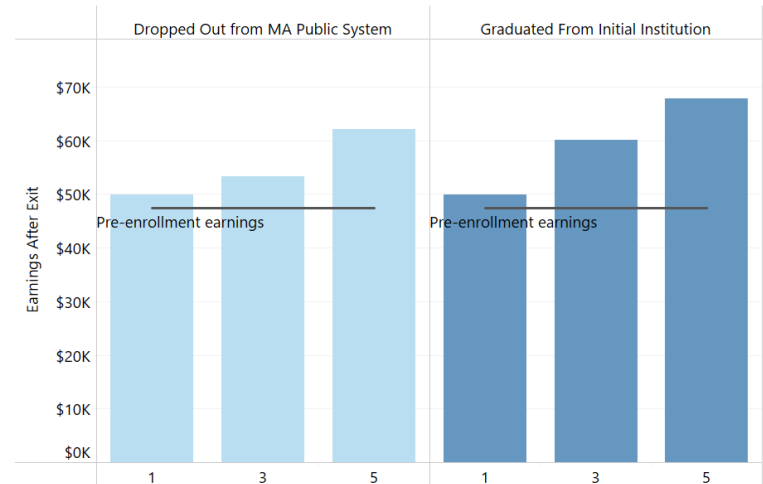
PMRS Metric: Post-Enrollment Earnings, *benchmarked to Pre-Enrollment Earnings*

Median Pre/Post Enrollment Earnings, 2012 Fall Entering Cohort at Community Colleges, 1, 3, 5 Years After Exit (Graduation and Non-Completers) and Year Prior to Enrollment



Note: Earnings have been adjusted for inflation to 2020 constant dollars.

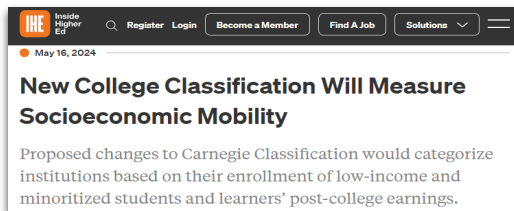
Median Pre/Post Enrollment Earnings, 2012 Fall Entering Cohort at State Universities, 1, 3, 5 Years After Exit (Graduation and Non-Completers) and Year Prior to Enrollment



Note: Earnings have been adjusted for inflation to 2020 constant dollars.

The field is headed in this direction - the Carnegie Classification system is adopting an earnings comparison

Spring 2025 release of Carnegie Classification system will introduce institutional comparisons based on earnings



*“There’s no perfect way to measure social and economic mobility, but the Carnegie Social and Economic Mobility Classification aims to be a **more intentional** way of measuring how colleges and universities are delivering on their **fundamental promise of being socioeconomic engines that empower students to reach their fullest potential**”*

Mushtaq Gunja,
Executive Director of Carnegie Classifications

Earnings example: Connecticut reports annual earnings of high school graduates in the 15 years after they graduate

Postsecondary Labor and Earnings

This report presents the annual earnings (adjusted to 2022 dollars) of Connecticut's high school graduates in the (up to) 15 years after they graduate high school, up to money earned in calendar year 2022. It was made possible by the partnership of multiple state agencies including CSDE and the Department of Labor (DOL) via the P20WIN program.

Summary Report Interactive Report

Select High School Graduating Class¹

2007 2008 2009 2010 2011 2012 2013 2014 2015 2016

< College Completion Highest Credential Earned Gender Race/Ethnicity High Needs Industry of Employment CTECS >

Those with a four-year (or higher) degree⁴ earn³ substantially more than those with shorter-term degrees or certificates⁴ beginning in the sixth year after high school graduation. This gap increases over time.



¹ HS Graduating Class: A high school graduating class is defined as all students who graduated between September 1 of the previous year and August 31 of the selected year.

² Statewide Data: Select "Clear filter" to see statewide data.

³ Average Annual Earnings: The Average Annual Earnings measure has been adjusted for inflation to 2022 dollars. This measure only includes graduates with earnings in Connecticut during the given year; graduates who were unemployed or employed in a different state are not included. Graduates may be included in some years but not others, depending on their employment status.

⁴ College Credentials: College credentials are reported as ever-earned and are static per person across years. Graduates are considered as having earned a college credential if they have earned a certificate, associate's degree, or bachelor's degree (or higher) at a postsecondary institution within 7 years of high school graduation. Graduates who were enrolled in a postsecondary institution but did not earn a college credential with 7 years are categorized as having some college. Graduates who were never enrolled in a postsecondary institution in the 7 years following high school graduation are categorized as having no college.

Leading states look not just at earnings, but also at earnings thresholds

The question of which earnings threshold(s) MA could and should track may be a good topic for the economic mobility task force

Thresholds	Threshold Example Questions
No Threshold	<ul style="list-style-type: none"> • What is the average or median earnings of a graduate?
Pre-Post Thresholds	<ul style="list-style-type: none"> • Does the individual earn more than they did prior to enrolling in college?
Minimum Thresholds	<ul style="list-style-type: none"> • Does the individual earn a minimum wage? • Does the individual earn X percentage above the Federal Poverty Level?
Living Wage Thresholds	<ul style="list-style-type: none"> • Does the individual earn a salary of at least \$40k within one year of graduation? • Does the individual earn a salary consistent with ALICE or MIT living wage expectations?
Premium Thresholds	<ul style="list-style-type: none"> • Does the individual earn the median salary of those who graduate in the same field of study? • Does the individual earn more (or X% more) than a typical high school graduate?
Mobility Thresholds	<ul style="list-style-type: none"> • Does the individual earn a salary that moves them into top income percentile range?

To have rigorous measures, a robust data reporting system and capacity for analysis is key

Earnings threshold example: Florida both measures an earnings threshold and uses it in its funding formula

In 2014, the State University System of Florida (SUS) approved a performance-based funding (PBF) model that includes two different earnings measures, including an **earnings threshold (living wage)** measure.

Measure	Description	PBF weighting
Earnings threshold	Percent of Bachelor's graduates enrolled or employed at \$40,000+ annually, one year after graduation*	Weighted equally among 10 metrics
Earnings	Median wages of Bachelor's graduates employed full-time, one year after graduation	Weighted equally among 10 metrics

Some states also measure (or plan to measure) ROI

Example ways to measure ROI

ROI (Repayment)

How long will it take for a student to recoup the cost of college?

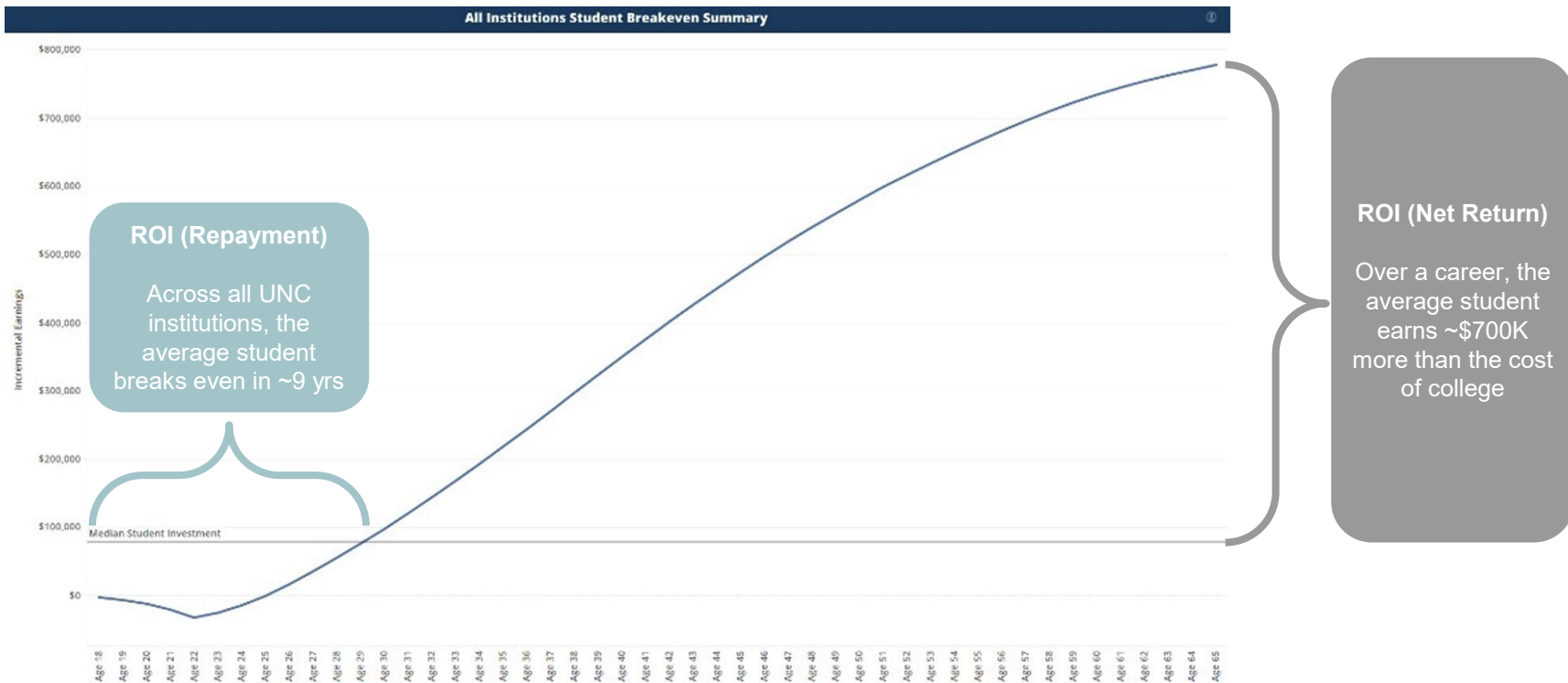
E.g., $\text{ROI} = \text{Years to recoup investment} = \frac{\text{Cost of Education}}{\text{Annual Earnings Premium}}$

ROI (Net Return)

How much (total) will a graduate earn during their career, after accounting for the cost of a degree?

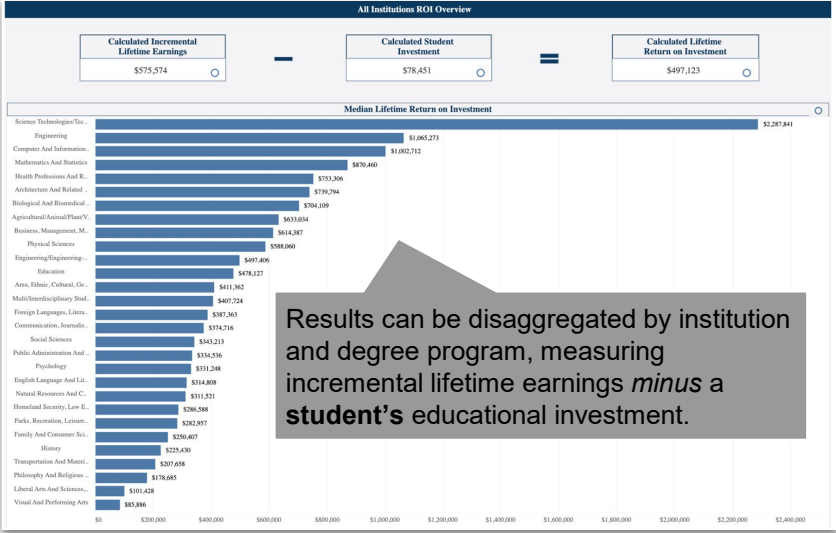
E.g., $\text{ROI} = \text{Net earnings} = \text{Annual Earnings Premium} * \text{Career Years} - \text{Cost of Education}$

ROI example: The UNC System publicly reports student ROI in terms of both repayment AND net return

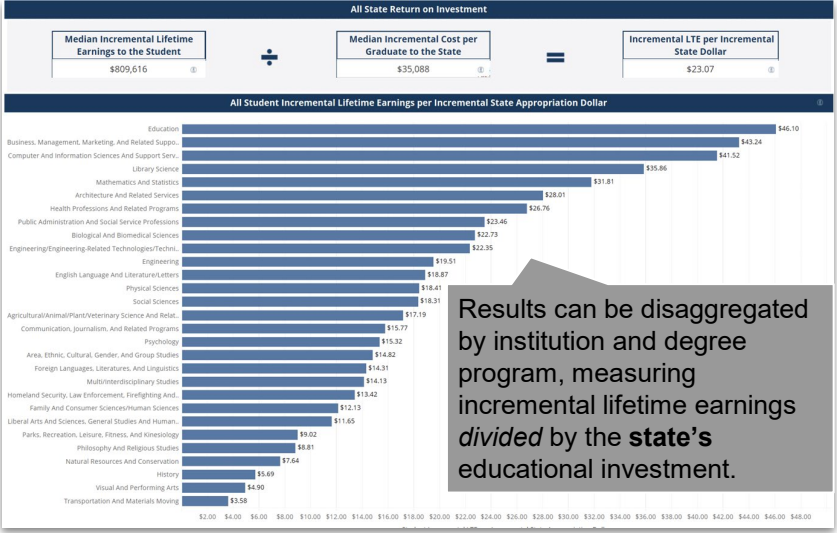


UNC: In addition to student ROI, the UNC System reports ROI for the state

Student ROI (net return)



State ROI (return per dollar)



Massachusetts has the data needed to measure ROI

Available Likely Available Not Available ● Data point needed

Data Element	Source	Postsecondary Credentials	Credentials with Labor Market Value	Employment	Earnings	ROI (Repayment)	ROI (Net Return)	Wealth Accumulation
Student demographics	DHE (HEIRS)	●	●	●	●	●	●	●
Degree attainment	DHE (HEIRS)	●	●	●	●	●	●	●
Cost of attendance	DHE (OSFA)					●	●	
Labor market data	TBD		●					
Employment	DUA > DHE			●				
Wages	DUA > DHE				●	●	●	
Asset ownership	TBD							●
Debt	TBD							●

Just because the data is available does not mean the infrastructure or resources are in place to measure it today

What we choose to report and how we report it matters, which is why we will continue this discussion over time

Example questions for the Task Force to investigate



- What are our **measurement goals**?
- Are **earnings and ROI** the right measures for us to report?
- Are there **other measures** we should consider?
- How should we **define and calculate** selected measures?
- How should we **“cut”** selected measures?
- What does **effective socialization and reporting** look like?
- How do we **package findings with the right context**?
- How will selected measures be **used**?
- How will actual outcomes, tracked by measures, be **improved**?

There are two initiative areas that may offer complementary value to core college degree offerings

	Work-Based Learning (WBL)	Skills-Based Training
Description	<ul style="list-style-type: none"> Provides students hands-on experience, industry-relevant skills, and professional networks that enhance employability and access to higher-paying career opportunities 	<ul style="list-style-type: none"> Equips students with targeted, in-demand skills that lead to immediate employment opportunities and career advancement in high-growth industries
What leading states prioritize	<ul style="list-style-type: none"> Dedicated funding for program stability Regional networks and localized intermediaries Structured, tiered, and progressive pathways for WBL and career exploration 	<ul style="list-style-type: none"> Alignment to workforce demand Stackable credential pathways Employer and economic mobility incentives Standards for quality and relevance

Many of these initiatives could overlap across strategic priorities - for example, the credentials pilot in the Innovation plan!

WBL: There are many different types of WBL models

Example WBL models

Description

Co-op

Four to eight-month, full-time, paid work experience (students do not attend classes while on co-op); completed by ~10% of students¹

Internship

Short-term, entry-level work experience that can be paid or unpaid; completed by ~60% of students¹, typically over the summer

Practicum

Highly structured programs embedded within the curriculum that provide hands-on learning; most common in nursing and education

Apprenticeship

Hands-on training in skilled trades, often lasting 1-4 years

Job shadowing

Typically one-time (though sometimes repeat) experiences that allow students to observe the day-to-day workings of a profession

WBL: Many WBL models are present in the state today

- **MA has and supports multiple WBL offerings** among IHEs, e.g.,
 - \$1M budgetary allocation for State University internships
 - Sizeable co-op program (~400 students annually) at University of Massachusetts Lowell
- Conversations with public IHE leaders indicate that there is **strong appetite to expand WBL offerings** as well as the **need for financial and technical assistance** to do so
- **One WBL offering with heightened interest is co-op**, as the literature suggests that co-op leads to better employment, earnings, and career satisfaction outcomes

Co-op: Research shows that co-op leads to better employment, earnings, and career satisfaction outcomes

Employment

Graduates who do a co-op or internship are **49% less likely to be underemployed** out of college¹

Co-op participants are **~40% more likely to be employed full-time** three years after graduation²

Earnings

Three years after graduation, co-op participants **earn \$2-4k more annually** vs. matched peers³



Eight years after graduation, co-op participants can **earn up to \$20k more annually** vs. matched peers⁴

Satisfaction

Co-op participants are **56% more likely** to have their **first job be related** to their field of study²

Work-based learning experiences **increase career satisfaction by 7ppt** in the five years post-graduation⁵

Long-term, MA may consider incorporating economic outcome measures into existing or new policies

Example policy	Example of putting economic outcome measures into practice in other states
<p>Program review and approval</p>	<p><i>Louisiana</i></p>  <ul style="list-style-type: none"> ● Institutions must create programs that improve educational attainment and job readiness, and submit three-year academic plans that describe efforts to meet statewide attainment goals and labor market goals ● New degree programs must be designed to: <ul style="list-style-type: none"> ○ Meet the needs of students, industry, and academia ○ Fall within the existing role, scope, and mission of the institution
<p>Performance-based funding formulas</p>	<p><i>Texas</i></p>  <ul style="list-style-type: none"> ● Community colleges receive 95% of their funding based on student outcomes, incl: <ul style="list-style-type: none"> ○ Credential of value (COV) attainment/COV attainment in high-demand fields ○ Transfer ○ Dual Credit ● Funding formula provides additional weights for low income, academically underprepared, and adult students

With this context in mind, let's dive into the guiding principles and goals for the Economic Mobility Priority Plan

**Guiding
principles**

5-year goals

18-month goals

Guiding principles: We propose two guiding principles for our Economic Mobility priority plan and goals

Measurement

Decide **what specific measures of economic mobility and ROI to track**, and methodology

Track measures by **student attribute** and at the level of individual **degree pathways**

Determine **how to share** measures with key stakeholders (the public, campuses, policymakers, researchers)



Policy and programmatic levers, e.g.,

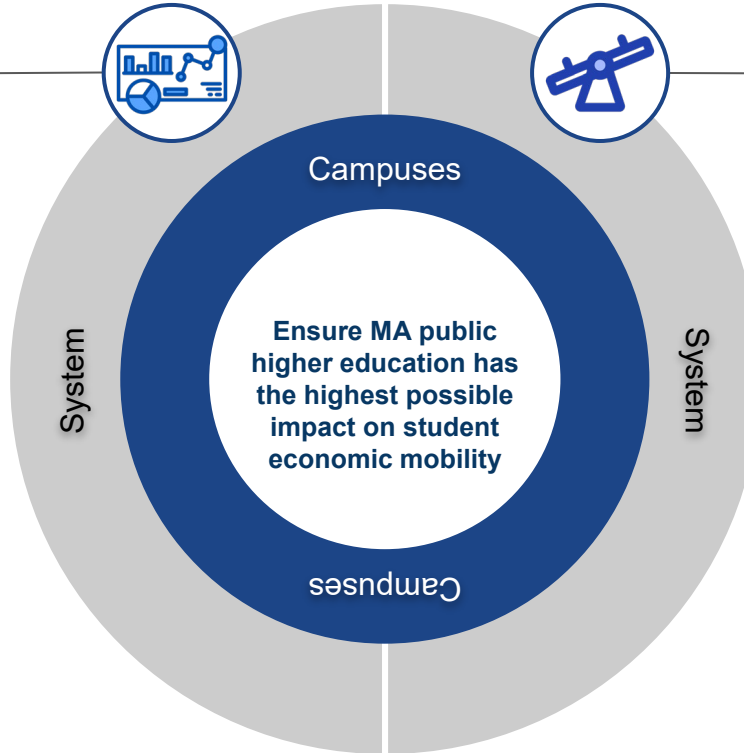
Program approval & review

Campus **strategic planning & accountability**

Financial aid / funding formulas

Work-based learning (e.g., co-ops)

Skills training (e.g., stackable high value certificates)



Five-year goals: Economic mobility

5 Year Goals

1. Adopt and effectively report on rigorous postsecondary economic success measures
2. Align Board and Department policies with the postsecondary economic success measures to incentivize and support institutions in improving economic mobility
3. Identify, prioritize, and invest in complementary efforts that, at scale, will make significant differences in economic opportunity

18-month goals: We propose an initial set of deliverables to be completed in the next 12-18 months

Governance and Resources

- Form and convene BHE Economic Mobility Task Force composed of BHE members, external experts, and civic leaders by April 30, 2025
- Determine and secure sufficient internal and external resources to progress on economic mobility goals in a timely manner

Goal 1: Measurement

- Begin to report earnings outcomes previously adopted in 2018 by June 30, 2025
- Task Force puts forward a recommendation for additional economic success measure(s) by September 30, 2025
- Task Force puts forward recommendations for how to use, share and report additional economic success measures, plus key “business rules” to define them and resources needed to report them by December 31, 2025
- Begin to effectively report at least one of the additional economic success measures by April 30, 2026

Goal 2: Policy

- Launch policy gap analysis to identify opportunities for alignment with the state’s goals for economic mobility by June 30, 2025
- Complete policy gap analysis and put forward findings to BHE by June 30, 2026

Goal 3: Practice

- Launch system-level analysis of opportunities to strengthen non-degree credential pathways and work-based learning opportunities by March 31, 2025
- Complete and put forward to the BHE a white paper on recommendations for possible pilots or policy actions to support non-degree credential pathways and work-based learning opportunities by December 31, 2025

Economic mobility: Section summary

- Our goal for today is to see if the Board is **ready to vote on guiding principles and 18-month & 5-year goals** for the Economic Mobility priority
- To **contextualize these guiding principles and goals**, we have pulled together materials from prior BHE/DHE work, as well as looked at what other states have done in this space
- Based on past work and the current landscape, we believe there are **two areas for the state to focus on**:
 - **Measurement**
 - **Action**
- Measurement: We are **not asking you to approve specific measures today; rather, we are asking you to approve a continuation of our measurement journey**. Over the next 18-months, the Task Force will be asked to recommend appropriate measure(s) for implementation, which would then require Board vote(s) later in 2025 and/or 2026.
- Action: We are **not asking you to approve specific actions today; rather, we are asking you to approve that we will take policy and complementary actions in the future**. Over the next 18-months, we would like to conduct an analysis of what actions make sense within the Massachusetts context.
- Any measures/actions shared today are simply **examples of where we could go, not a roadmap for where we will go**

Student Success and Financial Aid Priority

Reminder: The work of the Commission on Higher Education Quality & Affordability (CHEQA) is underway

The task force shall review and evaluate...

- ▶ **State assistance programs and funding**, including, but not limited to, aid for tuition, fees, books, supplies and other **costs of attendance** and make recommendations to ensure the accessibility and affordability of said higher education institutions and how to achieve best outcomes
- ▶ **Student costs and debts** during and after attending said universities
- ▶ **Programs that improve student success**, including, but not limited to, academic support, career counselling, assistance with applying for state and federal benefits and improvements to facilities
- ▶ Improvements needed to **increase the recruitment and retention** of qualified adjunct and full-time faculty and staff
- ▶ **Financial assistance program design** and models to efficiently increase state assistance, improve outcomes & reduce student costs

Commission target study areas

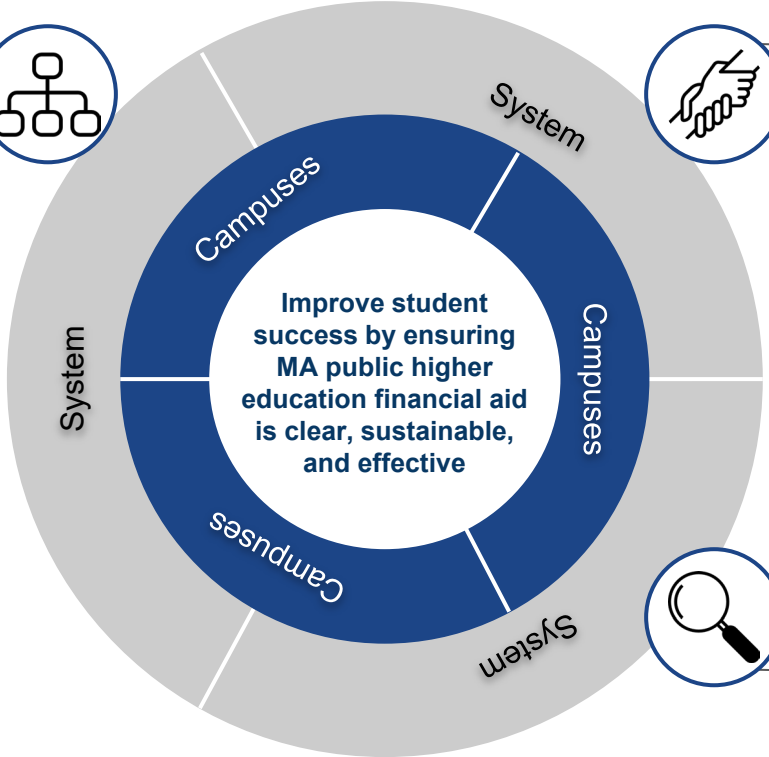
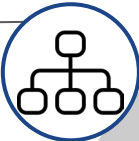
1. **Student success**
2. **State financial aid redesign**
3. **Faculty recruitment and retention**

CHEQA's work is closely aligned with our Student Success & Financial Aid Strategic Priority guiding principles

Mass Higher Ed Financial Redesign

Synthesize and codify legacy and new financial aid strands into a **clear, sustainable, effective, and coordinated** financial aid program and **develop robust approach to fully and effectively communicating** to all potential learners

Explore options to **expand aid further into cost of attendance** (i.e., beyond cost of tuition, fees, and books stipend) and **reduce need to incur debt**



Student Success Initiatives

Develop a **funding approach** that would equitably and effectively support **student success at scale**




Guidance and Clarity on Cost of Attendance

Increase **simplicity, transparency, and predictability** to institutions and students on tuition, fees, and broader cost of attendance



Given CHEQA is studying student success & financial aid, we will wait for their final report to draft & vote on our plan

Key activities	Timeline for Drafting Student Success & Financial Aid Strategic Priority Plan				
	2024	2025			
	Q4	Q1	Q2	Q3	Q4
CHEQA study	Student success and state financial aid analysis		Final report due 03/31		
Strategic priority plan finalization	Student success and financial aid plan drafting			Potential vote and/or follow-up	

 Ongoing research and analysis

 Key date

FYI: Several student success options are in the mix...

		Student Success		
		A) Expansion of per campus funding	B) Weighted funding formula	C) ASAP and ACE for all
Description		<ul style="list-style-type: none"> ▶ Expand current flexible grant structure beyond community colleges and state universities to include UMass campuses ▶ Increase the allocation per institution to allow for enhanced services ▶ Build on current programming at 2-year institutions, leveraging investments made in: <ul style="list-style-type: none"> – Peer mentorship – Integrated career exploration – High touch, multi-pathway advising – Faculty support 	<ul style="list-style-type: none"> ▶ Additive enrollment-based appropriations with funding weighted for students with higher needs can help raise outcomes, meet the Commonwealth's equity goals, and support institutions' ongoing investment in student services ▶ Prior SHEF recommendation for weighted enrollment posited \$2,000 per Pell-eligible student ▶ This policy approach would parallel the Commonwealth's K-12 approach in Foundation Budget and Student Opportunity Act to provide more funding to accompany students needing greater support 	<ul style="list-style-type: none"> ▶ Accelerated Study in Associate Programs (ASAP) and Accelerate, Complete, Engage (ACE) to be extended to all at-risk students, pursuing associate's or bachelor's degrees (ALL students) ▶ The program aims to eliminate barriers to timely degree completion by providing students with a suite of financial, academic, and personal resources and services: <ul style="list-style-type: none"> – Financial support (e.g., transportation) – Academic support (e.g., structured pathways) – Personalized, "intrusive" advising (e.g., tutoring, career counseling) – Experiential learning (e.g., internships) ▶ Costs to replicate ranged on geographic context and range of supports offered
	Cost estimates ¹	<ul style="list-style-type: none"> ▶ Award amount: <ul style="list-style-type: none"> – \$3m per institution, \$1,400 per student ▶ Total cost: <ul style="list-style-type: none"> – \$85m total 	<ul style="list-style-type: none"> ▶ Award amount: <ul style="list-style-type: none"> – \$2,000 per student ▶ Total cost: <ul style="list-style-type: none"> – \$120m 	<ul style="list-style-type: none"> ▶ Award per student: <ul style="list-style-type: none"> – \$1,850 to 3,400 per student² ▶ Total cost: <ul style="list-style-type: none"> – \$110m – \$190m

1. Cost estimates based on serving ~59k Pell-eligible students in MA in FY25; current cost is \$14m for community colleges

2. Ranges based on context and offerings of program – original CUNY design was \$3,400 but Ohio ASAP replication required just \$1,850 per student

Source: GSU Student Success Initiatives, Heckscher Foundation, NISS Annual Report (2024), Student Affairs Administrators in Higher Education (NASPA) report (2019), MA DHE internal data

...as are several possible financial aid options

Financial Aid				
	1) Basic Needs Stipend	2) Pell Grant Match	3) Free Tuition & Fees for All	4) Debt-Free Commitment
Description	<ul style="list-style-type: none"> ▶ State covers tuition and fees plus a fixed amount (~10% of COA for 4-year students) towards remaining cost of attendance for ~30k Pell-eligible students at 4-year institutions ▶ Builds on the \$1,200 stipend stipulated by the legislature to ensure all Pell-eligible students enrolled in 4-year institutions have a cost-of-living stipend¹ 	<ul style="list-style-type: none"> ▶ Consolidate need-based programs into a state match for the student Pell Grant award, effectively creating a state “double Pell” award for the low income and working-class students ▶ Matching Pell Grant provides a more nuanced / scaled approach to providing additional aid to the low income and working-class students 	<ul style="list-style-type: none"> ▶ Expand MassEducate and Mass Reconnect programs from community colleges to 4-year public institutions. Provide free tuition & fees to state universities and UMass campuses for all students <ul style="list-style-type: none"> – \$1,200 stipend for books and supplies is limited to a subset of students based on need, as with MassEducate 	<ul style="list-style-type: none"> ▶ State expands aid to allow all students with unmet need beyond all sources of aid and expected family contribution to attend institutions without taking on a loan burden ▶ Program includes work-study expectation / contribution equal to \$5k (11 hours / week for 30 weeks)
Modelled eligibility and award value	<ul style="list-style-type: none"> ▶ Income eligibility: <ul style="list-style-type: none"> – Pell eligibility ▶ Award amount: <ul style="list-style-type: none"> – Fixed amount (\$3.3k for 4-year segments) – Does not consider EFC 	<ul style="list-style-type: none"> ▶ Income eligibility: <ul style="list-style-type: none"> – Pell eligibility ▶ Award amount: <ul style="list-style-type: none"> – State “double” for Pell Grant awarded – Does not consider EFC 	<ul style="list-style-type: none"> ▶ Income eligibility: <ul style="list-style-type: none"> – All students (no income restriction) ▶ Award amount: <ul style="list-style-type: none"> – Unmet tuition & fees – Additional books & supplies stipend for low- and middle-income students – Does not consider EFC 	<ul style="list-style-type: none"> ▶ Income eligibility: <ul style="list-style-type: none"> – All students with unmet financial need after accounting for EFC (relative to COA) ▶ Award amount: <ul style="list-style-type: none"> – The portion of COA not covered by all sources of existing aid, EFC, and \$5k wages earned on a work-study program
Idea origin	<ul style="list-style-type: none"> ▶ Existing MassEducate / MassReconnect books, supplies, and “other costs” stipend) 	<ul style="list-style-type: none"> ▶ National & Massachusetts advocacy groups 	<ul style="list-style-type: none"> ▶ Expanding MassEducate / MassReconnect to 4-year segments 	<ul style="list-style-type: none"> ▶ National movement to make higher education debt-free for all (e.g., EdTrust, IHEP)

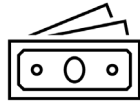
1. MassEducate and MassReconnect provide a stipend of \$1,200 to community college students for the same purpose, incremental to the \$1,200 stipend provided through MassGrant Plus Expansion

Financial aid: Each of CHEQA's proposed options address redesign in different ways and at different price points

	1) Basic Needs Stipend	2) Pell Grant Match	3) Free Tuition & Fees for All	4) Debt-Free Commitment
Simple	Students allocated a fixed amount	Equal to Pell Award, but allocation via state funds adds complexity	Covers tuition and fees for all students, regardless of need	Concept is straightforward (no debt burden) but award amount is inclusive of multiple inputs
Transparent	Fixed stipend is easily understood by students	Students may not have visibility into anticipated Pell dollars when applying	Coverage of T&F is easy to understand by students, even early in the process	Coverage of no-loan burden is easy to understand by students, though exact amount may vary
Prioritizing the neediest students	Targeted to low-income students	Targeted to low-income students on a sliding scale basis	Universal	Universal (but phases out based on family contribution)
Universality / parity across segments	CCs not allocated additional aid, but SUs and UMass are approx. equal	All segments receive similar incremental aid, based on need identified by Pell Grant award	UMass allocation is 2x that of SUs	CCs allocation is ~2x that of SUs
Cost	\$105m	\$135m	\$300m	\$450m

Note: All options promote affordability and outcomes; these dimensions are therefore not assessed for comparison here

Financial aid: Ultimately, program codification is central to communicating aid availability & ensuring continuity of funds



Existing Massachusetts financial aid programming could be leveraged to **create a guarantee for students**

K-12 education in MA receives guaranteed funding via Ch.70 law that provides a predictable goal and source of funding (sales tax); this legislation would implement an analogous framework for higher education in MA



#1a) Codify current programs in law

▶ Current funding for students in MA could be codified into law to ensure programmatic perpetuity (e.g., MassGrant Plus)

#1b) Codify expanded commitment in law

▶ Legislature could create a program to permanently fund some kind of guarantee for students (e.g., free college for all students)

#2) Codify funding guarantee in law

▶ Legislature could establish a guaranteed percentage of Fair Share funds to support financial aid for students, which cannot be less than the prior year's allocation



Codification benefits:

- ✓ Allows students to plan and budget for college years in advance of attendance by assuring persistent funding availability
- ✓ Boosts overall enrollment for students who are less likely to pursue postsecondary education due to financial constraints
- ✓ Provides a high degree of visibility so students are aware of their postsecondary options and can easily access resources to take advantage of the program

Public Good Priority

One of our priorities for 2025 is to draft and approve the Public Good Strategic Priority Plan

Timeline for Drafting Public Good Strategic Priority Plan						
Key activities	2025				2026	
	Q1	Q2	Q3	Q4	Q1	Q2
Strategic plan analysis	Public good analysis				Potential vote and/or follow-up	
Strategic plan development	Public good plan drafting					

Will plan to vote on Public Good Strategic Priority Plan in 2026

Equity Goal

Our strategic priorities are in service of our equity goal

Equity Goal

Reduce by at least half the racial, ethnic, and economic disparities that persist in the provision of postsecondary opportunity and success

Priorities

1

Roll out and sustain a compelling set of clear and consistent state financial commitments to making college affordable for students & well-supported to raise success

2

Significantly increase the economic mobility benefits of postsecondary participation in Massachusetts

3

Improve alignment between postsecondary education opportunities and Massachusetts public good

4

Expand the role of the Board and Department in facilitating and fostering high-impact innovation among IHEs and our system through advancing new approaches to postsecondary opportunity and success for the full range of potential learners

When it comes to our equity goal, it is important to close gaps across the learner journey

Equity Goal

Reduce by at least half the racial, ethnic, and economic disparities that persist in the provision of postsecondary opportunity and success

Key metrics

Learner journey



Matriculation rates

Completion rates

Postgraduate outcomes

Across races and income levels, are students...

...attending college at the same rates?

...graduating from programs at the same rates?

...earning comparable incomes?

We have progress to make on closing gaps

Matriculation rates

- Dropped during pandemic, currently at **~60-61%** across the system
- **Hispanic** students matriculate at rates **~30-40ppt lower** than White and Asian peers
- **Low-income** students go to college at rates **~30ppt below** non-economically-disadvantaged peers

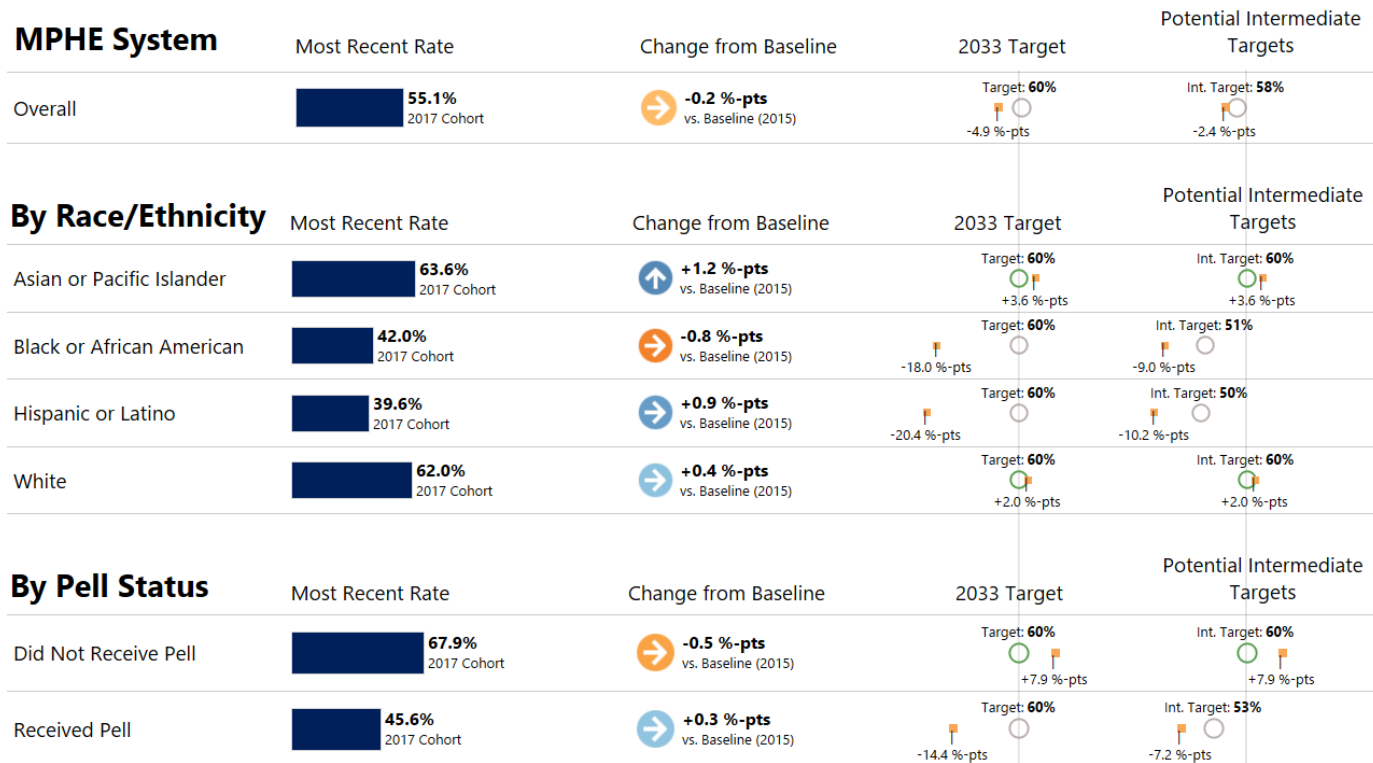
Completion rates

- Across the system, **~55% of students are completing** their degree or certificate programs
- Rates of completion are **~20ppt lower for Black and Hispanic students** vs. White and Asian
- **Pell recipients** complete their programs at rates **~20-25ppt lower** than their non-Pell peers

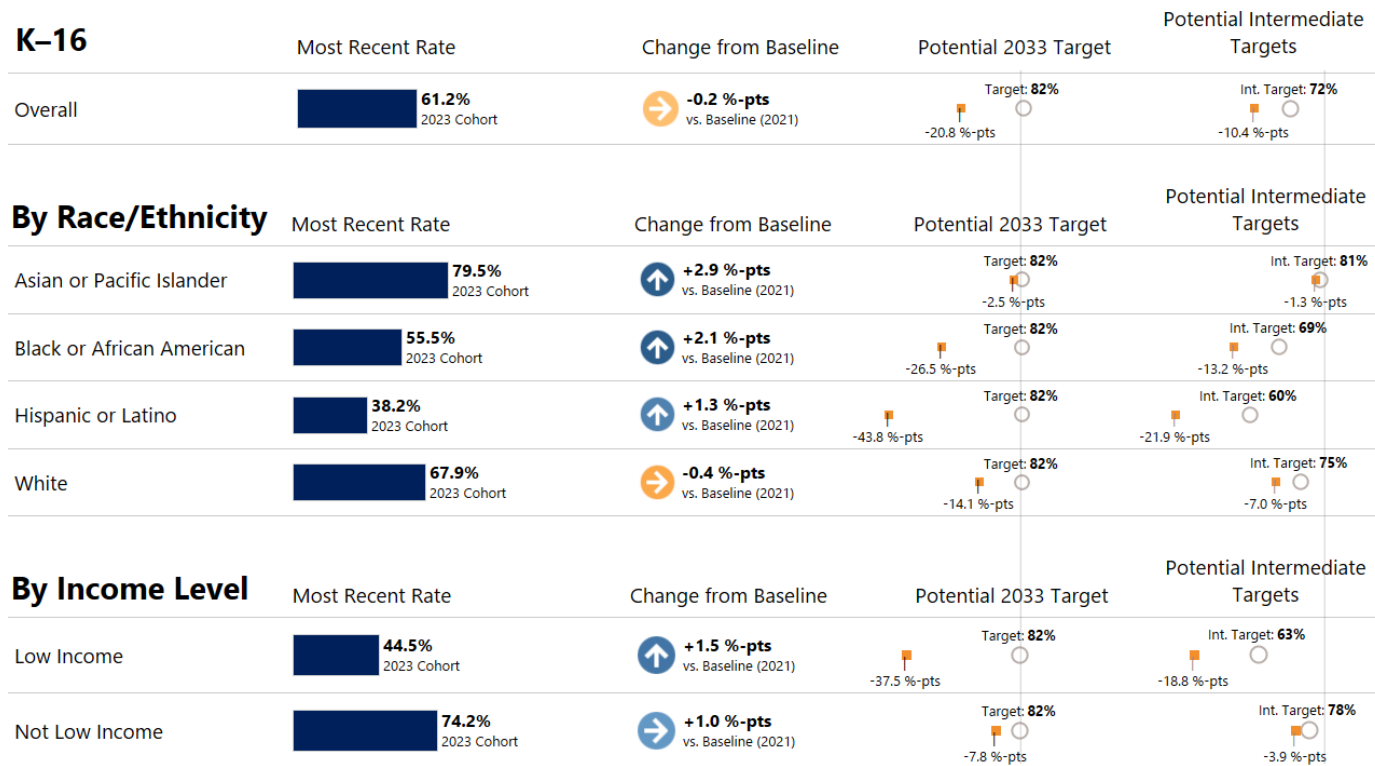
Earnings

- MA public IHE graduates **earn ~\$50-60k five years after graduation**
- **Black and Hispanic** graduates of Certificate and Bachelor's programs **earn ~\$5-10k less** than White and Asian peers
- **Pell-grant recipient grads** **earn ~\$3-4k less** than non-Pell grads five years after graduation

We have a 2033 universal target for completion, which can be used to set a halfway target



We have not set a universal target for college matriculation, but for illustration purposes:



Source: DHE analysis of DESE data

There are empirically-supported initiatives that target underserved students that work

Example programs

Participant profile



Early College (EC)

In 2017, the BHE and BESE jointly launched an initiative to support the expansion of EC, in which high school students take strategically-sequenced college classes with strong career orientations during their regular high school day, at no cost to themselves or their families

59%

Black or Hispanic

58%

Low-income



Accelerated Study in Associate Programs (ASAP)

ASAP is a comprehensive, data-driven program designed to help students in associate degree programs graduate on time by eliminating financial, academic, and personal barriers - it has since been adapted for bachelor's degree candidates via the Accelerate, Complete, Engage (ACE) program

76%

Black or Hispanic

81%

Pell and/or NY Tuition Assistance recipient

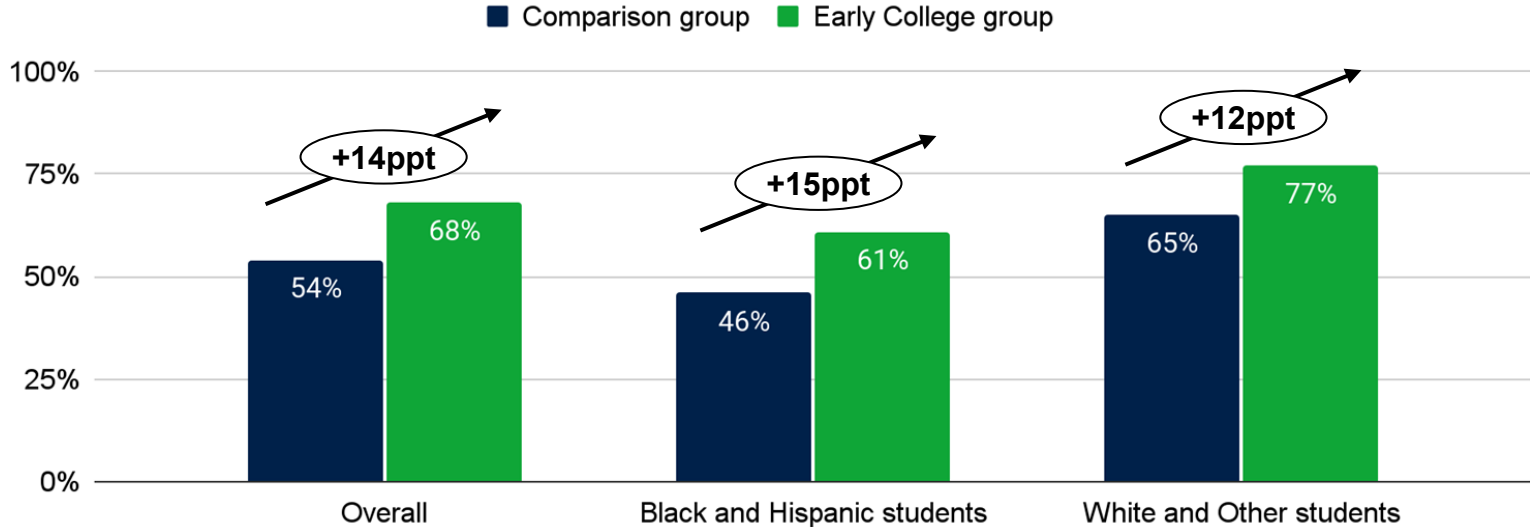
Note: ASAP participant profile based on original CUNY program (statistics do not include replication programs).

Source: [MA4EC](#), [E2C Early College Dashboard](#), [CUNY](#)

EC: EC increases matriculation rates by ~14ppt

Impact of EC on matriculation rates are high for all students, but particularly Black and Hispanic students

% of MA public high school graduates who enroll in college (2019-2022)



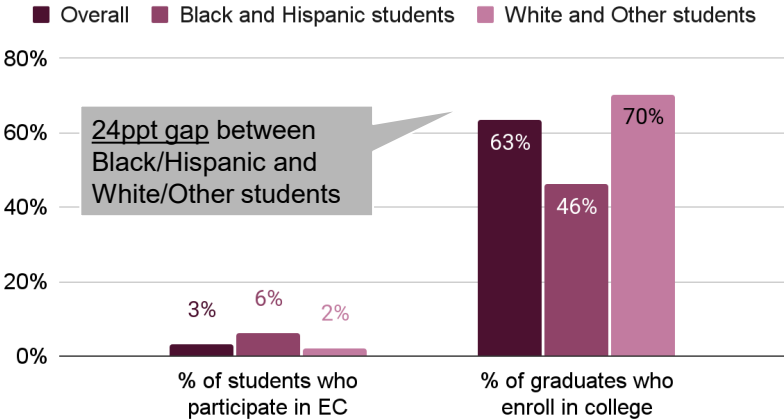
Note: College enrollment rates refer to matriculation to college or university within 10 months of graduation; comparison group consists of students with same MCAS proficiency and similar demographics from similar schools as EC 12th graders (N=3,872 students per group); 'Other' includes Asian, American Indian, Native Alaskan, Native Hawaiian, Pacific Islander, and Multiracial students. Source: March 2023 ECJC meeting, data prepared by Pierre Lucian

EC: If 20% of 12th graders did EC (up from 3% today), matriculation rate gaps could be reduced by ~20% (5ppt)

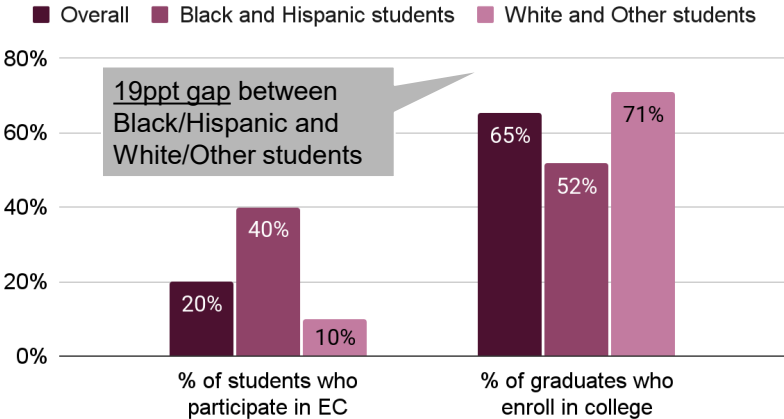
Current state in MA: 3% of high school seniors do EC, and there are 24ppt matriculation rate gaps

Theoretical scenario: If 20% of high school seniors did EC, matriculation rate gaps could close by ~20%

MA public high schoolers (class of 2023)



MA public high schoolers (class of 2023)



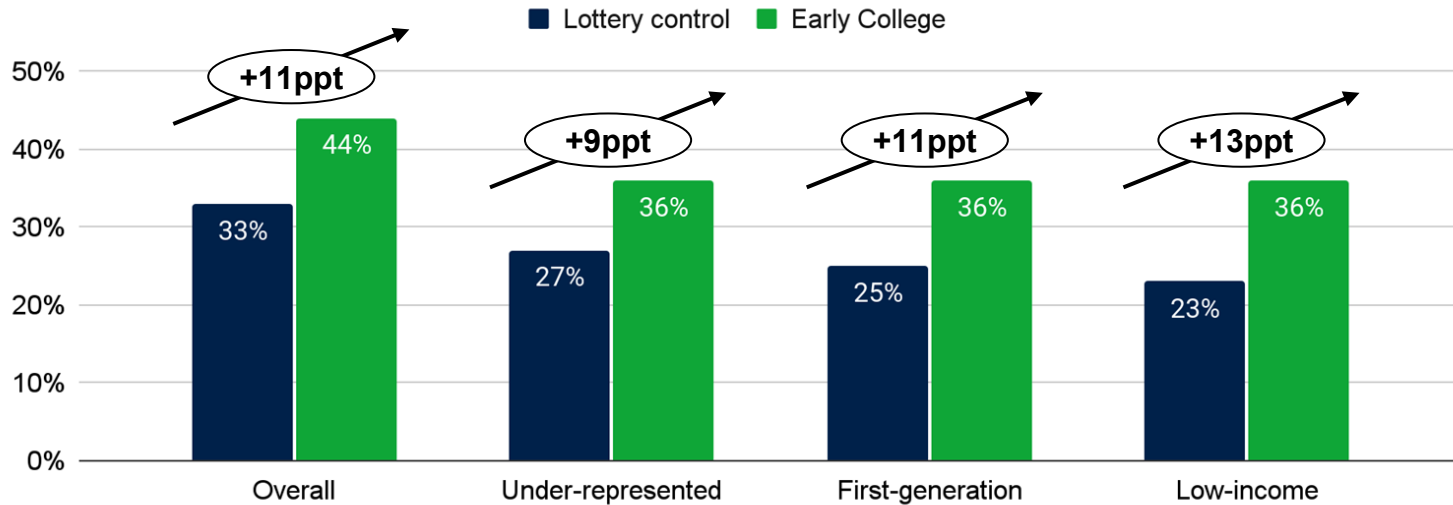
Increase vs. current state (in ppt)

+17	+34	+8
+2	+6	+1

Note: College enrollment rates refer to matriculation to college or university within 10 months of graduation; 'Black and Hispanic students' split by race: ~30% Black, ~70% Hispanic; 'White and Other students' split by race: ~85% White, ~10% Asian, ~5% Other. Source: [E2C Early College Dashboard](#), DESE, March 2023 ECJC meeting

EC: National data shows that EC also has the potential to improve completion rates by ~10ppt

% of students earning a postsecondary degree



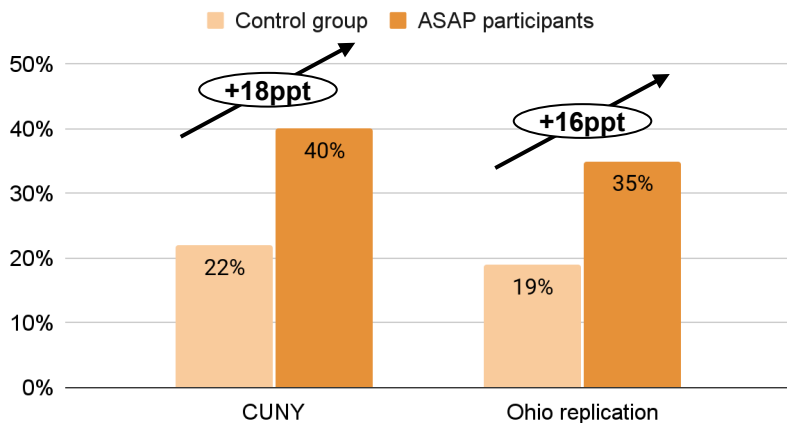
Note: Impact of scaling EC on ability to reduce MA completion gaps cannot yet be estimated, as MA-specific completion data and analysis is not yet available for MA EC students

ASAP: ASAP increases graduation rates by ~17ppt; if adopted, could close Pell vs. non-Pell completion gap

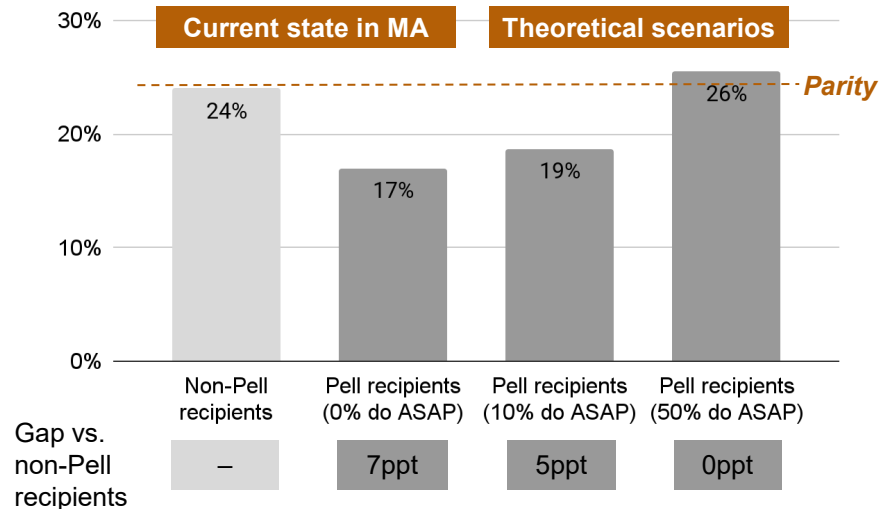
CUNY and Ohio: ASAP participants graduate at rates 16-18ppt higher than peers

MA: If 50% of Pell recipients did ASAP, completion rate gap vs. non-Pell recipients would close

3-year graduation rate (full-time students)



3-year graduation rate (full-time students)



Note: Analysis assumes non-Pell students do not qualify for ASAP; only looks at full-time community college students since ASAP is a program for full-time community college students (though anecdotal evidence suggests benefits hold for part-time students); impact of ASAP adoption on graduation rates may be slightly overstated because analysis does not account for impact of SUCCESS on graduation rates since that data is not publicly reported. Source: [MDRC](#); [CHEQA - Success](#); DHE

Board Structure & Alignment

Reminder: The BHE is currently supported by an Executive Committee, Advisory Councils (ACs), and ad hoc task forces

Current structure

Executive Committee

Fiscal Affairs & Administrative Policy Advisory Council
co-chaired by
Veronica Conforme
and J.D. LaRock

Evidence-Based Policy Making Advisory Council
chaired by
Alex Cortez

Strategic Planning Advisory Council
co-chaired by
Bill Walczak and
Francesca Purcell

Academic Affairs & Student Success Advisory Council
formerly chaired by
Patty Eppinger

Ad hoc task forces (e.g., Nurse Education and Workforce Development)

Reminder: We propose to sunset ACs, in favor of appointing task forces aligned to the Strategic Priorities Plan

Proposed structure

Executive Committee

1

Financial Aid
Task Force

2

Economic Mobility
Task Force

3

Public Good
Task Force

4

Innovation
Task Force

Ad hoc task forces (e.g., Nurse Education and Workforce Development)

Reminder: Strategic Priorities Plan Task Forces will be multi-year efforts tied to individual strategic priorities

Strategic Priorities Plan Task Forces

Financial Aid Task Force

Economic Mobility Task Force

Public Good Task Force

Innovation Task Force

Description & responsibilities

- Multi-year efforts that will **support setting strategy and action plans** for top strategic priorities
- Will **consider, advise, and make strategy and policy recommendations** to the BHE
- Anticipated to meet on an **ad hoc basis, but at least once quarterly** (depends on charge and matters under consideration)

For approval: Governance changes

- Rescission of BHE Motion 22-02 (Establishment of Higher Education Advisory Councils)
- Amendments to the Board of Higher Education By-Laws
- Approval of BHE Vice-Chair Appointment and Executive Committee Membership

BHE Priorities for 2025

We have a strong set of BHE priority action items for 2025

Topic	Next steps
Innovation	<ul style="list-style-type: none">● Stand up task force and carry out 12-18 month action plan
Economic Mobility	<ul style="list-style-type: none">● Stand up task force and carry out 12-18 month action plan● Determine and acquire sufficient resources for DHE to progress on measurement goals
Student Success & Financial Aid	<ul style="list-style-type: none">● Post-CHEQA, draft plan, including 5-year and 12-18-month goals, for Board approval● Stand up task force, with at least some overlap in membership with CHEQA
Public Good	<ul style="list-style-type: none">● Conduct investigation into MA current state needs and potential pathways to improvement● Draft plan, including 5-year and 12-18-month goals, for Board approval

Thank You!