

2022 BIENNIAL REPORT

Covering Calendar Years 2021 and 2022

Executive Committee approved November 21, 2022

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This report and others are available at the Coordinating Commission's website:

ccpe.nebraska.gov/reports

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2022 Biennial Report

Provided pursuant to Neb. Rev. Stat. § 85-1412 (9)

In 1990, Nebraskans saw a need for an independent entity to coordinate the state's public higher education institutions from a statewide — rather than an institutional perspective. To accomplish this, voters amended the state Constitution, creating the Coordinating Commission for Postsecondary Education [Article VIII-14]. The Coordinating Commission is an independent agency with a governing board

of Commissioners who are appointed by the Governor and confirmed by the Legislature. There are nine employees on the Commission's staff, making it one of the smallest agencies of its kind in the country.

The 2022 Biennial Report provides an overview of the Coordinating Commission's accomplishments during 2021 and 2022.

THE COORDINATING COMMISSION IS RESPONSIBLE FOR:

- · Creating and putting into action a comprehensive statewide plan to guide Nebraska's higher education system
- · Partnering with Legislators to develop innovative and results-driven higher education policy
- Helping low-income Nebraska students attend college by awarding over \$27 million in need-based financial aid programs and developing state financial aid strategy
- Administering the Community College Gap Assistance Program, which offers financial aid to students who want to work in high-need fields • Authorizing the operation of out-of-state and
- Ensuring the efficient use of taxpayer funds by approving or disapproving postsecondary construction projects that rely on tax funds and reviewing institutional biennial budget requests

- Approving or disapproving academic programs based on specific criteria: need, demand, unnecessary duplication, resources, and cost
- Assembling and analyzing statewide data and publishing reports tied to the state's higher education goals. The Coordinating Commission is the only Nebraska entity that does this kind of work on a statewide level
- Administering roughly \$110 million in annual State appropriations to Nebraska's six community colleges
- new Nebraska postsecondary institutions
- Saving Nebraska colleges and universities thousands of dollars through administration of of a nationwide distance learning agreement.

Implements a statewide, comprehensive plan to guide Nebraska's higher education system, in collaboration with the state's colleges and universities

Nebraska's Comprehensive Statewide Plan for Postsecondary Education

The Nebraska Constitution gives the Coordinating Commission the authority to adopt, and revise as needed, a comprehensive plan for postsecondary education. The Constitution states that this plan must include: (a) definitions of the role and mission of each public postsecondary educational institution within any general assignments of role and mission as prescribed by the Legislature and (b) plans for facilities which utilize tax funds designated by the Legislature.

The Commission's authority to adopt and revise a comprehensive plan is further elaborated in statute, which states that the purposes of the Commission shall be to: (1) develop an ongoing comprehensive statewide plan for the operation of an educationally and economically sound, vigorous, progressive, and coordinated system of postsecondary education, (2) identify and enact policies to meet the educational, research, and public service needs of the state, and (3) effect the best use of available resources through the

elimination of unnecessary duplication of programs and facilities among Nebraska's public institutions. The same statute dictates that the Commission approach postsecondary education from a statewide perspective. The Legislature also established in statute that the comprehensive plan must include an assessment of the postsecondary educational needs of the state and include a number of policy guidelines.

The current *Comprehensive Plan* is the Commission's second. It was adopted in 2000 after the Legislature passed LB 816 in 1999, which called for a review and revision of the Commission's first comprehensive plan approved in June 1992.

The most recent revision of the *Comprehensive Plan* occurred in 2022 as the result of the adoption of LR 335, which created a state educational attainment goal, and the passage of LB 887, which updated several Nebraska State College System statutes, including

the role and mission of Peru State College.

In addition, revisions included:

- Removing obsolete statutory references;
- Incorporating 2020 Census data in the review of Nebraska's social, economic, political, and educational landscape;
- Updating references to college savings programs to incorporate Meadowlark Savings Pledge and state matches;
- Recognizing the growth in competency-based education and new credentials;
- Replacing the existing dual credit guidelines with the Statement of Principles and Standards developed and adopted by the public institutions in 2019; and
- Updating distance education guidelines to reflect current Higher Learning Commission policies.

Statute requires the Education Committee to review any revisions to the *Comprehensive Plan* and report its findings to the Legislature. The hearing was held September 30, 2022. The full plan is available on the Commission's website, ccpe.nebraska.gov/ reports.

VISION FOR NEBRASKA POSTSECONDARY EDUCATION

Nebraskans will reap many benefits from affordable, accessible, and highquality postsecondary education. Nebraska's people will value and support postsecondary institutions that are vital, vigorous, and visionary. Each postsecondary institution will fulfill its role and mission with distinction by being responsive to changing academic, workforce, societal, economic, cultural, and community development needs. Together, Nebraska's postsecondary institutions will provide access to educational opportunities that meet the diverse needs of students and citizens; create environments that foster student success; position Nebraska to excel in the global economy; and exercise careful, creative, and cooperative stewardship of available resources.

- Chapter One, Comprehensive Statewide Plan for Postsecondary Education

Administers student financial aid programs

Financial Aid

The Commission administers the Nebraska Opportunity Grant (NOG), the Access College Early (ACE) Scholarship Program, and the Community College Gap Assistance Program. The Commission also conducts annual audits of postsecondary institutions in the state that participate in the state financial aid programs.

Nebraska Opportunity Grant

The Nebraska Opportunity Grant, formerly known as the Nebraska State Grant, is awarded to students in consultation with financial aid administrators at Nebraska's postsecondary institutions. These grants are awarded to students who are residents of Nebraska, attend a Nebraska postsecondary institution, and have a minimum Expected Family Contribution (EFC) as determined by completing the Free Application for Federal Student Aid (FAFSA).

In 2020-21, \$13.4 million of the grant's funding came from State lottery funds and \$7.6 million from the State's general funds. In 2021-22, lottery funding increased to \$15.4 million, while the general funds appropriation stayed the same at \$7.6 million.

Nebraska Opportunity Grant Biennium History:

2020-21

Total awarded: \$21,087,141

- 13,109 students received a grant (42.7% of eligible students)
 - Public institutions: 10,170 students
 - \$1,619 average award
- Private, non-profit: 2,687 students
 - \$1,571 average award
- Proprietary/for-profit: 305 students
 - \$1,599 average award

Average grant awarded: \$1,609

2021-22:

Total awarded: \$22,691,467

- 13,188 students received a grant (45.7% of eligible students)
 - Public institutions: 10,548 students
 - \$1,746 average award
 - · Private, non-profit: 2,384 students
 - \$1,588 average award
 - Proprietary/for-profit: 256 students
 - \$1,916 average award

Average grant awarded: \$1,721

Access College Early Scholarship Program

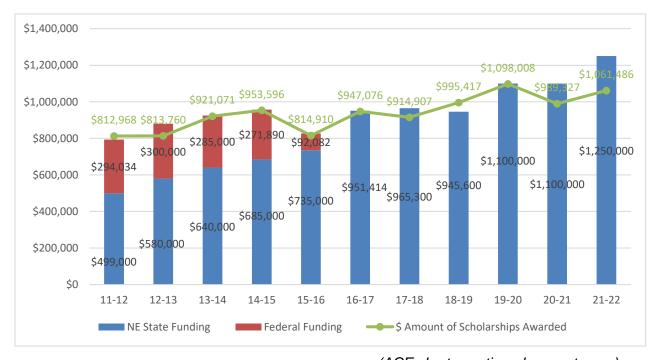
The Access College Early Scholarship
Program awards scholarships to high school
students from low-income families who enroll
in a college course at a participating public or
private postsecondary institution while the
student is still in high school. The
Commission recommended the creation of
this program in 2007, funding it through the
transfer of funds from a relatively inactive
program, the Community Scholarship
Foundation Program, to the ACE program.
The programs is entirely funded from state
General Funds now.

Current national research indicates that high school students who take college courses while in high school:

- Increase academic rigor during high school;
- Remain in school and graduate at higher rates;
- Enroll in college at an increased rate;
- Streamline their transitions from high school to college;
- Have a head start on their chosen postsecondary programs;
- · Save money once in college; and
- Return for their college sophomore years at higher rates.

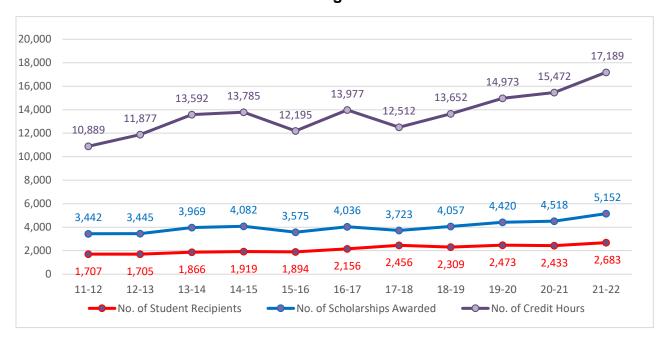
The Commission believes family income should not exclude a student from taking college courses while in high school.

ACE Scholarship Program Funding and Awards 2011-12 through 2021-22



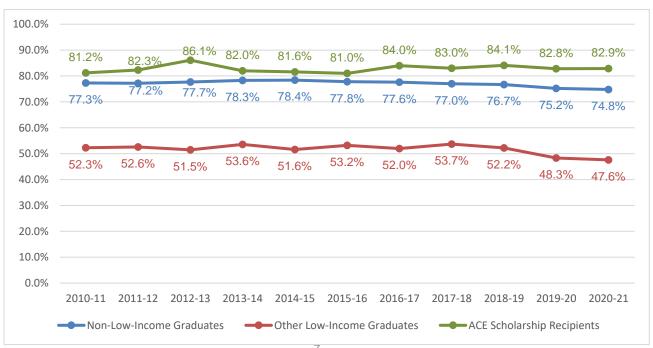
(ACE charts continued on next page)

Growth of ACE Scholarship Program Awards, Recipients, and Credit Hours 2011-12 through 2021-22



Nationally and in Nebraska, students who take college courses while in high school go on to college at higher rates.

Nebraska Public High School College Continuation Rates 2010-11 through 2020-21

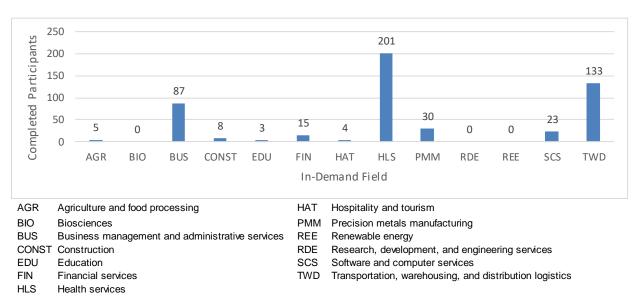


Community College Gap Assistance Program

In 2015 the Legislature gave authority to the Coordinating Commission to administer the Community College Gap Assistance
Program, which had a formal start date of July 1, 2016. Through lottery funds, the Gap program currently receives roughly \$1.9 million annually. These funds are distributed to the state's six community colleges, which recruit and select eligible low-income students enrolled in short-term non-credit

and for-credit vocational programs to receive grants. Student grants can be used for tuition, direct training costs, required books and equipment, and fees, including those for industry testing services and background check services. Legislation requires that eligible programs be for "indemand" occupations, such as health services; transportation, warehousing, and distribution logistics; agriculture and food processing; precision metals manufacturing; software and computer sciences; education; and hospitality and tourism.

Gap Assistance Program <u>Completed</u> Participants In-Demand Programs of Study Completed - 2020-21 and 2021-22



Provides information and advice on higher education to the Legislature and Governor. Conducts research and publishes reports on issues regarding higher education.

Reports and Analysis

The Commission utilizes extensive data to produce a wide array of objective, comprehensive reports. This in-depth research provides an independent — and invaluable — voice within Nebraska's postsecondary education system. The Coordinating Commission is the only entity in the state that conducts such research.

CCPE research is used by Legislators, the Governor's office, media, higher education institutions, other state agencies, and the public. Following are descriptions of the Commission-produced reports during the last two years.

All of these reports are available on the Commission's website at ccpe.nebraska.gov/reports.

Postsecondary Education Operating Budget Recommendations for 2023-2025 (October 2022)

This is a statutorily required analysis of public institutional budget requests (Neb. Rev. Stat. § 85-1416). It includes information about higher education appropriations, affordability, access and accountability, discussions of statewide funding issues, and recommendations. (See page 17 of this document for more information.)

Tuition, Fees, and College Affordability Report

(September 2022)

This statutorily required report (Neb. Rev. Stat. § 85-1416 (2)(c)) covers public policy issues relating to tuition, fees, and financial aid for students in Nebraska. It shows how Nebraska's public postsecondary institutions rank on these points when compared to their Commission-designated peer institutions.

Among the report's general findings:

 As a result of relatively strong state and local tax support, tuition and fees at Nebraska's postsecondary institutions remain moderate compared to institutions in most states;

- Nevertheless, as tuition and mandatory fees continue to rise, financial aid is a necessity and increasingly important for many students;
- Participation and success rates for students from median-, low-, and very-low-income families would likely increase if additional financial assistance would be provided by the state.

Did you know?

Nebraska ranked 35th from the top among states in 2019-20 with \$255 in need-based student grant aid per fulltime equivalent undergraduate student. The national average was \$721 of needbased grant aid per FTE undergraduate student.

Source: 2022 Tuition, Fees, and Financial Aid Report

Academic Analyses

College Course Offerings for High School Students by Nebraska Public Institutions (2021, 2022)

Historically, this report described the types of distance education courses available to Nebraska residents. Due to the ubiquity of distance education opportunities today, since 2018 the Commission has collected and reported only data related to dual enrollment college courses offered to Nebraska high school students. The report includes summary data of dual enrollment courses by subject, instructional modality,

location, number of course offerings, and colleges and high schools providing courses.

Dashboards

College Continuation Rates (*Last revised July 2022*)

This dashboard provides an estimate of college-going rates for each of Nebraska's public high schools that awarded regular high school diplomas from 2007-2008 through 2020-21. Data users also can download an Excel file of the entire dataset.

Degrees and Other Awards (*Last revised July 2022*)

These dashboards summarize the number of degrees and awards conferred by Nebraska's public colleges and universities, independent colleges and universities, and for-profit/career schools, as reported in the federal IPEDS surveys. Information is provided by degree level, gender, race/ethnicity, age, and discipline cluster. The information corresponds to the data presented in the Commission's 2022 Factual Look at Higher Education in Nebraska: Degrees and Other Awards Conferred 2010-11 through 2020-21.

Degrees and Other Awards by CIP Code

(Last revised July 2022)

These dashboards allow users to drill into IPEDS degree data at the six-digit Classification of Instructional Programs (CIP) level – essentially a student's major -- by degree level, institution, gender, and race/ethnicity. The data provide a level of detail useful for employers, researchers, and education providers.

Enrollment (Last revised October 2022)
These dashboards summarize enrollments at Nebraska's public colleges and universities, independent colleges and universities, and for-profit/career schools, as reported in the federal IPEDS surveys. Information is provided by student level, attendance status, gender, race/ethnicity, age, and distance education status. The information corresponds to the data presented in the Commission's 2022 Factual Look at Higher Education in Nebraska: Enrollment (Fall enrollment: 2011 through 2021; 12-month enrollment: 2011-12 through 2020-21).

KEY FINDING: The Attainment Gap

A consequence of the disparities in high graduation rates. school college continuation rates, and college graduation rates is that Nebraska's gap educational attainment whites and minorities (i.e., not white non-Hispanic) is the third largest in the nation. In Nebraska, 56.5% of 25- to 44-year old, white non-Hispanics have completed an associate's degree or higher. comparison, only 30.8% of 25- to 44year-old minorities have completed an associate's degree or higher. The net difference is an attainment gap of 25.7 percentage points. Nationally, 51.9% of 25- to 44-year-old, white non-Hispanics have completed an associate's degree or higher. In comparison, only 36.1% of 25to 44-year-old minorities have completed an associate's degree or higher.

- 2022 Nebraska Higher Education Progress Report, pg. S19

Other Analyses, Publications

Nebraska Higher Education Progress Report (March 2021, 2022)

This statutorily required annual report provides data to the Nebraska Legislature to monitor and evaluate progress toward achieving three key priorities for Nebraska's postsecondary education system developed by the 2003 LR 174 Higher Education Task Force and incorporated in Neb. Rev. Stat. § 85-1428 (3). They are:

- Increase the number of students who enter postsecondary education;
- Increase the proportion of students who enroll and successfully persist through degree program completion; and
- Reduce, eliminate, and then reverse the net out-migration of Nebraskans with high levels of educational attainment.

Factual Look at Higher Education in Nebraska (2021, 2022) This annual analysis uses data from the federal IPEDS surveys to provide comparative data for Nebraska's higher education institutions. The report is released in two sections: Enrollment and Degrees and Other Awards.

Measuring Accomplishments (2021, 2022)

This annual report is a companion piece to the *Comprehensive Statewide Plan for Postsecondary Education*. Data from a variety of sources is used to measure Nebraska's progress toward achieving the major statewide goals outlined in the *Comprehensive Plan* through national comparisons and institutional peer comparisons.

Authorizes academic programs

Academic Programs

Existing Programs Review

The Commission is constitutionally required to review, monitor, and approve or disapprove each public institution's existing and proposed new academic programs to provide consistency with the *Comprehensive Plan* and to prevent unnecessary duplication. (*Nebraska Constitution Article VII-14*)

During the 2021-2022 biennium, the Commission reviewed 305 existing programs. Of those, 300 were approved to continue and five were returned to the institution for further review. The institutions also reported that they had discontinued 33 programs—actions that do not require Commission approval.

The Commission also reviewed 15 program assessments after they were returned to the originating institutions with follow-up questions.

Approval of Proposed New Academic Programs

In the past two years, the Commission reviewed and approved 30 proposals for new academic programs and organizational units at public institutions.

One proposal was withdrawn. Another 101

proposed programs were reviewed and determined to be reasonable and moderate extensions of existing programs, thus requiring no action by the Commission.

Consumer Protection

Closed Institutions When four-year institutions close, state statutes require their records to be transferred to the registrar at the University of Nebraska-Lincoln. The Commission facilitates record transfer and assists students in obtaining transcripts, often for several years after closure. One campus closed in the 2021-22 biennium: Creative Center in Omaha.

Student Complaints State statutes provide an avenue for students to file a complaint against an institution if it has violated the Postsecondary Institution Act. Few student complaints rise to this level. Nevertheless, Commission staff assist students by answering questions and often walking them through the complaint process at their institution, explaining financial aid issues, or putting them in touch with the appropriate person at their institution. Documented complaints conservatively average roughly 40 per year. Many others are answered by a phone call and are not formally recorded.

Considers and approves or disapproves proposals from new or out-of-state institutions to operate in

Nebraska

New or out-of-state institutions

Any out-of-state institution seeking to offer courses or programs in Nebraska or any entity wishing to establish a new private institution in the state must receive approval from the Commission. These procedures are described in the Postsecondary Institution Act, passed by the Legislature and signed by the Governor during the 2011

Legislative session. (This was a revision of previous statutes.) Title 281, Nebraska Administrative Code, Chapter 7, provides the rules and regulations for implementing the Postsecondary Institution Act. These rules received final State approval in November 2014.

New or out-of-state institutions authorized in the 2021-2022 biennium:

Mission College of Health Sciences administrative office only (Name changed to Mission University in July 2022)

(Omaha, Nebraska)

Mission College of Health Sciences is a subsidiary of Global Education Ministries Foundation located in Ohio. The college offers a Bachelor of Science in Nursing degree (BSN) online. It was authorized in July 2022 to establish an administrative office located in downtown Omaha.

Pillar Seminary—administrative office only

(Omaha, Nebraska)

Pillar Seminary is a small institution offering a Master of Divinity (MDiv) and a Master of Arts (MA) and a certificate in Contextual Leadership. Approved in September 2021, the administrative offices are located in Omaha.

Western Governors University administrative office only

(Salt Lake City, Utah)

Western Governors University was founded in 1997 by various governors of the western United States including Nebraska. The University is an online, competency-based, degree-granting institution that delivers its programs using the Internet and other advanced telecommunications technologies. Degree programs are offered in business, education, health, and information technology. WGU had been enrolling Nebraska students for many years but as an online institution was not required to seek authorization from the state. In May 2022 it applied for and received authorization to establish an administrative location in Fremont, Nebraska.

Chamberlain University

(Chicago, Illinois)

Chamberlain University offers eleven certificate programs, a Bachelor of Science in Nursing (BSN), four master's degrees, and one doctorate in several healthcare fields. Eight of its degree programs or options are available entirely online. Chamberlain applied in fall 2022 for authorization to operate in the state. The intent of the application was to provide clinical locations in Nebraska for its online nursing (BSN) students. Authorization was expected to be granted in December.

Renewals and Additional Programs

In addition, one new program was approved for an institution previously authorized to operate, and two institutions renewed their recurrent authorizations to operate. Three institutions sought and received authorization to operate on a continuing basis: Bryan College of Health Sciences, St. Gregory the Great Seminary, and the University of Missouri.

Approves proposals for facilities

Capital Construction and Facilities

The Commission has two major responsibilities related to capital construction at public postsecondary education institutions.

The first responsibility is to review, monitor, and approve or disapprove capital construction project requests of the University of Nebraska, Nebraska State College System, and the community colleges that use more than \$2 million in tax funds to construct, renovate, or acquire facilities, or more than \$95,000 per year in additional tax funds to operate and maintain. Disapproved projects cannot receive state funds for construction or ongoing operating and maintenance costs. From January 2021 through December 2022, the Commission reviewed and approved 7 capital construction project proposals submitted by the institutions.

The second responsibility is to review the biennial capital construction budget requests of the University of Nebraska, the Nebraska College of Technical Agriculture, and the Nebraska State College System. With its statewide perspective, the Commission provides a unified prioritization of all approved individual capital construction budget requests for higher education to the

Governor and Legislature. The Commission recommends a list, in priority order, of approved individual capital construction budget requests eligible for state funding. Only those requests that were approved by the governing boards and the Commission and are requesting state funding in the biennial budget request are considered.

With the passage of LB 384 in 2021, which provides multiple-decade funding streams for renewal, renovation, replacement, or repair of University and State College projects, the biennial capital construction request prioritization process has changed. No new capital projects requesting state funding for the 2023-25 biennium were submitted to the Commission for approval within the timeline for review and prioritization.

Reviews the institutions' budget proposals and makes recommendations on those requests to the Governor and Legislature

Budget Review and Recommendations

The Commission has constitutional responsibility to review and modify, if necessary to conform to the Comprehensive Statewide Plan for Postsecondary Education, the biennial budget requests of Nebraska's public postsecondary institutions and make recommendations on those requests to the Governor and Legislature.

Through this review, the Commission can assure consistency with the *Comprehensive Plan* and promote effective use of state funds in support of public postsecondary education in Nebraska. The Commission reviews budgets and makes its recommendations in October of every evennumbered year.

In fall 2022, the Commission reviewed 17 requests for additional state funding from the University of Nebraska System, the Nebraska College of Technical Agriculture at Curtis, the Nebraska State College System, and the community colleges.

Of those 17 requests, three were new and expanded requests for which the Commission recommended new general funds.

In addition, there were 14 requests that were part of the continuation budget recommendation. The total dollar amount for institutional continuation costs and new and expanded requests was \$67,657,369 for the biennium.

The full report, 2023-2025 Institutional Operating Budget Recommendations, is available on the Commission's website, ccpe.nebraska.gov/reports.

Nebraska's Coordinating Commission for Postsecondary Education

Initiatives, Programs, and Updates

State Authorization Reciprocity Agreement

The State Authorization Reciprocity Agreement (SARA) is an agreement among member states, districts, and territories that establishes comparable national standards for interstate offerings of postsecondary distance education courses and programs. It is intended to make it easier for students to take online courses offered by postsecondary institutions based in another state. SARA is overseen by a national council and administered by four regional education compacts. Nebraska was accepted as part of SARA in 2014. The Coordinating Commission is the state's portal agency for the initiative, meaning Nebraska institutions apply to the Commission to participate. As of December 2022, 27 Nebraska colleges and universities had joined SARA. Of these, 26 have renewed their participation annually and continue to be active members, while one was just approved in November 2022.

Multi-State Collaborative on Military Credit

The Coordinating Commission is leading Nebraska's work as part of a 13-state

barriers to earning postsecondary credentials and entering the workforce. The Multi-State Collaborative on Military Credit (MCMC) aims to, among other things, identify effective policies and best practices that can be shared among participating states. Volunteers from state agencies, university systems, college campuses, and other organizations have been working together as part of the initiative. The Coordinating Commission has served as the MCMC facilitator in Nebraska, with a staff member serving on the MCMC steering committee. A recent focus has been to identify ways that Nebraska institutions might award credit to veterans for education or training received while in the military. To that end, the Education Committee conducted hearing on LR 373 in September 2022 that included invited guests from MHEC, Army University, and the Kansas Board of Regents.

FAFSA Completion Initiative

In 2015, the Coordinating Commission began leading an effort in Nebraska to encourage more high school students to apply for federal financial aid to attend college. As part of the U.S. Department of Education's FAFSA Completion Initiative, the Commission can provide certain designated entities - typically high schools with limited data about their students' progress in completing and filing the Free Application for Federal Student Aid (FAFSA). The FAFSA Initiative enables the designated entities to better target counseling, help with completing the FAFSA, and provide other resources to those students. Identifying such students can promote college access and success by ensuring students, particularly low-income students, have access to financial aid. The Commission received funding from the Legislature in 2015 for the implementation of the initiative's software.

Dual Enrollment

In 2019, the Coordinating Commission and the State Board of Education undertook a joint dual enrollment initiative to study ways to increase dual enrollment course-taking in Nebraska. The initiative was assisted by consultants from the Education Commission of the States and resulted in a report with recommendations directed at increased access, better communications with students and parents, credit transfer, increasing the number of qualified instructors, affordability, and improved data and reporting. The Coordinating Commission has implemented data collection improvements and requested additional funding for the Access College Early Scholarship program. During the 2020 legislative session, the Coordinating Commission worked with the Nebraska

Department of Education and the Nebraska Legislature's Education Committee to target lottery funds to dual credit priority areas such as grants for teachers seeking graduate credits necessary to teach dual enrollment courses. That work will continue in 2023.

Attainment Goal

The Coordinating Commission partnered with the University of Nebraska, the Nebraska State College System, the Nebraska community colleges, the Nebraska Department of Education, and the Nebraska Legislature's Education Committee to develop LR 335, which set an educational attainment goal that 70% of Nebraskans aged 25 to 34 will have a degree or other postsecondary credential with economic value by 2030. LR 335 was adopted by the Nebraska Legislature in April 2022.

Community College ARPA Grant

LB 1014 appropriated \$60 million from the federal American Rescue Plan Act State Fiscal Recovery Fund to the Coordinating Commission to distribute via a grant program to the six community college areas. The Coordinating Commission worked with the community colleges, the Budget Division, and the State Accounting Division to develop guidelines, application materials, and reporting processes for the funds, which can be used for capital projects and programs that qualify under federal rules to mitigate the effects of the COVID-19 pandemic.

New to the Commission

Governor Ricketts appointed three new Commission members during the 2021-2022 biennium. Molly O'Holleran of North Platte was appointed to represent District 6 in December 2020, Gene Kelly was appointed to represent District 5 in December 2020 and resigned his position in December 2021, and Dr. Dennis Headrick was appointed to represent District 1 in January 2022.

As of November 2022, there were three Commission vacancies (Districts 4 and 5 and at-large).