



**Board of Trustees
Study Session with Leadership Council
July 19, 2022
Conference Rooms 3304/3306**

NOTE: The joint study session with the Board of Trustees and the Leadership Council will be held in Conference rooms 3304/3306. The sessions will not be live streamed. Sessions may begin earlier than the times shown below if one of the sessions concludes earlier than its allotted time slot.

- 12:00 p.m. Luncheon (*not a meeting*)
Conference Room 3304/3306
- 1:15 p.m. Opening Remarks
Roger Moe, Chair and Devinder Malhotra, Chancellor
- 1:30 p.m. The Pandemic Impact on Students: Equity and Access
- 3:15 p.m. Closing Remarks
Roger Moe, Chair and Devinder Malhotra, Chancellor
- 3:30 p.m. Study Session ends
- 4:30 p.m. Social event (*not a meeting*)

Bolded items indicate action is required.



**MINNESOTA STATE
BOARD OF TRUSTEES
Agenda Item Summary Sheet**

Name: Board of Trustees Study Session

Date: July 19, 2022

Title: The Pandemic Impact on Students: Equity and Access

Purpose (*check one*):

Proposed New Policy or
Amendment to Existing Policy

Approvals Required
by Policy

Other Approvals

Monitoring/Compliance

Information

Brief Description

This session will be the first of three sessions focused on the impact of the pandemic, beginning with an exploration of the pandemic impact on Minnesota State students. The session will include an update on student demographics, enrollment trends, and progression and outcome measures before moving to a discussion focused on course delivery, student services delivery, and enrollment management.

Scheduled Presenters

Andriel Dees, Vice Chancellor for Equity and Inclusion

Satasha Green-Stephen, Senior Vice Chancellor for Academic and Student Affairs

Ron Anderson, Special Advisor to the Chancellor

**MINNESOTA STATE
BOARD OF TRUSTEES**

BOARD INFORMATION ITEM

The Pandemic Impact on Students: Equity and Access

BACKGROUND

Enrollment and Access

Since the peak of enrollment in fiscal year 2011, colleges and universities have been experiencing a continued, decade-long enrollment loss, which the pandemic has exacerbated. Although a few colleges and universities are projecting slightly improved enrollment in fiscal year 2023, most are continuing to project decreases. Between fiscal years 2011 to 2020, colleges and universities enrolled 35,419 fewer students (157,903 versus 122,483 full year equivalent) or 22.4 percent. Recently, enrollment loss has averaged approximately 2.5 percent each year. Enrollment loss since fiscal year 2020 is partially explained by the pandemic. The system's enrollment loss between fiscal years 2020 and 2021 was 5.5 percent. Our most recent fiscal year 2022 projections are from March 2022, which show the current fiscal year enrollment down by 6.8 percent from fiscal year 2021. As spring term numbers have solidified, there is indication that this projection will be fairly accurate with a slight improvement possible. Nevertheless, our system will have experienced a total enrollment loss of approximately 12 percent or over 14,000 FYE in a two-year period.

As of July 18, 2022, year-to-date enrollment for summer term 2022 is 5.1 percent below what it was at the same time last year, and year-to-date enrollment for fall term 2022 is down 2.6 percent from the same time last year. These numbers demonstrate a continuation of long-term trends in enrollment decline, though at a slower pace than the past few years.

Primary factors contributing to enrollment decline continue to include nation-wide economic changes and declines in the size of relevant age groups, such as recent high school graduates. To mitigate this risk, colleges and universities engage in a variety of strategies to improve recruitment and retention, such as enhancing outreach to underrepresented populations and supporting current students in persisting to completion. Addressing both potential and current student concerns promptly as they arise, carefully monitoring enrollment activity, and preparing contingency plans in case enrollment projections are not met are also important strategies.

Other challenges for enrollment success include economic recovery patterns that continue to surge in some areas and remain slow in others, and changes in instructional delivery preferences as some students who were forced to take online classes found them to be more rewarding, desirable, and flexible than they had thought, while for others the online experience reinforced the value of in-person learning, especially for technical programs. Additionally, some students may still hesitate to return to the classroom due to lingering health concerns.

Access to higher education as measured by enrollment had expanded among historically underrepresented student groups prior to the pandemic and has declined at differential rates during the

pandemic. The greatest declines have been observed among American Indian and Alaskan Native student groups, as well as Native Hawaiian and other Pacific Islander student groups.

Equity in Student Success

For more than a decade Minnesota State has actively monitored student progression, persistence, and completion rates at campus, sector, and system levels. This examination includes not only a review of aggregate success rates, but also gaps between outcomes for students of color and American Indian students and the outcomes for white students. This examination is completed within the context of current student demographics and the factors known to impact persistence and completion at our colleges and universities, and is undertaken as a means of gauging the impact of campus and system efforts to improve student success and informing our future efforts.

The monitoring framework for student success metrics consists of two types of metrics: progression measures (which provide early indicators of student success) and outcome measures (which are time-bound indicators used nationally to gauge student persistence and completion). Minnesota State tracks five progression measures and two primary outcomes measures:

Progression Measures

- Enrollment in developmental-level courses
- Completion of developmental-level courses within the first year of enrollment
- Completion of first college-level courses within the first year of enrollment
- Credit momentum as measured by successful completion of 20 credits within the first year of enrollment
- Credit momentum as measured by successful completion of 30 credits within the first year of enrollment

Outcome Measures

- Second fall persistence or completion
- Completion (measured at 3rd spring for colleges and 6th spring for universities)

Within each of these measures, data are disaggregated by race/ethnicity, Pell eligibility, and first-generation college student status, and the gaps between student groups are monitored and examined.

The most current data available show the following aggregate results:

- Enrollment in developmental education coursework continues to decline, in alignment with system efforts to redesign developmental education and accelerate entry into college-level courses
 - Gaps by race/ethnicity and Pell eligibility status have narrowed, though remain large
- Completion rates of developmental coursework within the first year of enrollment have increased steadily in both mathematics and writing, while vacillating in reading
 - Gaps by race/ethnicity have remained stable in mathematics while increasing in writing and reading
 - Gaps by Pell eligibility status have narrowed
- Completion rates of first college-level coursework within the first year of enrollment have increased steadily in mathematics but remained relatively flat in writing
 - Gaps by race/ethnicity and by Pell eligibility status have narrowed markedly

- The proportion of students successfully completing 20 credits in their first year of enrollment has remained relatively stable over the past decade
 - Gaps by race/ethnicity have narrowed slightly
 - Gaps by Pell eligibility status have increased slightly
- The proportion of students successfully completing 30 credits in their first year of enrollment has increased over the past decade
 - Gaps by race/ethnicity remain stable
 - Gaps by Pell eligibility status have increased
- Second fall persistence/completion rates have declined slightly over the past six years, and show a steeper decline at the universities in the previous year
 - Gaps by race/ethnicity have narrowed slightly overall
- Completion by third spring of enrollment at the colleges has increased over the past five years
 - Gaps by race/ethnicity remain relatively unchanged
- Completion by sixth spring of enrollment at the universities has similarly increased over the past six years
 - Gaps by race/ethnicity have increased

While aggregate measures provide an overall snapshot of progress in moving student success metrics, they mask significant differences between campuses performance and need to be viewed within the deeper context of individual institutions. During this study session more detailed background information on enrollment and monitoring measures will be provided, followed by small group discussions with campus presidents to better understand local dynamics and strategic responses employed at the campus level.



July 19, 2022

The Pandemic Impact on Students: Equity and Access

Joint Board of Trustees and
Leadership Council Meeting

Centering our Understanding in Equity



National Enrollment Landscape



National Enrollment Landscape

National Student Clearinghouse Spring 2022 Enrollment Estimates:

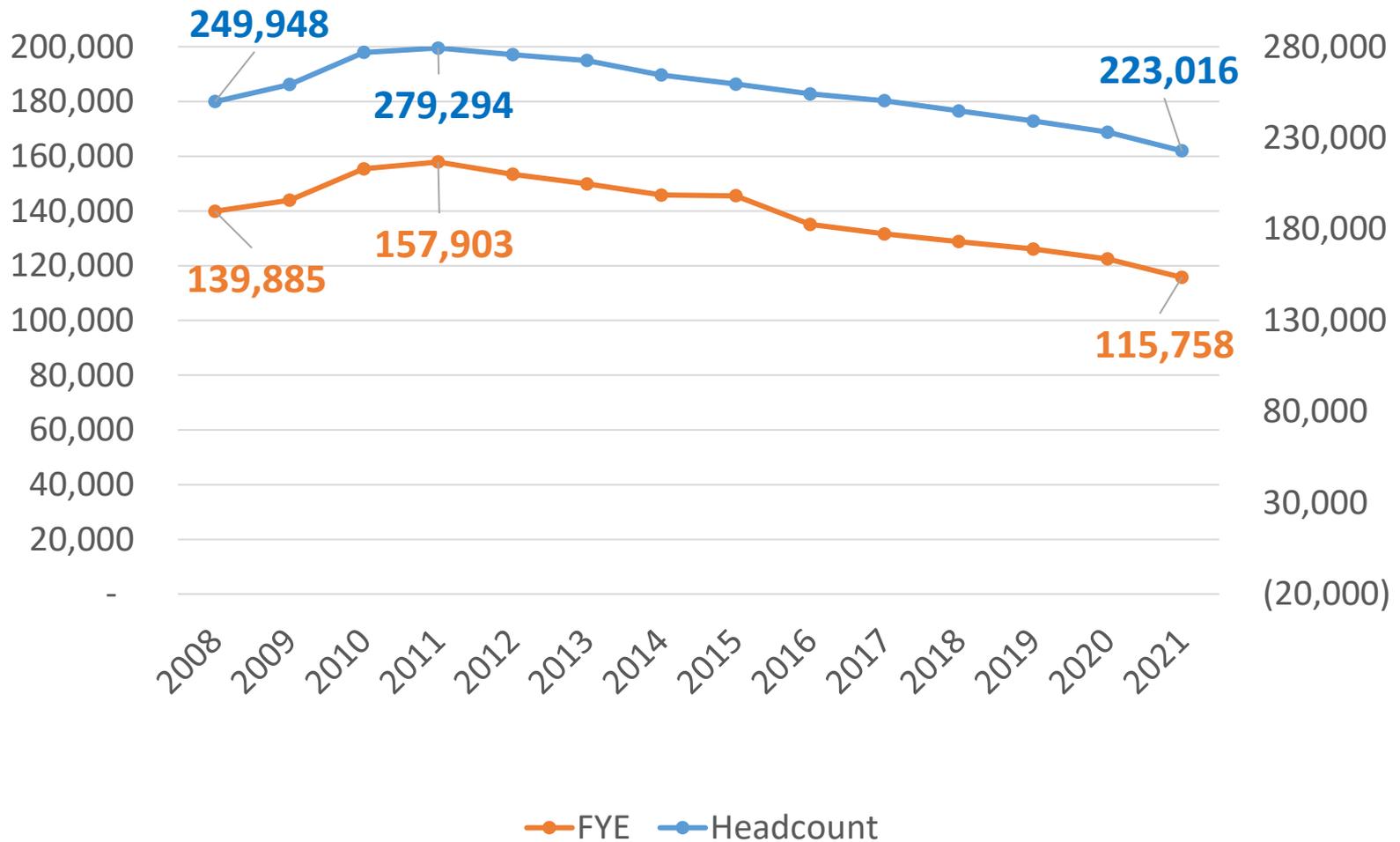
- Overall enrollment declined 4.1 percent nationally in spring 2022, nearly three times the rate of enrollment decline reported in spring 2019 and the largest decline in the past four spring terms (2019-2022)
- From spring 2020 to spring 2022, total decline of 7.5 percent or nearly 1.3 million students
- Undergraduate enrollment declined 4.7 percent while graduate enrollment declined 0.8 percent
- The public 2-year sector saw the largest percent declines
- Enrollment change by sector:

Sector	Fall 2020 to Fall 2021	Spring 2021 to Spring 2022
Public 2-Year	-3.4%	-7.8%
Public 4-Year	-3.0%	-3.4%
Private Non-Profit 4-Year	-1.6%	-1.7%
Private For-Profit 4-Year	-9.3%	-0.2%
All Sectors	-2.5%	-4.1%

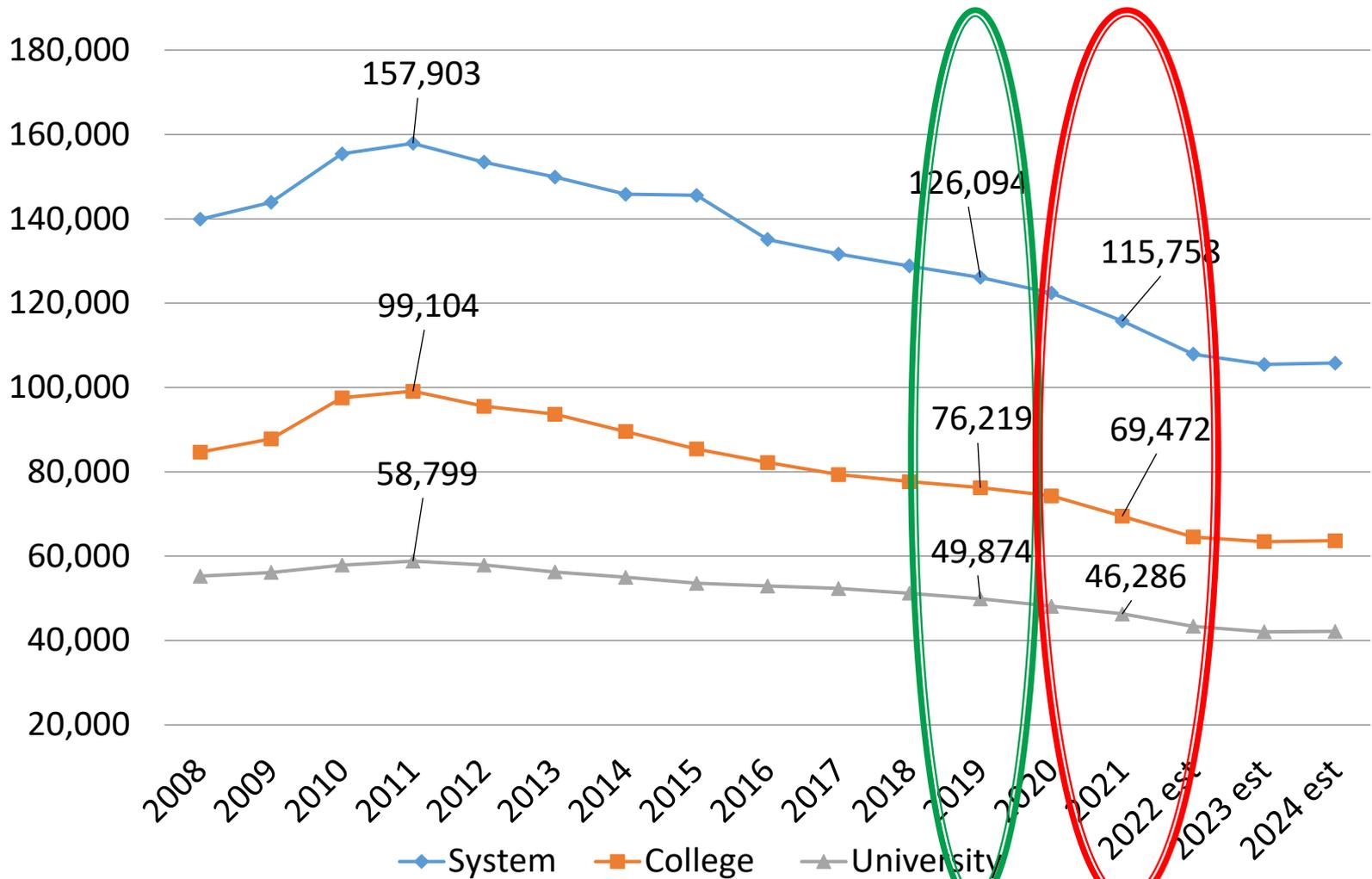
Minnesota State Enrollment Profile



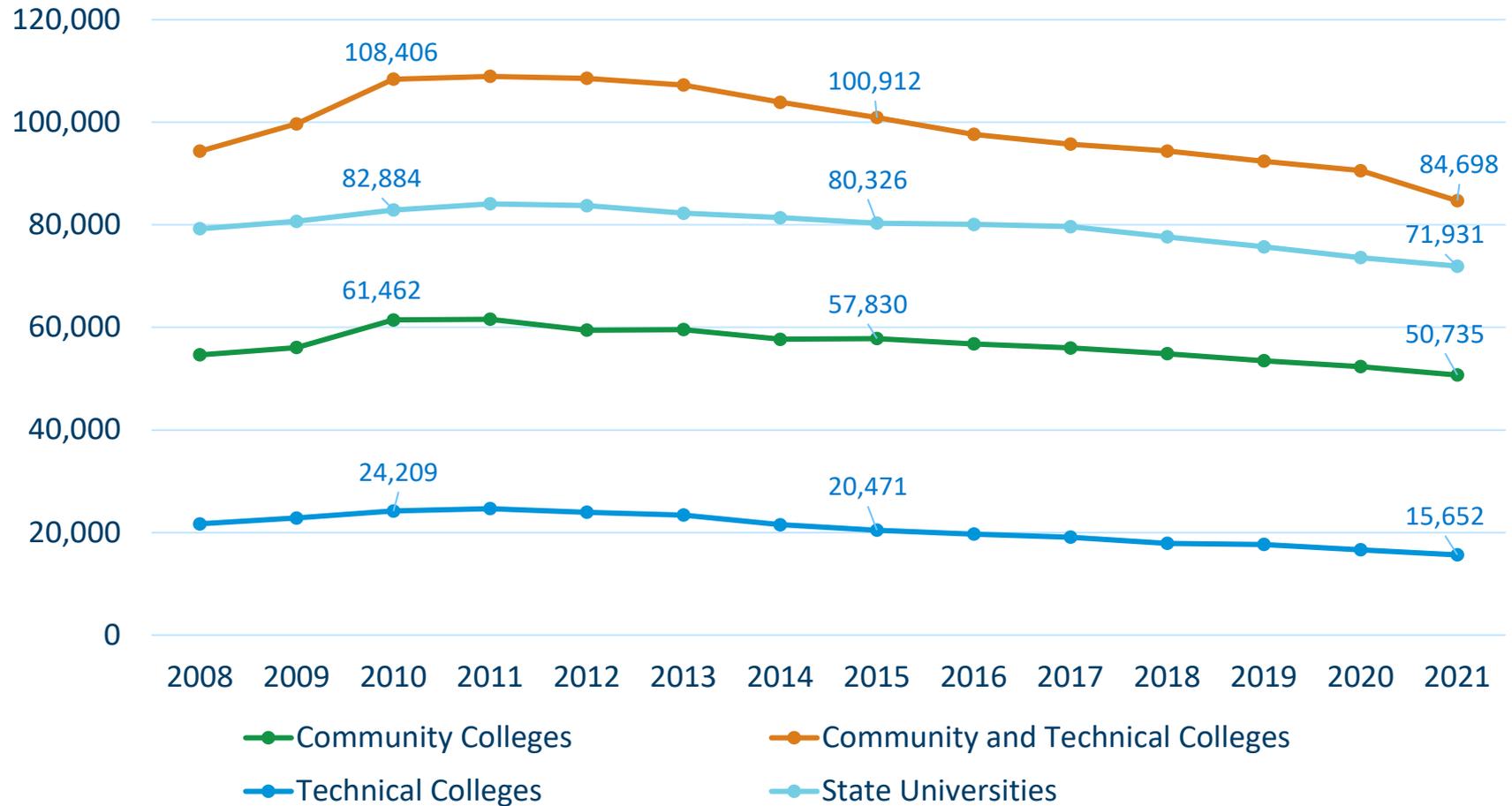
Historical Enrollment (FYE & Headcount)



Historical and Projected FYE Enrollment

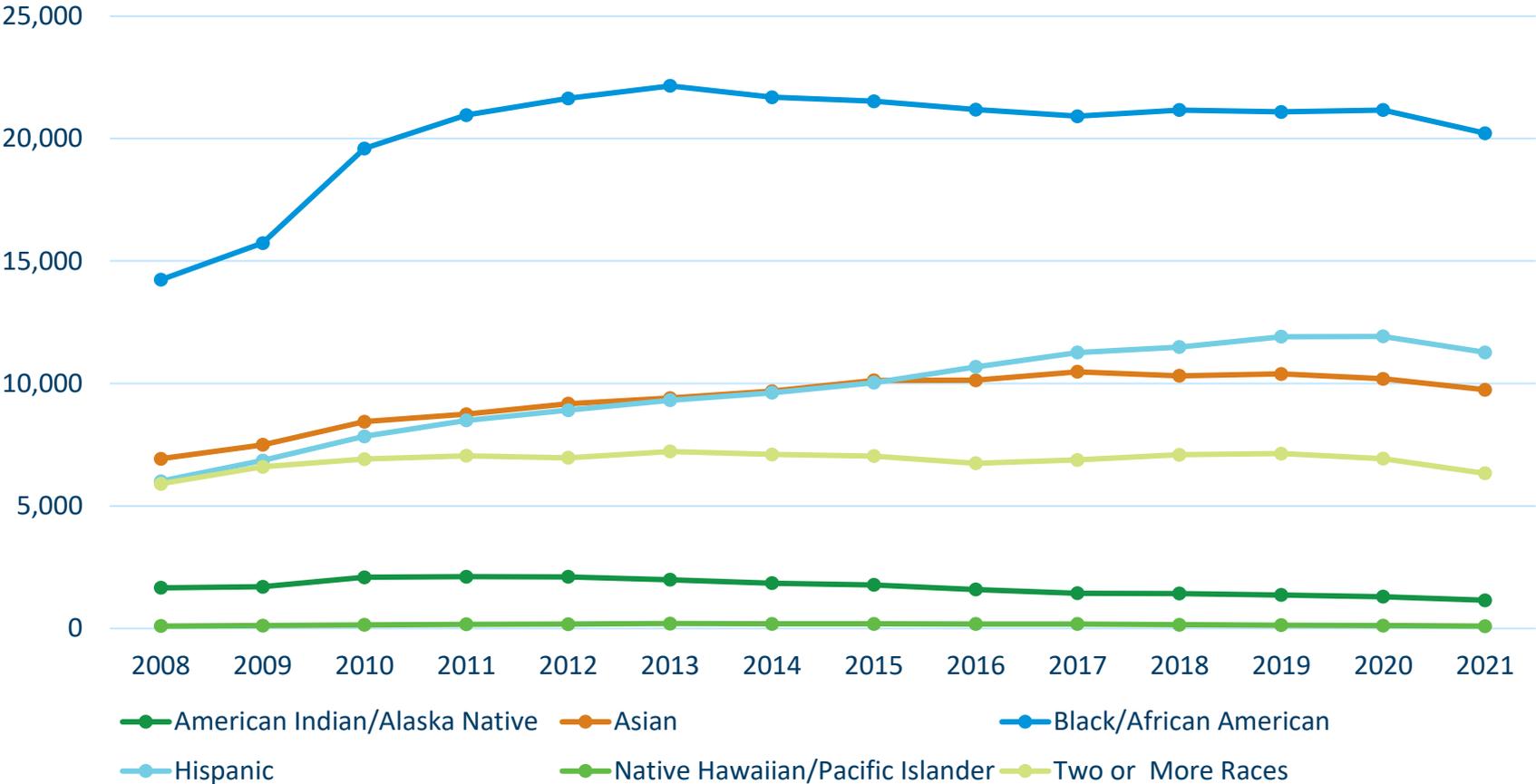


HC Enrollment Trends by Institutional Type



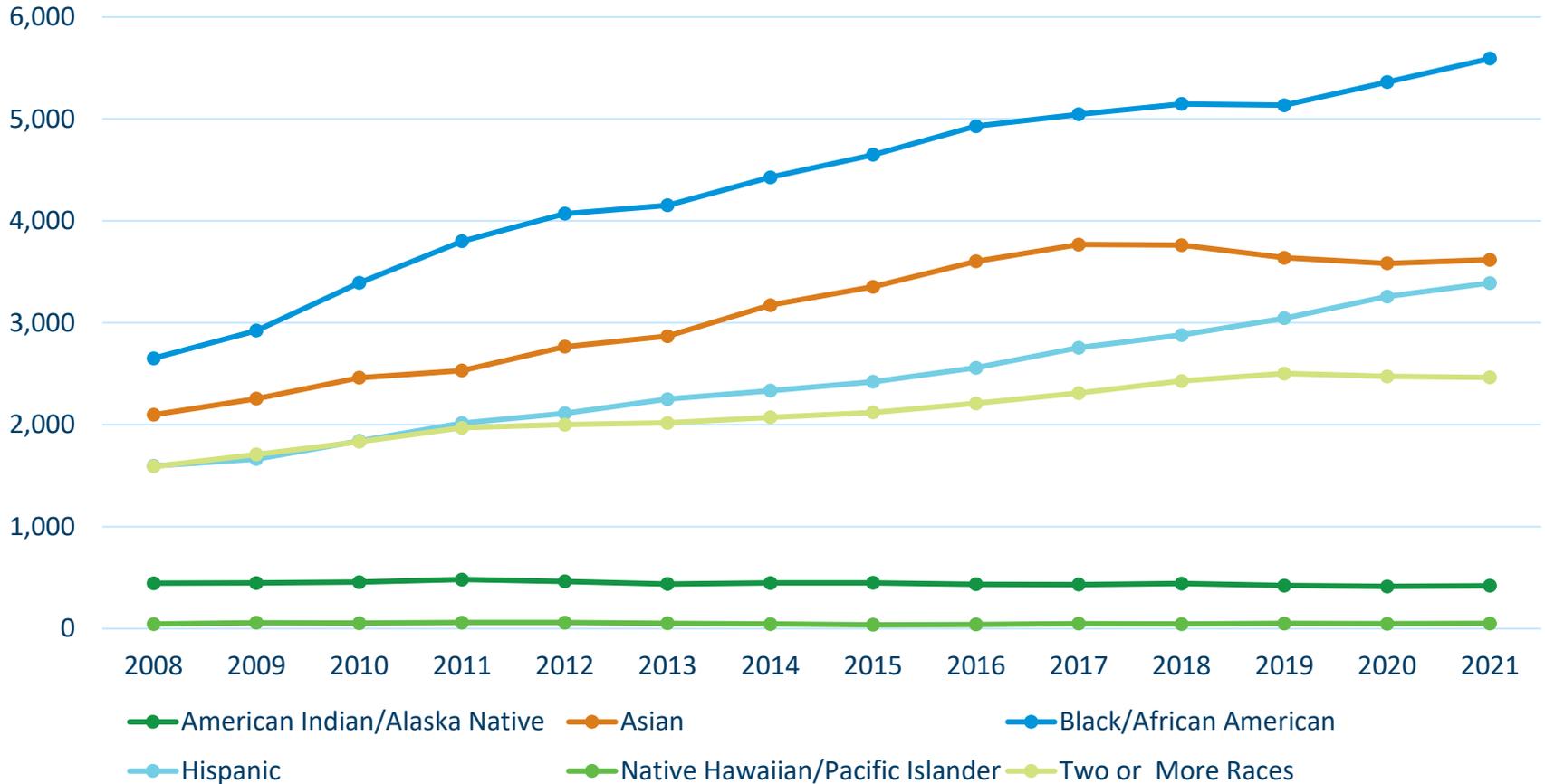
Source: System Office Research – Academic and Student Affairs
End of Fiscal Year Y record, Enrollment DTL

Indigenous Students and Students of Color Enrollment Trends - Colleges



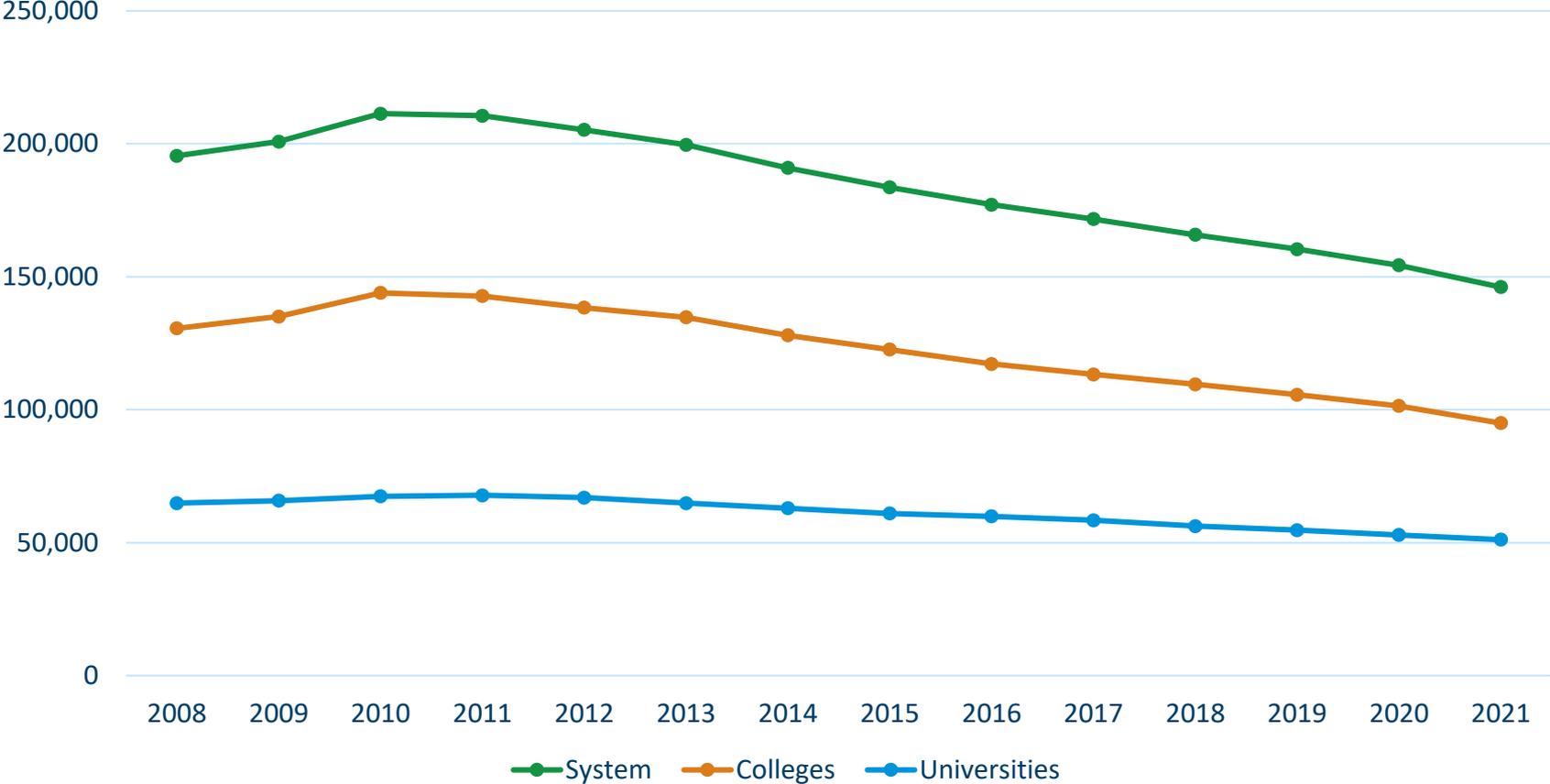
Source: System Office Research – Academic and Student Affairs
 End of Fiscal Year Y record, Enrollment DTL

Indigenous Students and Students of Color Enrollment Trends – Universities



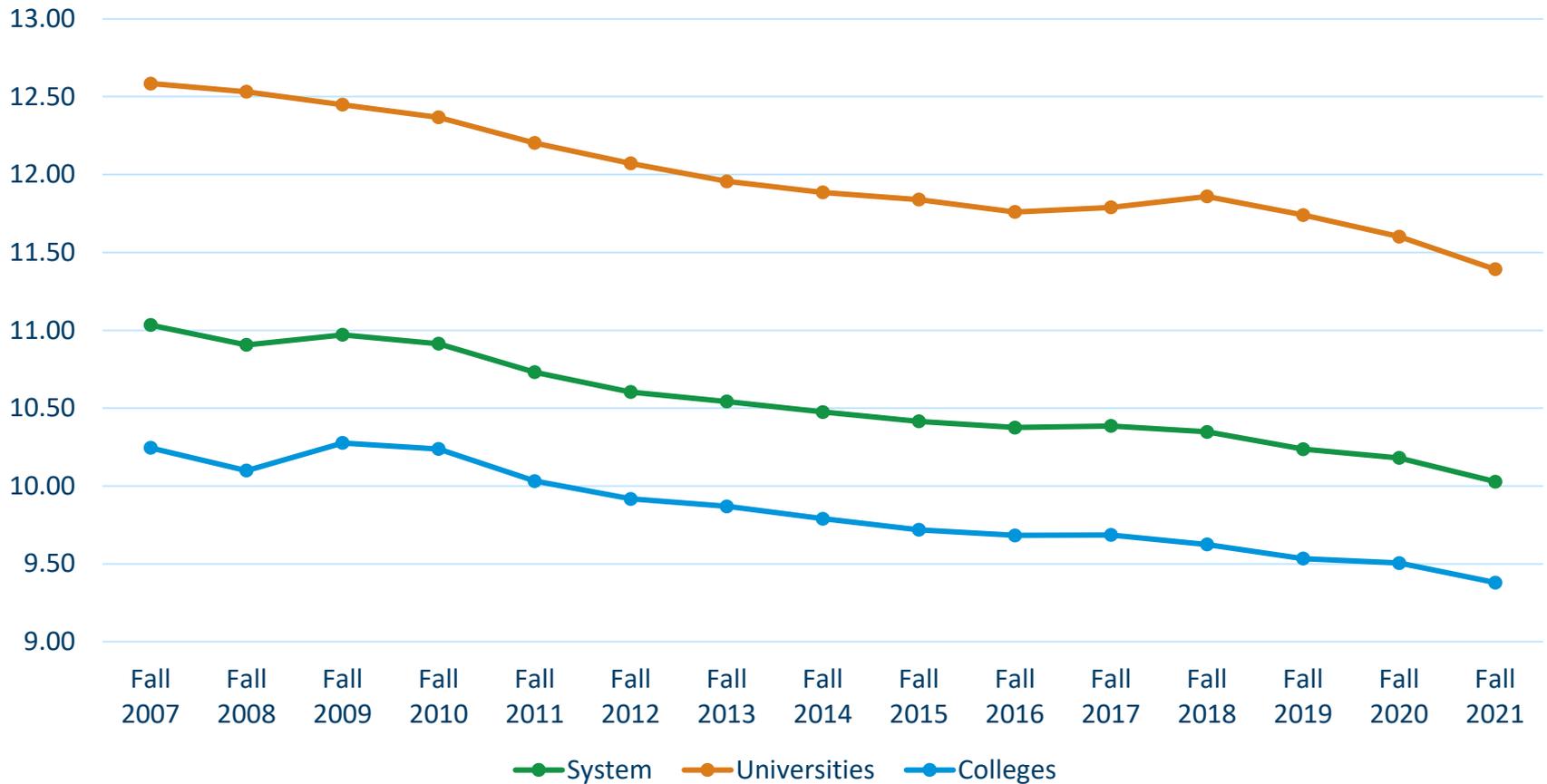
Source: System Office Research – Academic and Student Affairs
 End of Fiscal Year Y record, Enrollment DTL

White Student Enrollment Trends



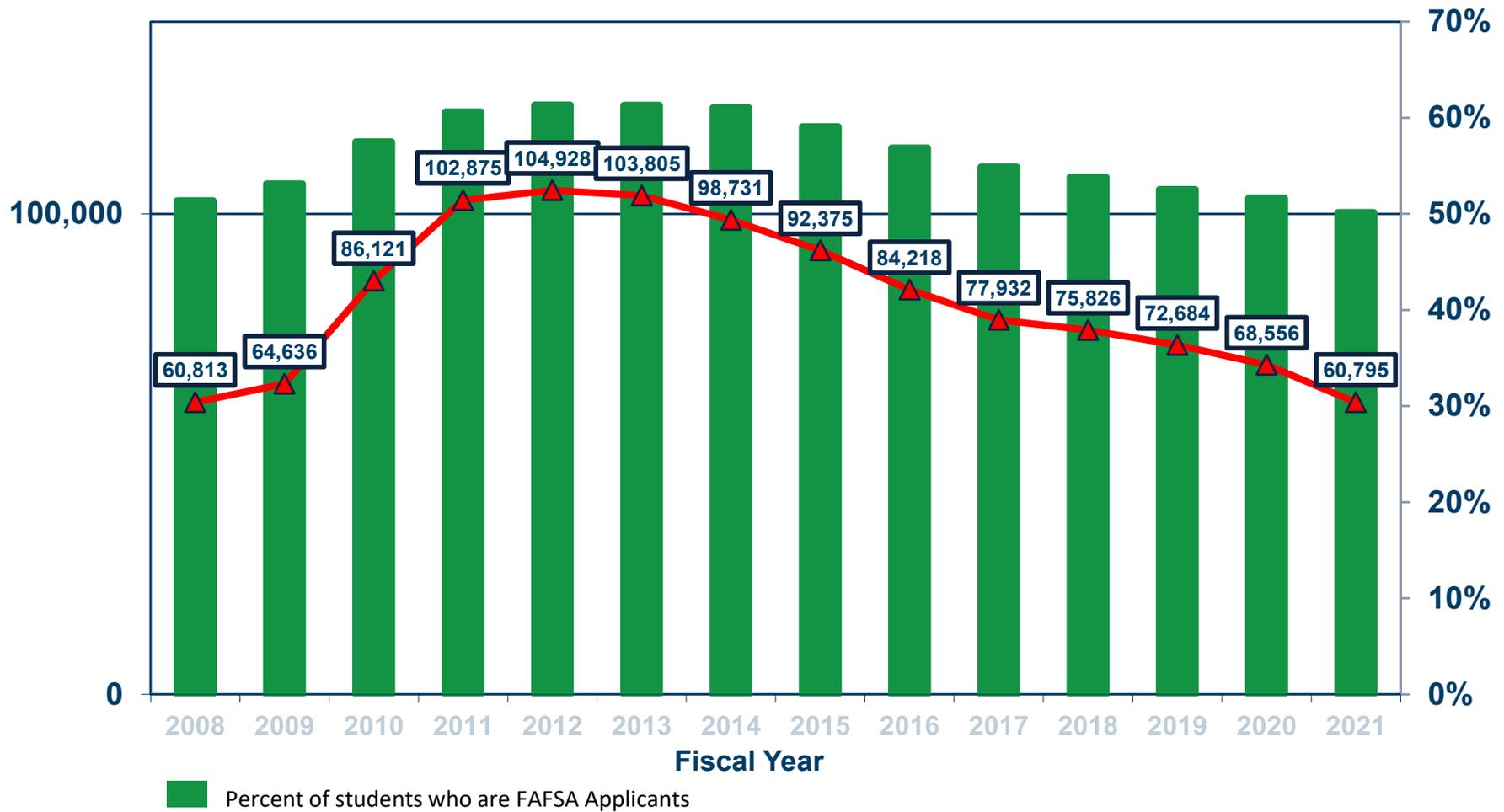
Source: System Office Research – Academic and Student Affairs
End of Fiscal Year Y record, Enrollment DTL

Average Fall Semester Credit Load Trends



Source: System Office Research – Academic and Student Affairs
Fall 30th Day R record, Enrollment DTL
Undergraduate Admission Categories only

Pell-eligible Student Enrollment Trends



Source: System Office Research – Academic and Student Affairs
End of Fiscal Year Y record, Enrollment DTL

Enrollment Trend Summary

- Decade long trend of declining enrollment
 - Pell eligible student enrollments declining more
 - Black, Indigenous, and students of color enrollment has been stable or increasing up to the pandemic
- Enrollment recent decline is sharpest among comprehensive colleges
- Average undergraduate credit load declining



Pandemic Impacts

Accelerated decline in enrollments due to the Pandemic

- Magnitude of FYE decline significantly higher for both fall 2020 and fall 2021; fall 2022 showing signs of leveling off
- FY20 to FY21 headcount enrollment declined more among American Indian, Alaskan Native, Native Hawaiian and other Pacific Islander student groups
- FY20 to FY21 headcount enrollment declined least among Black, Asian, and Hispanic student groups
- FY20 to FY21 headcount enrollment declined more among first-generation than non-first generation student groups
- **FY20 to FY21 headcount enrollment decline among Pell eligible students significantly higher than that of other groups**
 - Corresponds to significant decline in FAFSA filing rates



What we know about the “why”

- Declining FASFA completion rates
- Price sensitivity and competitiveness
- Marketplace competition – boarder states, for-profit institutions, and employers
- Public narrative questioning the value of higher education
- Pandemic exacerbation of:
 - Health and safety concerns
 - Financial vulnerability
 - Housing, food, and childcare insecurity
 - Increased mental health stressors
 - International student access
- Improving employment opportunities



Student Demographic Profile

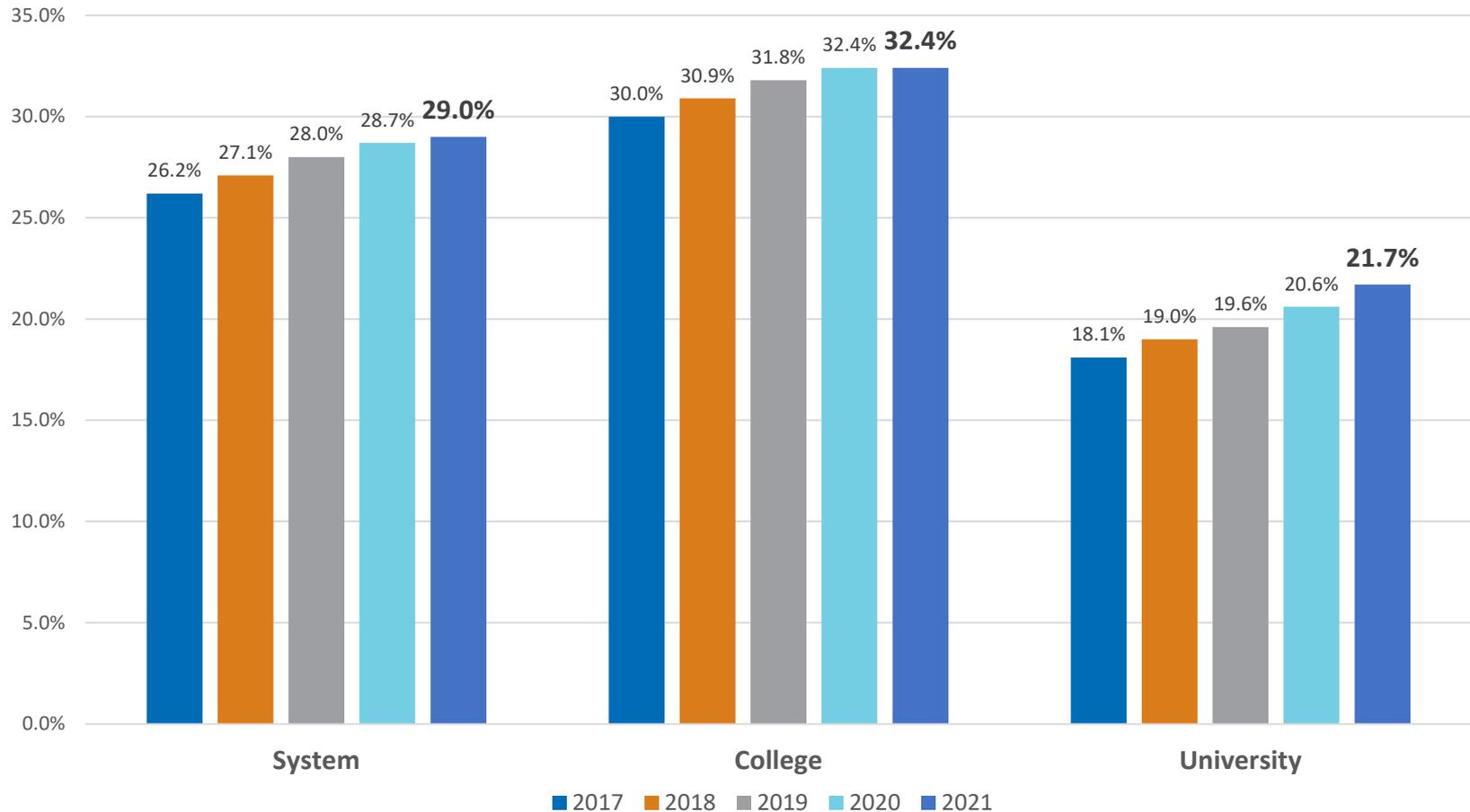


The diversity of Minnesota State students continues to increase

- In FY21 our colleges and universities served 223,013 students in credit courses.
- Students of color and American Indian students accounted for 29% of credit students in 2021, up from 26% in 2017.
- 36% of non-HS undergraduate credit students in 2021 were eligible for Pell, down from 39% in 2017.
- Three in ten credit students are aged 25 and over.
- Part-time students accounted for 54% of credit students in Fall 2020, up from 51% in 2015 and 44% in 2007.



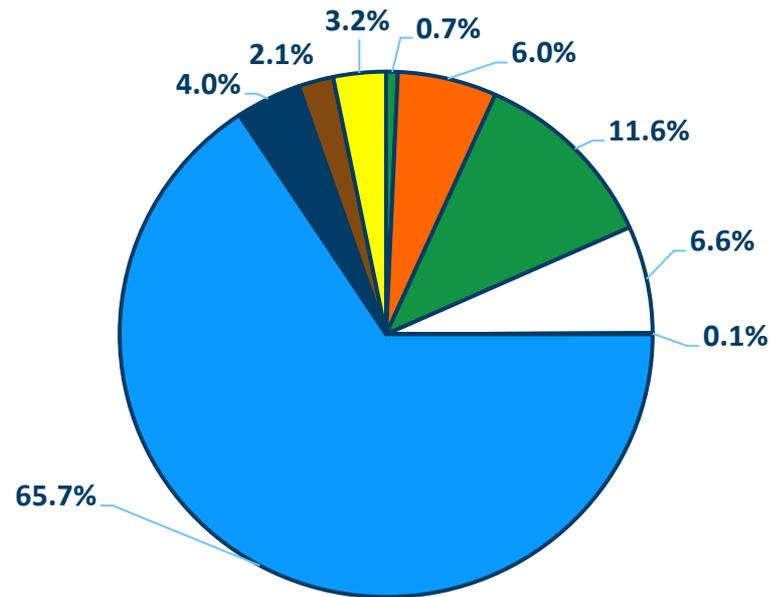
Indigenous Student and Students of Color



Source: System Office Research – Academic and Student Affairs
APPSODS Enrollment Detail, All Credit Students, End of Fiscal Year FY21, June 2022

FY21 Racial/Ethnic Diversity

IPEDS Reporting Race/Ethnicity – All Students

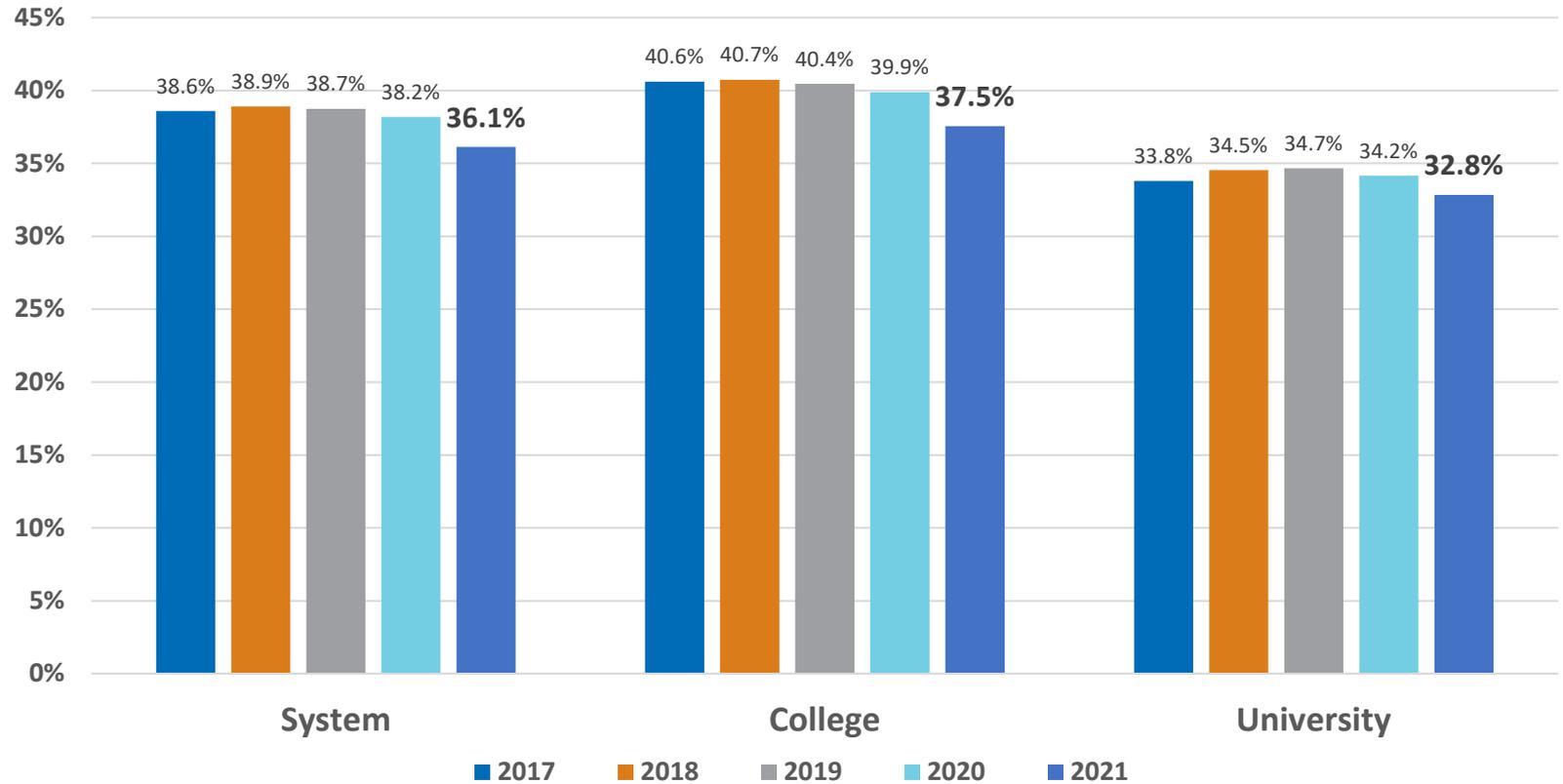


- American Indian or Alaska Native
- Black or African American
- Native Hawaiian or Other Pacific Islander
- Two or more races
- Unknown race and ethnicity
- Asian
- Hispanic of any race
- White
- Nonresident

Source: System Office Research – Academic and Student Affairs
APPSODS Enrollment Detail, All Credit Students, End of Fiscal Year FY21, June 2022

Pell Eligible Students

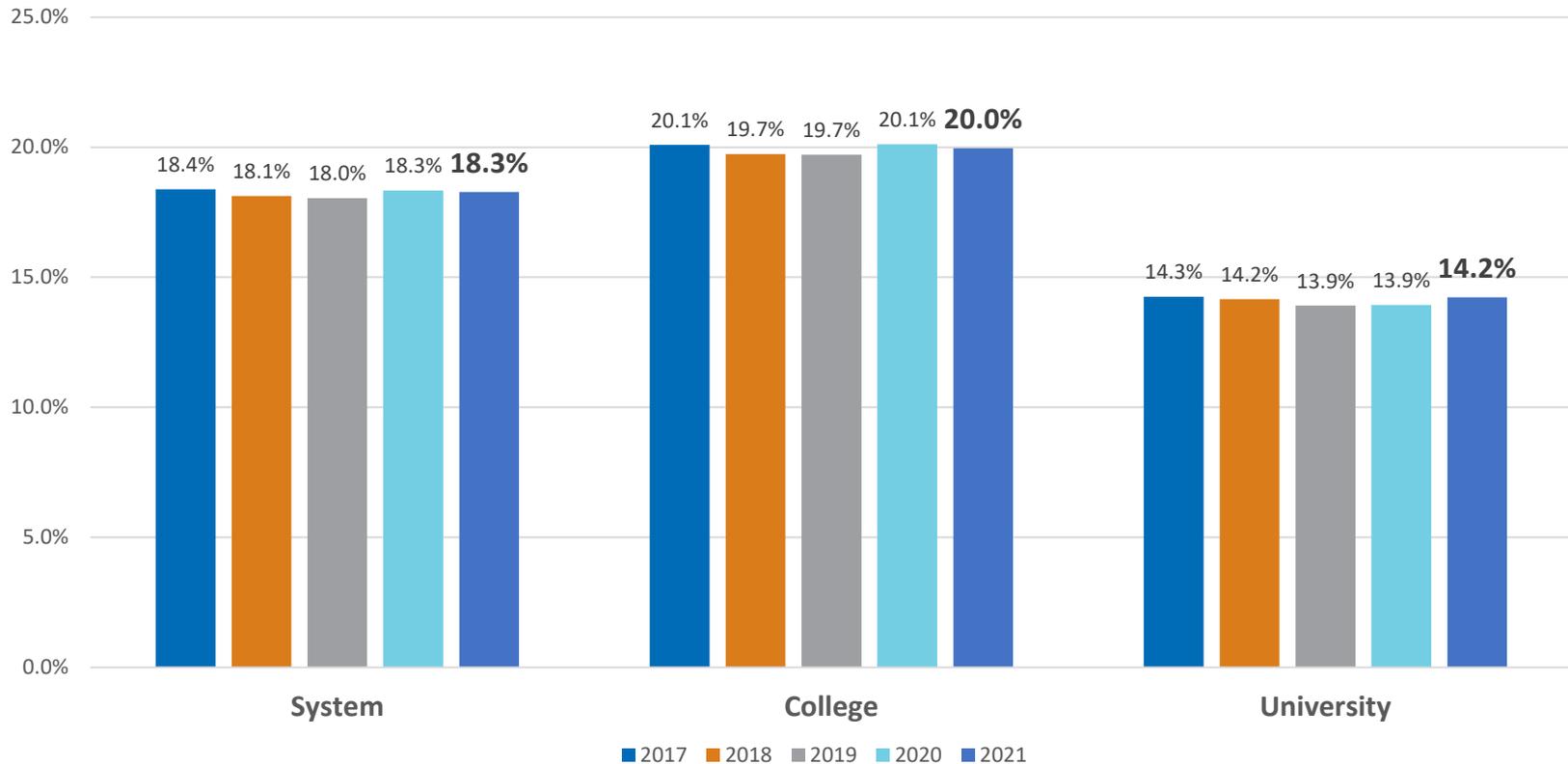
Percent Pell Eligible Students, Non-HS Undergraduates Only



Source: System Office Research – Academic and Student Affairs
APPSODS Enrollment Detail, via ADM STAT DESCR UR/UT/UU, End of Fiscal Year, June 2022

First Generation Students

Percent First Generation Students,
All Undergraduates



Source: System Office Research – Academic and Student Affairs
APPSODS Enrollment Detail, All Undergraduate Credit Students, End of Fiscal Year, June 2022

Early Success Indicators: Pre-Pandemic Trends



Progression Measure 1: Developmental-level Course Enrollments

Declines in developmental education course enrollments **exceed cohort enrollment declines:**

- Colleges: 50.1% decline in DE compared to 31.9% decline in overall enrollment
- Universities: 29.0% decline in DE compared to 25.8% decline in overall enrollment
- Developmental course enrollments declined in all subject areas, with the **greatest declines observed in mathematics**
- Developmental course enrollments **declined more sharply among underrepresented student groups** (Indigenous students and students of color, and Pell eligible students)



Progression Measure 2: Developmental-level Course Completion

- The greatest gains seen in **mathematics**, though those rates continue to lag behind completion rates in writing and reading
 - Completion rates remain highest among white/non-resident students and non-Pell eligible students
 - Rates improved among all groups, while the greatest gains were seen among white/non-resident students and Pell eligible students



Developmental-level Course Completion GAPS

- The largest completion gaps are consistently observed in mathematics
- Completion gaps between white students and Indigenous students and students of color are generally **increasing**, most notably in reading
- Completion gaps between Pell eligible students and non-Pell eligible students are **decreasing**, most notably in writing



Progression Measure 3: College-level Course Completion

- While gains in completion were seen in mathematics, completion rates in writing remain relatively unchanged
- Completion rates in mathematics continue to lag significantly behind writing completion rates
 - Completion rates remain highest among white/non-resident students and non-Pell eligible students
 - Mathematics completion rates **increased** among all student groups, while writing completion rates declined among white/non-resident students and non-Pell eligible students
 - Completion rate gains were **greatest** for underrepresented student groups (Indigenous students and students of color, and Pell eligible students)



College-level Course Completion GAPS

- The largest completion gaps are consistently observed in mathematics
- Completion gaps between white/non-resident students and Indigenous students and students of color are generally **decreasing**, most notably in writing
- Completion gaps between Pell eligible students and non-Pell eligible students are **decreasing**, most notably in writing



Progression Measure 4: Credit Completion Intensity

Students successfully completing **20 credits** in their first year of enrollment:

- Remained relatively stable between FY12 and FY21
 - Dropped 2.6% between FY20 and FY21 (from 67.4% to 64.8%)
-
- Students successfully completing **30 credits** in their first year of enrollment:
 - Increased 5.1% between FY12 and FY21
 - Dropped 0.5% between FY20 and FY21 (from 34.2% to 33.7%)



Credit Completion Intensity GAPS

Completion of **20 credits** in year 1

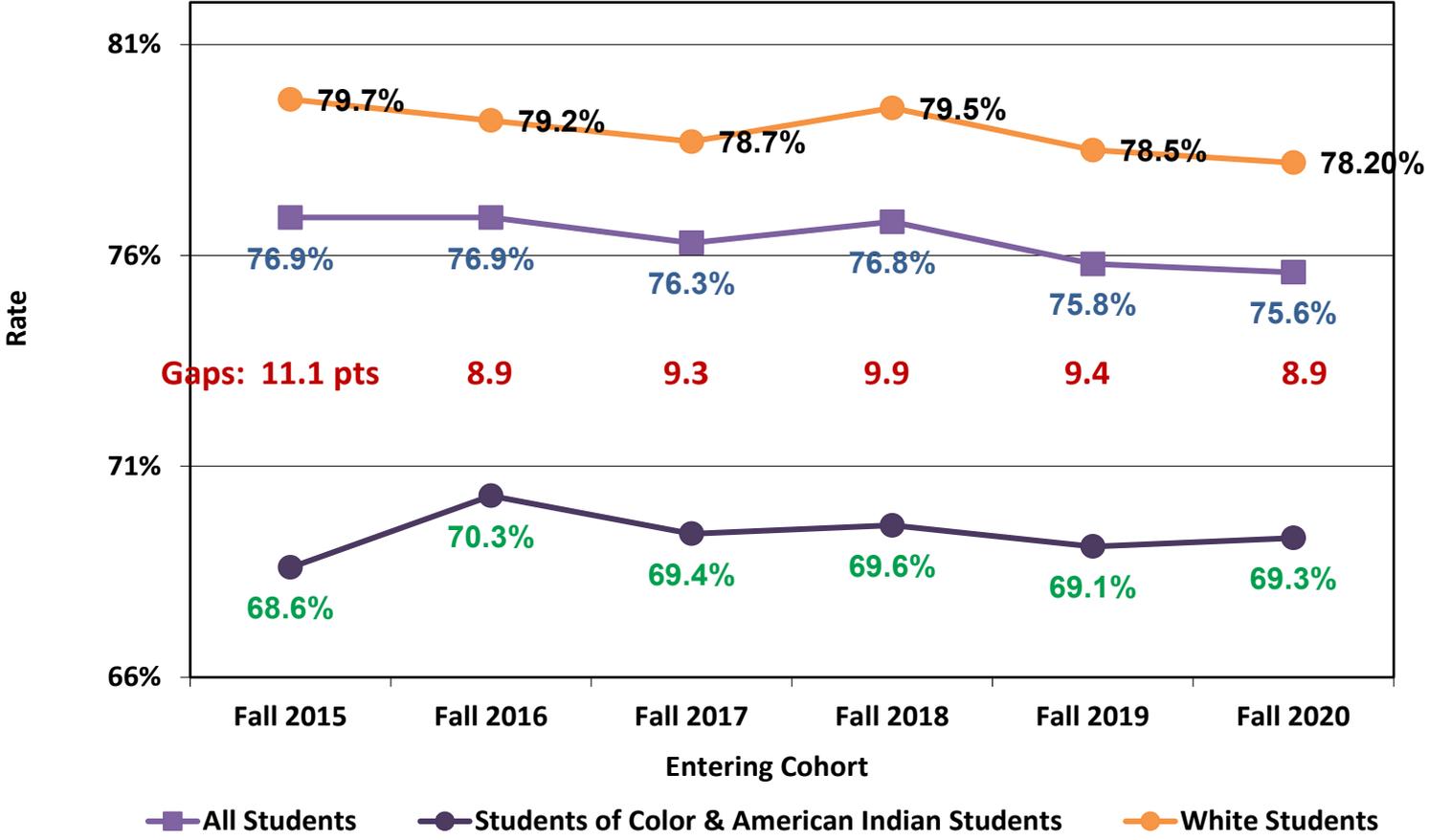
- Gaps by racial/ethnic status **narrowed 1.1%** between FY12 to FY21
- GAPS by Pell eligibility status **increased 0.7%** between FY12 to FY21
- Completion of **30 credits** in year 1
 - Gaps by racial/ethnic status **increased nominally (0.2%)** between FY12 to FY21
 - GAPS by Pell eligibility status **increased 3.5%** between FY12 to FY21



Outcome Indicators



Outcome Measure 1: Second Fall Persistence or Completion Systemwide

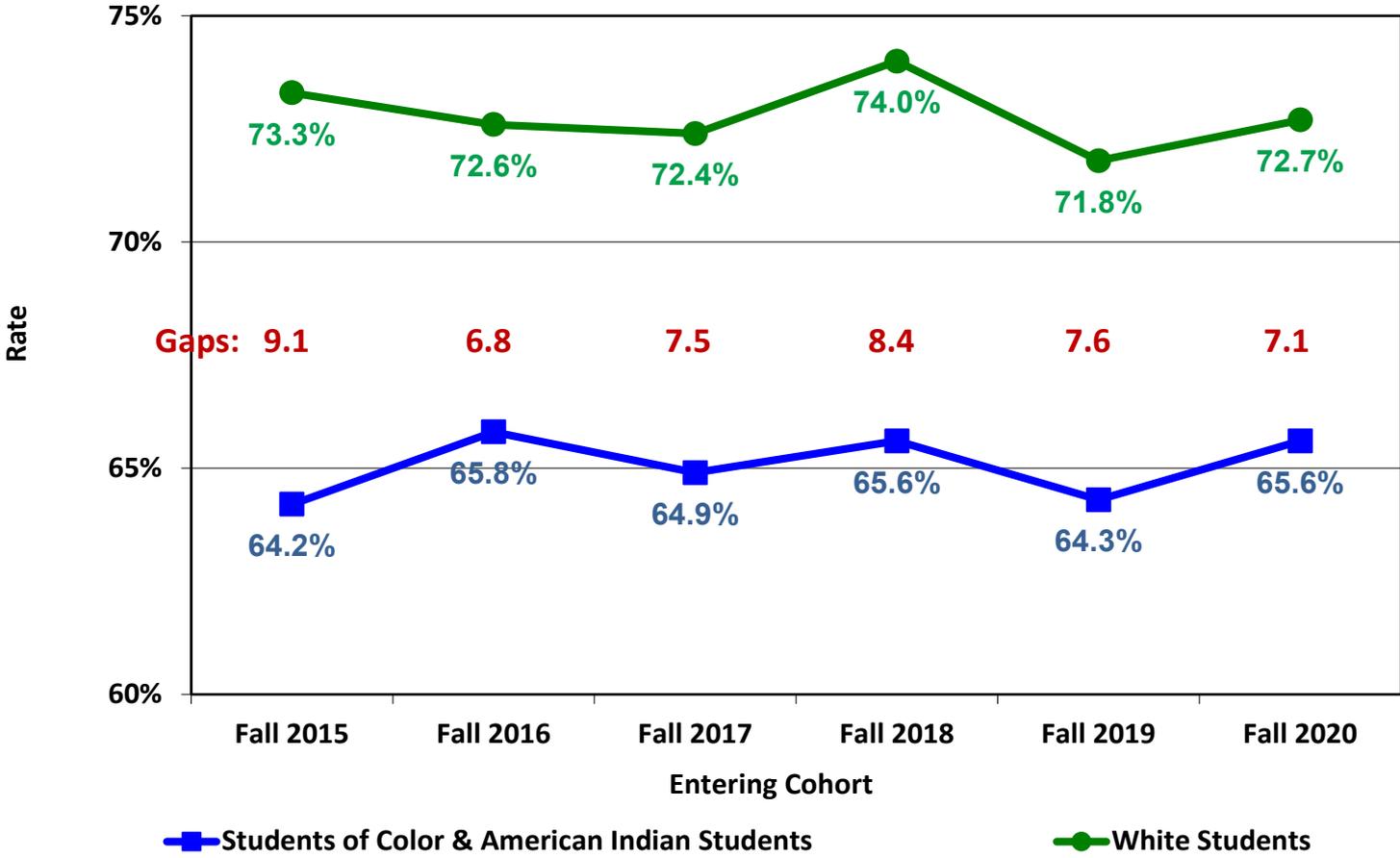


Second fall persistence and completion rate of fall entering undergraduate full-time degree seeking students (retention, graduation or transfer)

Source: System Office Research – Academic and Student Affairs
Student Success & Performance Metrics Combined Rollup Report 20220418



Outcome Measure 1: Second Fall Persistence or Completion— Colleges

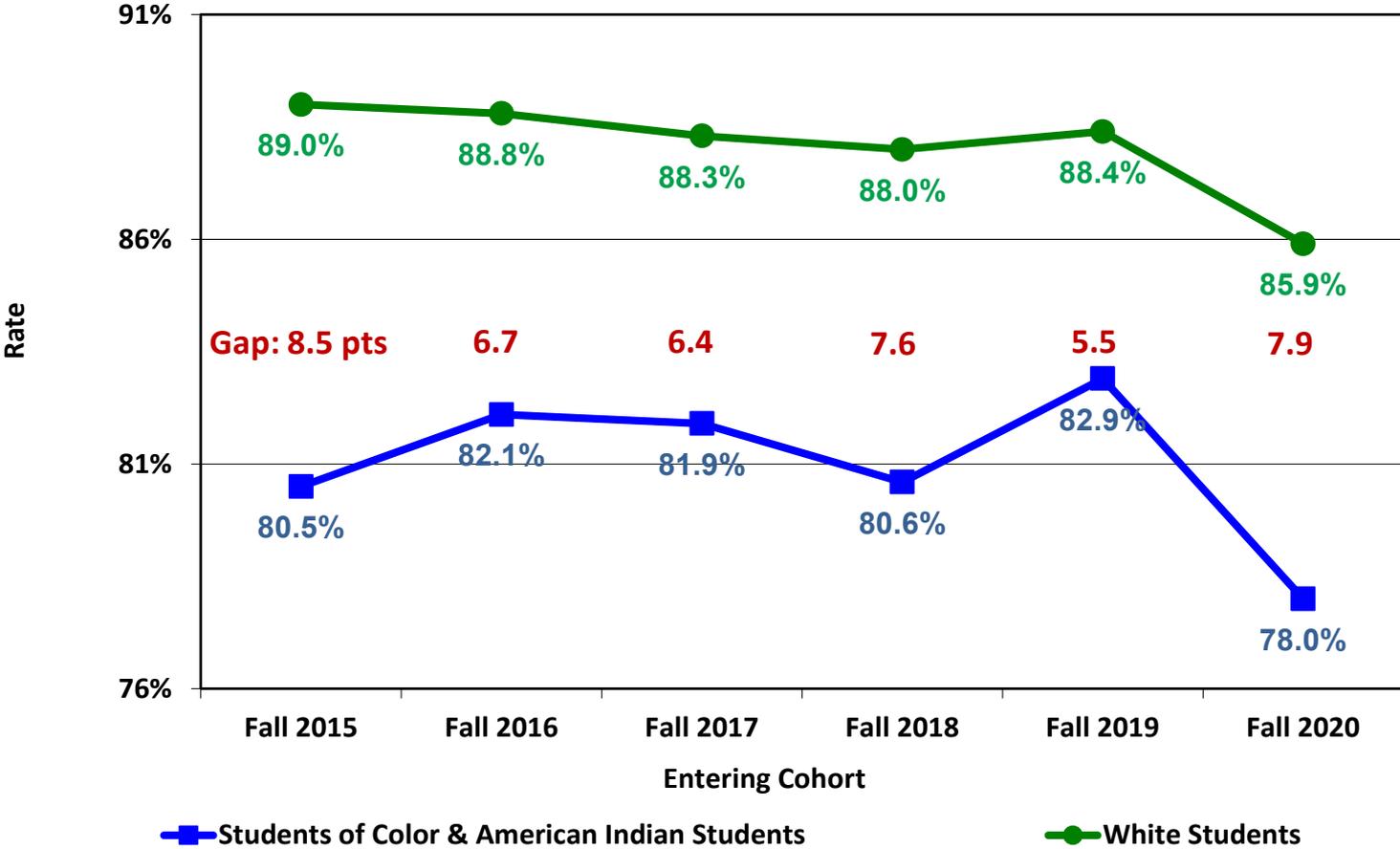


Second fall persistence and completion rate of fall entering undergraduate full-time degree seeking students (retention, graduation or transfer)

Source: System Office Research – Academic and Student Affairs
Student Success & Performance Metrics Combined Rollup Report 20220418



Outcome Measure 1: Second Fall Persistence—Universities



Second fall persistence and completion rate of fall entering undergraduate full-time degree seeking students (retention, graduation or transfer)

Source: System Office Research – Academic and Student Affairs
 Student Success & Performance Metrics Combined Rollup Report 20220418

Outcome Measure 1:

Institution Level Persistence

Colleges

- Two colleges demonstrating no aggregate racial equity persistence gap for fall 2020 cohort
- 21 colleges demonstrating aggregate racial equity persistence gaps of 6 or more percentage points; of these twelve have gaps of more than 10 points
- Six-year trend: 17 colleges narrowed the aggregate persistence gap, three by more than 10 percentage points

Universities

- All universities demonstrating some level of aggregate racial equity persistence gap for fall 2020 cohort
- Four universities demonstrating aggregate racial equity persistence gaps of 6 or more percentage points; two of these have gaps of more than 10 points
- Six-year trend: three universities narrowed the aggregate racial equity gap in persistence, one by over 6 percentage points

Second fall persistence and completion rate of fall entering undergraduate full-time degree seeking students (retention, graduation or transfer)

Source: System Office Research – Academic and Student Affairs

Persistence across the system:

Fewer campuses exceeding expectations

Third-term persistence when compared to expected rates (based on the students served):

- Colleges: 6 exceeded expectations with most recent cohort (as compared to 15 in prior year)
- Universities: No university is exceeded expectations with most recent cohort (as compared to 1 in prior year)
- Directed the allocation of \$653k in performance-based funding (as compared to \$3.91M in prior year)

Second fall persistence and completion (retention, graduation, or transfer) for fall entering undergraduate full-time degree seeking students and the second spring rate for spring entrants – based on FY19 entering students

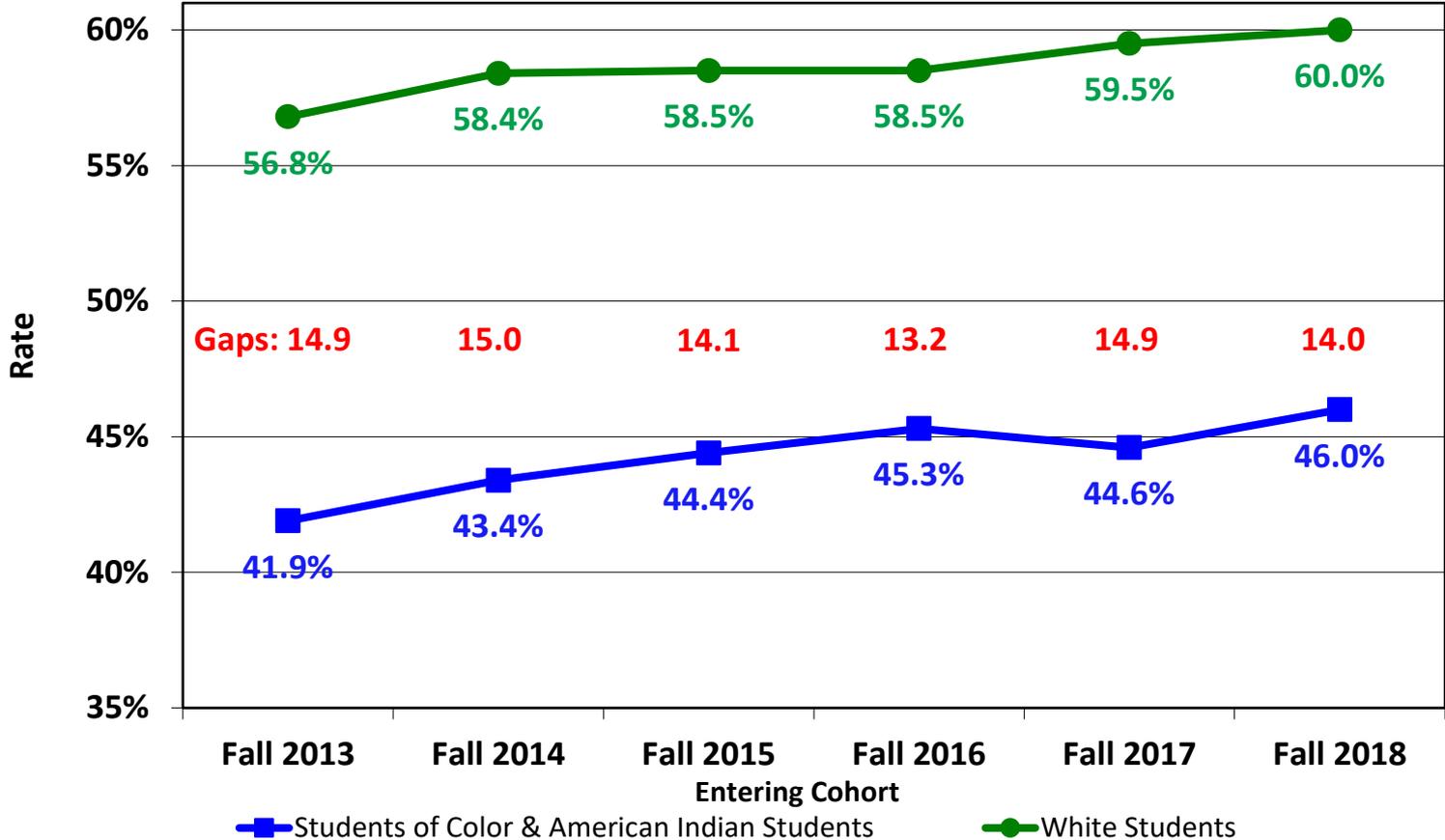
Improvement in persistence across the system: Many campuses showing marked improvement

Two-year improvement in persistence rates for students of color:

- Colleges: 13 colleges demonstrated improvement (compared to 15 in prior year)
- Universities: 3 universities demonstrated improvement (compared to 4 in prior year)
- Directed the allocation of \$468k in performance-based funding (compared to \$1.32M in prior year)

Second fall persistence and completion (retention, graduation, or transfer) for fall entering undergraduate full-time degree seeking students and the second spring rate for spring entrants. FY 2019 as compared to FY 2017.

Outcome Measure 2: College Completion by Third Spring

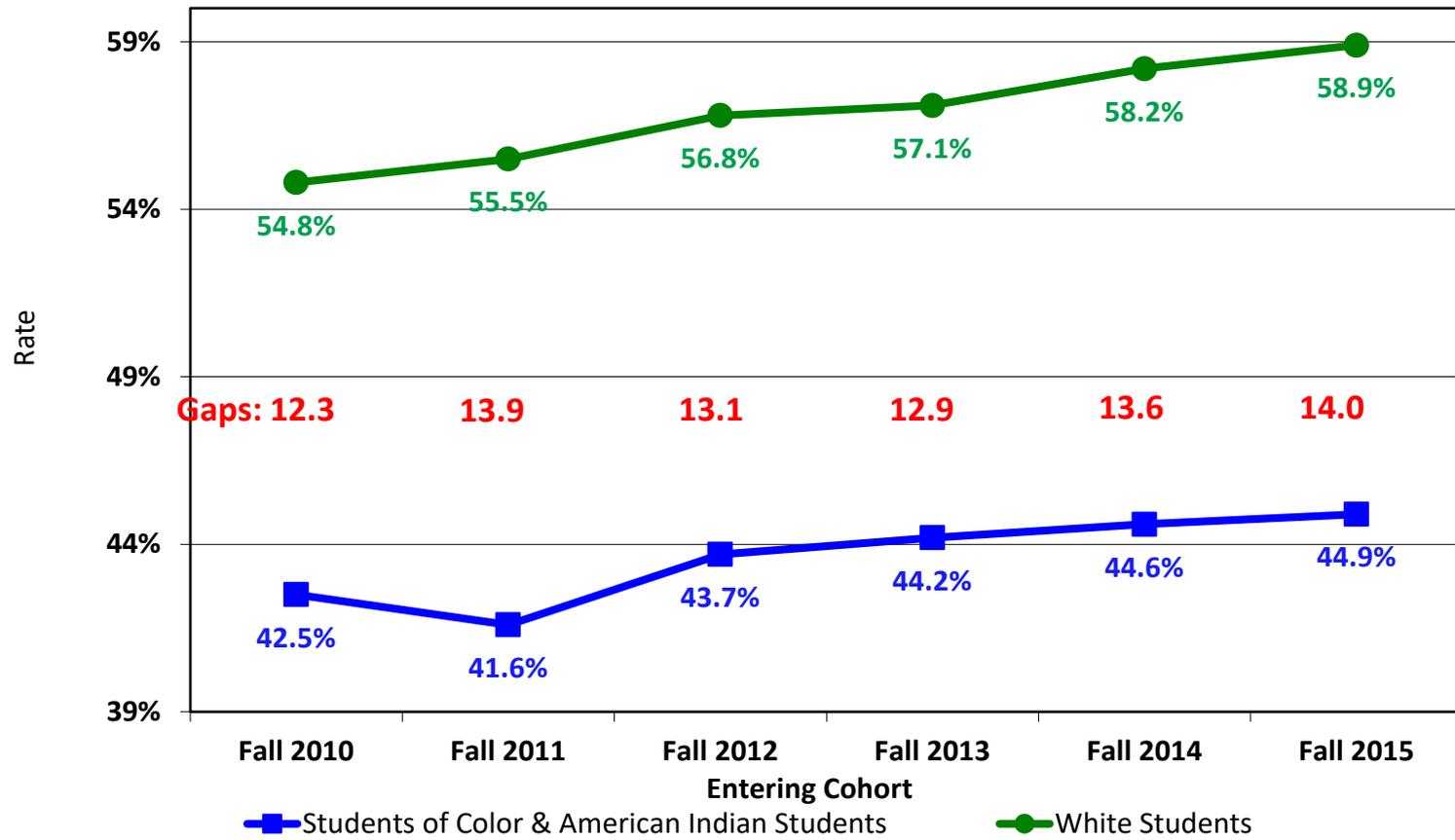


Completion rate of fall entering undergraduate full-time degree seeking students at third spring (graduation and transfer)

Source: System Office Research – Academic and Student Affairs
 Student Success & Performance Metrics Combined Rollup Report 20220418



Key Metric 2: University Completion by Sixth Spring



Completion rate of fall entering undergraduate full-time degree seeking students at sixth spring (graduation and transfer)

Source: System Office Research – Academic and Student Affairs
Student Success & Performance Metrics Combined Rollup Report 20220418

Outcome Measure 2: Institution Level Completion

Colleges

- Two colleges demonstrating no aggregate racial equity gap in completion for fall 2018 cohort
- 26 colleges demonstrating aggregate racial equity completion gaps of 6 or more percentage points; nineteen of these have gaps of more than 10 points
- Six-year trend: 14 colleges narrowed the aggregate racial equity completion gap, three by more than 10 percentage points

Universities

- Six universities demonstrating aggregate racial equity completion gaps of 6 or more percentage points among the fall 2015 cohort
- Six-year trend: four universities narrowed the aggregate racial equity gap, two by at least 6 percentage points

Third spring (for colleges) or sixth spring (for universities) completion rate of fall entering undergraduate full-time degree seeking students

Source: System Office Research – Academic and Student Affairs

How Our Campuses Are Responding

Table Discussion

