



Student Fee Review
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Introduction and Background:

During the 2008 legislative session the General Assembly passed a joint resolution on fees, SJR08-037, which encouraged the Department of Higher Education (DHE) to conduct a review of the Colorado Commission on Higher Education's (CCHE) fee policies and the institutional student fee plans at institutions of higher education, to review changes to fees for the past ten years, and to seek student and governing board input in the process. In April of 2008, the Joint Budget Committee (JBC) sent a letter to Legislative Audit Committee (LAC) recommending a review of the appropriated student fee policies and procedures of the DHE. The JBC's letter to the LAC was primarily concerned with how student fees are appropriated and asked the Committee to review the checks in place to ensure that fees were being used appropriately. Both actions prompted the DHE to conduct a thorough review of student fees during the summer of 2008. This report contains results of the fee review recommended by SJR08-037 and questions from the JBC letter to the LAC.

SJR08-037 specifically encouraged the DHE to address the following issues surrounding student fees:

1. Review the CCHE's policies on student fees and fee structures.
2. Review each state institution's student fee policies for compliance with state law and existing policies of the CCHE.
3. Conduct annual reviews of necessary information and data on fees paid by students to ensure compliance with state law and CCHE policies.
4. Review increases in amounts assessed as student fees at state institutions of higher education over the last ten years.
5. Share resulting reports or findings with the Education Committees of the House of Representatives and the Senate and the JBC.

The JBC's letter to the LAC included four questions to frame a requested audit on student fees, many of which overlapped with the joint resolution, but primarily focused on appropriated fees. The questions were as follows:

1. Are there adequate controls in place to ensure that "Academic and Academic Facility Fees" do not exceed the appropriation?
2. Is the term "Academic and Academic Facility Fee" applied consistently across all institutions?
3. Are there other or better ways, beyond appropriating Academic and Academic Facility Fees, to ensure that fees are not used as a replacement for tuition, or to cross-subsidize the academic program?
4. Is the Department's reporting on mandatory fees accurate, consistent with national standards and sufficient to describe student costs?

SJR08-037:

1. Review the CCHE's policies on student fees and fee structures.

The DHE formed a fee working group composed of representatives from each governing boards' budget and finance offices and began reviewing how CCHE fee policies were being implemented and if any policy or statutory changes should be made. Department staff and institutional representatives reviewed each type of student fee, including administrative fees, course specific fees, instruction fees, student activity fees, and user fees, for their purpose, reporting requirements, student participation requirements and compliance with policy criteria. Institutions also completed a questionnaire regarding the fee process and student participation for each campus.

Several key areas requiring policy changes were identified after it became clear that not all institutions were treating fees uniformly due to ambiguity in the existing fee policy. The recommended changes combined existing fee definitions with new categories where necessary,

defined each type of fee, specified whether it is appropriated, and described reporting requirements. Student fees are appropriated only if they are considered “Academic or Academic Facility Fees.” However, there was no definition of this term in policy. One of the proposed policy changes was to include the JBC’s definition of “Academic or Academic Facility Fee” in policy. Existing policy also failed to specify clearly the types of fees to be reported to the Department, such as student activity fees, which are mandatory campus-wide fees and therefore appear in the Department’s annual report of mandatory student fees. Changes were also proposed to clarify and combine existing sections of the fee policy, specifically the sections dealing with governing board duties, institutional fee plans, and billing requirements.

On October 2, 2008, these fee policy changes were adopted by the Colorado Commission on Higher Education. DHE believes that these changes will help ensure that all institutions are reporting and appropriating student fees uniformly across the system.

2. Review each state institution’s student fee policies for compliance with state law and existing policies of the CCHE.

DHE staff reviewed each institution’s student fee plan and checked for compliance with existing CCHE policy, which describes what each plan should include. DHE staff reviewed each plan against the following criteria:

Review of Compliance with CCHE Policy VI-C- Student Tuition and Fees Section 3.03 Institutional Plan for Student Fees:

_____ Defines the student fee proposal and approval process. Absent any autonomy agreement already in place, such process includes the opportunity for the students and institutional student government representatives to address the governing board during board discussion and action of the student fee proposal.

_____ Defines and categorizes all campus wide mandatory student fees to include, but not be limited to, permanent student purpose fees, nonpermanent student purpose fees, bond fees, fees for a specific academic course and administrative fees.

_____ Establishes procedures for student participation in setting student fees at the institution, including: administrative fees, instructional fees (including course specific), and student activity fees.

_____ Establishes a complaint resolution process for disputes on student fee proposals or any issues relating to student fees.

_____ Includes a time frame of the budget approval and board action of the tuition and fees action.

_____ Specifies whether to allow for the use of student fees or tuition for academic facilities construction. Use of tuition or fees would be allowed only under the following conditions, including:

- All other financing options have been explored; - Students approved the use of funds through a student vote or referendum or student government approval (to be specified in the Plan). Note: Only the use of a student fee for academic facilities construction must be approved by vote or referendum or by student government. Institutions may use tuition for the construction or renovation of academic facilities without approval through a student vote or referendum, provided that, at a minimum, the institution has explored all other financing options, has presented their proposed use of tuition revenues at a public meeting, and has informed students which capital projects will be funded with tuition revenues;
- Any referendum relating to the use of fees under this section is initiated by the student government; and

Procedures for any student vote or referendum relating to student fees shall include:

- Full disclosure of information relating to the referendum.
- Agreements on distribution of unbiased, factual information regarding the referendum.
- Restrictions on campaigning by the institution and student government.

_____ No new fee, fee increase, or fee extension that is defeated by a vote of the student body may be resubmitted for a student vote until the following regularly scheduled election.

_____ Any administrative costs charged to students or student groups, such as: maintenance, utilities, or accounting services.

After reviewing all institutional plans, DHE found that on a whole the plans were in compliance with the policy requirements detailing student fee procedures. However, there were minor elements that some institutions had not included. DHE recommended that four institutions add a clause to their plans which would state that no fee issue defeated by a vote of the student

body could be brought to another vote until the following regularly scheduled election. Three other institutions were advised either to include or add more detail to time frames for fee approval in order to make the process clearer.

In a limited number of responses received from a questionnaire sent to student government representatives regarding the student fee process there was concern that the institutional student fee plans were not readily accessible by students at some institutions. DHE will work with institutions to create a page on the DHE website where all institutional plans can be found and easily examined.

3. Conduct annual reviews of necessary information and data on fees paid by students to ensure compliance with state law and CCHE policies.

DHE currently collects annual information and data regarding mandatory fees as well as new course or program fees through the Tuition and Fee Survey. Department staff reviews each institution's Tuition and Fee Survey annually for compliance with fee policy and requests clarifications or corrections where necessary. Mandatory fees are charges that all students on campus will pay regardless of their course of study; at most institutions, they consist primarily of student activity fees and, where applicable, academic facility capital construction fees. Total mandatory fees for the current academic year and a history for each institution are posted annually on the Department's website, along with current and historical tuition rates.

4. Review increases in amounts assessed as student fees at state institutions of higher education over the last ten years.

The following tables detail the amounts of mandatory fees charged to students at each institution of higher education from FY 1998-99 through FY2007-08. The tables are split between 4 year institutions and 2 year institutions and also give an annual dollar change and a

cumulative 10 year percentage change. There is also a table which details a 10 year history of full-time resident undergraduate total fees and tuition to give a better indication of total costs. For purposes of national comparison, the final table shows total revenues at Colorado institutions of higher education compared to their national peer groups as determined by the National Center for Education Management Systems.

Table A.1: 10 Year History of Mandatory Fees – (4 Year Institutions)

| 4 Year Institutions | FY 1998-99 | FY 1999-00 | FY 2000-01 | FY 2001-02 | FY 2002-03 | FY 2003-04 | FY 2004-05 | FY 2005-06 | FY 2006-07 | FY 2007-08 |
|--|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| CU - Boulder | \$652 | \$674 | \$674 | \$743 | \$790 | \$861 | \$861 | \$926 | \$1,089 | \$1,217 |
| CU – Colo. Springs | \$486 | \$594 | \$682 | \$767 | \$797 | \$853 | \$853 | \$923 | \$927 | \$999 |
| CU – Denver (Downtown) | \$285 | \$339 | \$400 | \$444 | \$490 | \$678 | \$678 | \$682 | \$731 | \$765 |
| CSU -Ft. Collins | \$701 | \$714 | \$725 | \$750 | \$780 | \$836 | \$850 | \$1,061 | \$1,131 | \$1,259 |
| CSU -Pueblo | \$453 | \$499 | \$509 | \$532 | \$591 | \$696 | \$696 | \$972 | \$972 | \$972 |
| Fort Lewis College | \$472 | \$543 | \$607 | \$729 | \$730 | \$769 | \$790 | \$830 | \$871 | \$1,061 |
| University of Northern Colorado | \$712 | \$710 | \$681 | \$656 | \$661 | \$688 | \$520 | \$645 | \$674 | \$713 |
| Adams State College | \$562 | \$562 | \$612 | \$642 | \$672 | \$694 | \$785 | \$873 | \$895 | \$1,138 |
| Mesa State College | \$504 | \$546 | \$562 | \$600 | \$606 | \$661 | \$661 | \$104 | \$108 | \$192 |
| Metropolitan State College | \$363 | \$402 | \$456 | \$500 | \$538 | \$544 | \$554 | \$554 | \$590 | \$601 |
| Western State College | \$683 | \$692 | \$710 | \$781 | \$781 | \$781 | \$781 | \$786 | \$797 | \$886 |
| Colorado School of Mines | \$573 | \$595 | \$662 | \$681 | \$706 | \$733 | \$746 | \$896 | \$983 | \$1,286 |

Note: CU-Denver (Downtown Campus), Metro State College and Community College of Denver students pay mandatory fees that are passed through to the Auraria Higher Education Center budget to cover bonds, RTD bus passes, a student health center, a student rec. center and an energy renewal fee. These fees are included in the respective institution’s totals.

Table A.2: 10 Year History of Mandatory Fees – (2 Year Institutions)

| 2 Year Institutions | FY 1998-99 | FY 1999-00 | FY 2000-01 | FY 2001-02 | FY 2002-03 | FY 2003-04 | FY 2004-05 | FY 2005-06 | FY 2006-07 | FY 2007-08 |
|--------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Arapahoe Community College | \$133 | \$133 | \$128 | \$147 | \$155 | \$161 | \$161 | \$170 | \$170 | \$171 |
| Colorado Northwestern CC | \$470 | \$168 | \$172 | \$179 | \$180 | \$180 | \$180 | \$190 | \$190 | \$191 |
| Community College of Aurora | \$84 | \$84 | \$85 | \$86 | \$88 | \$114 | \$114 | \$114 | \$114 | \$114 |
| Community College of Denver | \$273 | \$273 | \$230 | \$230 | \$243 | \$146 | \$146 | \$152 | \$156 | \$184 |
| Front Range Community College | \$260 | \$152 | \$158 | \$162 | \$168 | \$246 | \$246 | \$250 | \$252 | \$258 |
| Lamar Community College | \$244 | \$279 | \$286 | \$296 | \$305 | \$315 | \$315 | \$328 | \$328 | \$329 |
| Morgan Community College | \$174 | \$150 | \$151 | \$151 | \$155 | \$158 | \$158 | \$161 | \$161 | \$164 |
| Northeastern Junior College | \$556 | \$556 | \$557 | \$557 | \$568 | \$569 | \$569 | \$569 | \$569 | \$570 |
| Otero Junior College | \$168 | \$168 | \$169 | \$169 | \$170 | \$171 | \$171 | \$171 | \$171 | \$194 |
| Pikes Peak Community College | \$129 | \$119 | \$121 | \$122 | \$125 | \$148 | \$148 | \$156 | \$156 | \$199 |
| Pueblo Community College | \$221 | \$217 | \$208 | \$224 | \$230 | \$223 | \$223 | \$223 | \$223 | \$263 |
| Red Rocks Community College | \$193 | \$234 | \$200 | \$205 | \$212 | \$218 | \$218 | \$225 | \$225 | \$230 |
| Trinidad State Junior College | \$297 | \$303 | \$300 | \$312 | \$344 | \$345 | \$345 | \$345 | \$345 | \$346 |

**Table B.1: 10 Year History of Mandatory Fees Annual Dollar Change –
(4 Year Institutions)**

| 4 Year Institutions | FY 1998-99 Base Year | FY 1999-00 | FY 2000-01 | FY 2001-02 | FY 2002-03 | FY 2003-04 | FY 2004-05 | FY 2005-06 | FY 2006-07 | FY 2007-08 |
|---|----------------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| CU - Boulder | N/A | \$22 | \$0 | \$69 | \$47 | \$71 | \$0 | \$65 | \$163 | \$128 |
| CU - Colorado Springs | N/A | \$108 | \$88 | \$85 | \$30 | \$56 | \$0 | \$70 | \$4 | \$72 |
| CU – Denver- (Downtown Campus) | N/A | \$54 | \$61 | \$44 | \$46 | \$188 | \$0 | \$4 | \$49 | \$34 |
| CSU -Ft. Collins | N/A | \$13 | \$11 | \$25 | \$30 | \$56 | \$14 | \$211 | \$70 | \$128 |
| CSU -Pueblo | N/A | \$46 | \$10 | \$23 | \$59 | \$105 | \$0 | \$276 | \$0 | \$0 |
| Fort Lewis College | N/A | \$71 | \$64 | \$122 | \$1 | \$39 | \$21 | \$40 | \$41 | \$190 |
| University of Northern Colorado | N/A | -\$2 | -\$29 | -\$25 | \$5 | \$27 | -\$168 | \$125 | \$29 | \$39 |
| Adams State College | N/A | \$0 | \$50 | \$30 | \$30 | \$22 | \$91 | \$88 | \$22 | \$243 |
| Mesa State College | N/A | \$42 | \$16 | \$38 | \$6 | \$55 | \$0 | -\$557 | \$4 | \$84 |
| Metropolitan State College | N/A | \$39 | \$54 | \$44 | \$38 | \$6 | \$10 | \$0 | \$36 | \$11 |
| Western State College | N/A | \$9 | \$18 | \$71 | \$0 | \$0 | \$0 | \$5 | \$11 | \$89 |
| Colorado School of Mines | N/A | \$22 | \$67 | \$19 | \$25 | \$27 | \$13 | \$150 | \$87 | \$303 |

**Table B.2: 10 Year History of Mandatory Fees Annual Dollar Change –
(2 Year Institutions)**

| 2 Year Institutions | FY 1998-99 Base Year | FY 1999-00 | FY 2000-01 | FY 2001-02 | FY 2002-03 | FY 2003-04 | FY 2004-05 | FY 2005-06 | FY 2006-07 | FY 2007-08 |
|--------------------------------------|----------------------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Arapahoe Community College | N/A | \$0 | -\$5 | \$19 | \$8 | \$6 | \$0 | \$9 | \$0 | \$1 |
| Colorado Northwestern CC | N/A | -\$302 | \$4 | \$7 | \$1 | \$0 | \$0 | \$10 | \$0 | \$1 |
| Community College of Aurora | N/A | \$0 | \$1 | \$1 | \$2 | \$26 | \$0 | \$0 | \$0 | \$0 |
| Community College of Denver | N/A | \$0 | -\$43 | \$0 | \$13 | -\$97 | \$0 | \$6 | \$4 | \$28 |
| Front Range Community College | N/A | -\$108 | \$6 | \$4 | \$6 | \$78 | \$0 | \$4 | \$2 | \$6 |
| Lamar Community College | N/A | \$35 | \$7 | \$10 | \$9 | \$10 | \$0 | \$13 | \$0 | \$1 |
| Morgan Community College | N/A | -\$24 | \$1 | \$0 | \$4 | \$3 | \$0 | \$3 | \$0 | \$3 |
| Northeastern Junior College | N/A | \$0 | \$1 | \$0 | \$11 | \$1 | \$0 | \$0 | \$0 | \$1 |
| Otero Junior College | N/A | \$0 | \$1 | \$0 | \$1 | \$1 | \$0 | \$0 | \$0 | \$23 |
| Pikes Peak Community College | N/A | -\$10 | \$1 | \$2 | \$3 | \$23 | \$0 | \$8 | \$0 | \$43 |
| Pueblo Community College | N/A | -\$5 | -\$8 | \$16 | \$6 | -\$7 | \$0 | \$0 | \$0 | \$40 |
| Red Rocks Community College | N/A | \$41 | -\$34 | \$5 | \$7 | \$6 | \$0 | \$7 | \$0 | \$5 |
| Trinidad State Junior College | N/A | \$6 | -\$3 | \$12 | \$32 | \$1 | \$0 | \$0 | \$0 | \$1 |

Table C: Mandatory Fees 10 Year Percentage Change

| 4 Year Institutions | 10 year % Change |
|---------------------------------|------------------|
| CU - Boulder | 108.64% |
| CU - Colorado Springs | 140.17% |
| CU – Denver (Downtown) | 168.33% |
| | |
| CSU -Ft. Collins | 88.66% |
| CSU -Pueblo | 119.91% |
| | |
| Fort Lewis College | 127.58% |
| | |
| University of Northern Colorado | 9.97% |
| | |
| Adams State College | 133.59% |
| | |
| Mesa State College | -58.80% |
| | |
| Metropolitan State College | 83.15% |
| | |
| Western State College | 28.39% |
| | |
| Colorado School of Mines | 128.44% |

| 2 Year Institutions | 10 year % Change |
|-------------------------------|------------------|
| Arapahoe Community College | 28.08% |
| | |
| Colorado Northwestern CC | -60.21% |
| | |
| Community College of Aurora | 37.35% |
| | |
| Community College of Denver | -27.96% |
| | |
| Front Range Community College | 0.47% |
| | |
| Lamar Community College | 37.82% |
| | |
| Morgan Community College | 60.78% |
| | |
| Northeastern Junior College | 141.31% |
| | |
| Otero Junior College | 15.18% |
| | |
| Pikes Peak Community College | 79.37% |
| | |
| Pueblo Community College | 25.58% |
| | |
| Red Rocks Community College | 19.05% |
| | |
| Trinidad State Junior College | 87.16% |

Note: During this time period Mesa State College and the University of Northern Colorado rolled a portion of student fees into tuition as an effort to make fees more transparent. Also during this time period, CU-Boulder, Colorado School of Mines, CSU-Ft. Collins and Adams State College approved the usage of a mandatory fee for academic facility capital construction.

**Table D.1: 10 Year Resident Undergraduate Full-Time Tuition and Fee History
(4 year Institutions)**

| Institution | FY 1998-99 | FY 1999-00 | FY 2000-01 | FY 2001-02 | FY 2002-03 | FY 2003-04 | FY 2004-05 | FY 2005-06 | FY 2006-07 | FY 2007-08 |
|---|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| CU - Boulder | | | | | | | | | | |
| All-Other | \$3,038 | \$3,114 | \$3,188 | \$3,357 | \$3,566 | \$4,053 | \$4,341 | \$5,372 | \$5,643 | \$6,635 |
| Business | \$3,454 | \$3,544 | \$3,628 | \$4,115 | \$4,672 | \$5,625 | \$6,455 | \$8,072 | \$8,343 | \$9,849 |
| Engineering | \$3,492 | \$3,620 | \$3,706 | \$3,897 | \$4,140 | \$4,713 | \$5,443 | \$6,776 | \$7,083 | \$8,715 |
| Journalism/Music | \$3,092 | \$3,172 | \$3,244 | \$3,415 | \$3,628 | \$4,125 | \$4,485 | \$5,552 | \$5,823 | \$6,845 |
| CU - Colo. Springs | | | | | | | | | | |
| Incoming Freshman | N/A | \$6,189 |
| Continuing Freshman & Sophomores | \$2,668 | \$2,828 | \$2,980 | \$3,257 | \$3,547 | \$3,877 | \$4,149 | \$4,889 | \$4,993 | \$5,349 |
| Jr & Sr in LAS | \$2,826 | \$2,990 | \$3,148 | \$3,413 | \$3,685 | \$4,027 | \$4,313 | \$5,083 | \$5,191 | \$5,561 |
| Upper Division Business & Eng. | \$2,866 | \$3,032 | \$3,190 | \$3,483 | \$3,797 | \$4,150 | \$4,511 | \$5,321 | \$5,435 | \$5,823 |
| Jr & Sr in Beth El Nursing | \$4,012 | \$4,204 | \$4,396 | \$4,629 | \$4,899 | \$5,353 | \$5,921 | \$7,021 | \$7,177 | \$7,687 |
| Certificate in Education | N/A | N/A | N/A | \$3,373 | \$3,607 | \$3,943 | \$4,283 | N/A | \$5,191 | \$5,561 |
| CU - Denver (Downtown Campus) | | | | | | | | | | |
| All Freshmen & Sophomores | \$2,255 | \$2,407 | \$2,698 | \$2,934 | \$3,242 | \$3,706 | \$3,978 | \$4,714 | \$4,863 | \$5,819 |
| Jrs. & Sen. in Liberal Arts & Science | \$2,255 | \$2,407 | \$2,698 | \$2,934 | \$3,242 | \$3,706 | \$3,978 | \$4,714 | \$4,863 | \$5,949 |
| Jrs. & Sen. in Arts & Media, Bus. & Eng. | \$2,577 | \$2,687 | \$2,908 | \$3,160 | \$3,490 | \$3,978 | \$4,342 | \$5,266 | \$5,429 | N/A |
| Colorado State University | | | | | | | | | | |
| Resident | \$2,987 | \$3,054 | \$3,133 | \$3,252 | \$3,435 | \$3,744 | \$3,790 | \$4,442 | \$4,597 | \$5,299 |
| College of Business | N/A | \$4,784 | \$1,515 | \$5,641 |
| College of Engineering | N/A | \$4,667 | \$1,515 | \$5,524 |
| Department of Computer Science | N/A | \$4,667 | \$1,515 | \$5,524 |
| Upper Division Courses | N/A | \$4,478 | \$1,515 | \$5,371 |
| High Cost Programs | N/A | \$4,913 |
| Colorado State University - Pueblo | | | | | | | | | | |
| Base | \$2,219 | \$2,307 | \$2,369 | \$2,472 | \$2,651 | \$2,984 | \$3,220 | \$3,875 | \$3,947 | \$4,394 |
| Differential | N/A | \$4,824 |
| University of Northern Colorado | \$2,679 | \$2,724 | \$2,753 | \$2,811 | \$2,951 | \$3,208 | \$3,370 | \$3,837 | \$3,950 | \$4,313 |
| | | | | | | | | | | |
| Colorado School of Mines | \$4,508 | \$4,616 | \$4,750 | \$4,940 | \$5,246 | \$5,700 | \$6,336 | \$7,248 | \$7,852 | \$8,764 |
| | | | | | | | | | | |
| Fort Lewis College | \$2,110 | \$2,219 | \$2,331 | \$2,521 | \$2,632 | \$2,789 | \$3,060 | \$3,292 | \$3,393 | \$3,709 |
| | | | | | | | | | | |
| Adams State College | \$2,056 | \$2,092 | \$2,186 | \$2,278 | \$2,384 | \$2,492 | \$2,603 | \$2,853 | \$2,925 | \$3,466 |
| | | | | | | | | | | |
| Mesa State College | \$2,044 | \$2,123 | \$2,185 | \$2,288 | \$2,373 | \$2,517 | \$2,724 | \$3,204 | \$3,550 | \$4,085 |
| | | | | | | | | | | |
| Metropolitan State College of Denver | \$2,041 | \$2,120 | \$2,224 | \$2,338 | \$2,463 | \$2,565 | \$2,598 | \$2,745 | \$2,837 | \$3,033 |
| | | | | | | | | | | |
| Western State College | \$2,163 | \$2,208 | \$2,270 | \$2,403 | \$2,479 | \$2,564 | \$2,761 | \$3,138 | \$3,350 | \$3,574 |

**Table D.2: 10 Year Resident Undergraduate Full-Time Tuition and Fee History
(2 year Institutions)**

| Institution | FY 1998-99 | FY 1999-00 | FY 2000-01 | FY 2001-02 | FY 2002-03 | FY 2003-04 | FY 2004-05 | FY 2005-06 | FY 2006-07 | FY 2007-08 |
|-------------------------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Arapahoe Community College | \$1,453 | \$1,484 | \$1,514 | \$1,588 | \$1,665 | \$1,746 | \$1,764 | \$1,916 | \$1,959 | \$2,022 |
| Colorado Northwestern CC | \$1,790 | \$1,519 | \$1,558 | \$1,620 | \$1,690 | \$1,765 | \$1,783 | \$1,936 | \$1,979 | \$2,043 |
| Community College of Aurora | \$1,404 | \$1,435 | \$1,471 | \$1,527 | \$1,598 | \$1,699 | \$1,717 | \$1,860 | \$1,903 | \$1,966 |
| Community College of Denver | \$1,593 | \$1,624 | \$1,616 | \$1,671 | \$1,753 | \$1,731 | \$1,749 | \$1,898 | \$1,945 | \$2,036 |
| Front Range Community College | \$1,580 | \$1,503 | \$1,544 | \$1,603 | \$1,678 | \$1,831 | \$1,849 | \$1,996 | \$2,041 | \$2,110 |
| Lamar Community College | \$1,564 | \$1,630 | \$1,672 | \$1,737 | \$1,815 | \$1,900 | \$1,918 | \$2,074 | \$2,117 | \$2,181 |
| Morgan Community College | \$1,494 | \$1,501 | \$1,537 | \$1,592 | \$1,665 | \$1,743 | \$1,761 | \$1,907 | \$1,950 | \$2,016 |
| Northeastern Junior College | \$1,876 | \$1,907 | \$1,943 | \$1,998 | \$2,078 | \$2,154 | \$2,172 | \$2,315 | \$2,358 | \$2,422 |
| Otero Junior College | \$1,488 | \$1,519 | \$1,555 | \$1,610 | \$1,680 | \$1,756 | \$1,774 | \$1,917 | \$1,960 | \$2,046 |
| Pikes Peak Community College | \$1,449 | \$1,470 | \$1,507 | \$1,563 | \$1,635 | \$1,733 | \$1,751 | \$1,902 | \$1,945 | \$2,051 |
| Pueblo Community College | \$1,541 | \$1,568 | \$1,594 | \$1,665 | \$1,740 | \$1,808 | \$1,826 | \$1,969 | \$2,012 | \$2,115 |
| Red Rocks Community College | \$1,513 | \$1,585 | \$1,586 | \$1,646 | \$1,722 | \$1,803 | \$1,821 | \$1,971 | \$2,014 | \$2,082 |
| Trinidad State Junior College | \$1,617 | \$1,654 | \$1,686 | \$1,753 | \$1,854 | \$1,930 | \$1,948 | \$2,091 | \$2,134 | \$2,198 |

Table E: FY07-08 Colorado Public Institutions vs. NCHEMs Peers Total Revenue

| Four-Year Institutions | | | |
|-------------------------------|--------------|----------------------|--------------------------|
| Tuition Rates | Peers | School Actual | % of Peer Average |
| CSM | | | |
| Resident Tuition & Fees | \$7,808 | \$10,050 | 128.72% |
| Non-Resident Tuition & Fees | \$19,733 | \$23,036 | 116.74% |
| CSU | | | |
| Resident Tuition & Fees | \$6,369 | \$5,419 | 85.08% |
| Non-Resident Tuition & Fees | \$17,791 | \$18,859 | 106.00% |
| UCB | | | |
| Resident Tuition & Fees | \$7,468 | \$6,636 | 88.85% |
| Non-Resident Tuition & Fees | \$20,949 | \$24,798 | 118.37% |
| UCD-Downtown | | | |
| Resident Tuition & Fees | \$6,778 | \$5,932 | 87.51% |
| Non-Resident Tuition & Fees | \$16,434 | \$17,888 | 108.85% |
| UNC | | | |
| Resident Tuition & Fees | \$7,211 | \$4,313 | 59.82% |
| Non-Resident Tuition & Fees | \$15,952 | \$12,892 | 80.82% |
| ASC | | | |
| Resident Tuition & Fees | \$4,703 | \$3,466 | 73.69% |
| Non-Resident Tuition & Fees | \$9,672 | \$10,810 | 111.76% |
| CSU-P | | | |
| Resident Tuition & Fees | \$6,506 | \$4,156 | 63.88% |
| Non-Resident Tuition & Fees | \$12,449 | \$14,514 | 116.59% |
| FLC | | | |
| Resident Tuition & Fees | \$6,232 | \$3,778 | 60.62% |
| Non-Resident Tuition & Fees | \$14,598 | \$14,980 | 102.61% |
| MSC | | | |
| Resident Tuition & Fees | \$5,679 | \$4,064 | 71.56% |
| Non-Resident Tuition & Fees | \$11,548 | \$12,225 | 105.87% |
| MSCD | | | |
| Resident Tuition & Fees | \$5,057 | \$3,079 | 60.89% |
| Non-Resident Tuition & Fees | \$13,858 | \$11,179 | 80.67% |
| UCCS | | | |
| Resident Tuition & Fees | \$5,876 | \$5,726 | 97.45% |
| Non-Resident Tuition & Fees | \$15,308 | \$16,782 | 109.63% |
| WSC | | | |
| Resident Tuition & Fees | \$6,334 | \$3,586 | 56.61% |
| Non-Resident Tuition & Fees | \$13,931 | \$12,418 | 89.14% |

| Two-Year Institutions | | | |
|------------------------------|--------------|----------------------|--------------------------|
| Tuition Rates | Peers | School Actual | % of Peer Average |
| ACC | | | |
| Resident Tuition & Fees | \$2,630 | \$1,959 | 74.49% |
| Non-Resident Tuition & Fees | \$6,003 | \$8,454 | 140.83% |
| CNCC | | | |
| Resident Tuition & Fees | \$2,513 | \$2,127 | 84.63% |
| Non-Resident Tuition & Fees | \$5,976 | \$4,157 | 69.56% |
| CCA | | | |
| Resident Tuition & Fees | \$2,630 | \$2,443 | 92.89% |
| Non-Resident Tuition & Fees | \$6,003 | \$9,679 | 161.23% |
| CCD | | | |
| Resident Tuition & Fees | \$2,630 | \$2,171 | 82.55% |
| Non-Resident Tuition & Fees | \$6,003 | \$6,432 | 107.14% |
| FRCC | | | |
| Resident Tuition & Fees | \$3,705 | \$2,171 | 58.59% |
| Non-Resident Tuition & Fees | \$6,702 | \$8,773 | 130.89% |
| LCC | | | |
| Resident Tuition & Fees | \$2,584 | \$2,688 | 104.04% |
| Non-Resident Tuition & Fees | \$5,964 | \$5,358 | 89.83% |
| MCC | | | |
| Resident Tuition & Fees | \$2,513 | \$2,171 | 86.38% |
| Non-Resident Tuition & Fees | \$5,976 | \$8,603 | 143.95% |
| NEJC | | | |
| Resident Tuition & Fees | \$2,584 | \$2,400 | 92.90% |
| Non-Resident Tuition & Fees | \$5,964 | \$7,406 | 124.17% |
| OJC | | | |
| Resident Tuition & Fees | \$2,513 | \$2,508 | 99.79% |
| Non-Resident Tuition & Fees | \$5,976 | \$5,178 | 86.64% |
| PPCC | | | |
| Resident Tuition & Fees | \$3,705 | \$2,051 | 55.35% |
| Non-Resident Tuition & Fees | \$6,702 | \$8,603 | 128.36% |
| PCC | | | |
| Resident Tuition & Fees | \$2,630 | \$2,171 | 82.55% |
| Non-Resident Tuition & Fees | \$6,003 | \$8,603 | 143.31% |
| RRCC | | | |
| Resident Tuition & Fees | \$2,630 | \$2,171 | 82.55% |
| Non-Resident Tuition & Fees | \$6,003 | \$8,603 | 143.31% |
| TSJC | | | |
| Resident Tuition & Fees | \$2,584 | \$2,312 | 89.49% |
| Non-Resident Tuition & Fees | \$5,964 | \$4,448 | 74.58% |

DHE Response to JBC Fee Concerns:

The JBC's letter to the LAC raised four concerns regarding how appropriated fees were reported, controlled, and monitored by the DHE. The Department provided the following response to the LAC in connection with the Committee's deliberation with the Office of the State Auditor to determine if an audit of student fees was needed.

1. Are there adequate controls in place to ensure that "Academic and Academic Facility Fees" do not exceed the appropriation?

Currently the institutions have three reporting procedures to ensure they do not exceed their appropriations:

- a. The institutions inform the Office of the State Controller (OSC) of total appropriated revenue earned and total expenses funded by those revenues at the end of the fiscal year. This data is used in the "Budget to Actual" report provided to the Office of the State Auditor.
- b. The institutions inform JBC staff, Legislative Council staff and DHE of detailed appropriated revenue earned by source in their Revenue Estimates. Revenue Estimates are normally provided in January/February and include prior year actual revenue reported, current year estimates and estimates for the following fiscal year. This information is used to determine if current year budget supplementals will be required and to assist in developing the budget for the following fiscal year.
- c. The institutions state appropriated revenue earned from student fees in the Budget Data Book. The Budget Data Book compiles the Education and General (E&G) revenues and expenses and is provided to DHE after the end of each fiscal year (normally in September). The Budget Data Book was revised for FY 2008 reporting to prescribe one format for appropriated instructional fees and one format for appropriated academic facility fees.

When these fees were first appropriated in 2006, the Higher Education Financial Advisory Committee worked with the OSC and designated Revenue Source Codes specifically for appropriated student fees in the Colorado Financial Reporting System. These codes are used to provide and to reconcile the fee data obtained through the above reporting procedures.

If a school codes and reports appropriated fees accurately and consistently, this revenue can be compared to its appropriations to determine if it has exceeded budget. If so, the institution and DHE can determine if a supplemental budget request is appropriate.

2. Is the term “Academic and Academic Facility Fee” applied consistently across all institutions?

With the proposed and accepted changes noted above, the JBC’s definition of appropriated fees (based on Academic and Academic Facility Fees) has been included in CCHE policy. Defining this term in policy should ensure that all schools report and treat appropriated fees uniformly. The following definition has been added to the fee policy:

Appropriated Fees: The General Assembly appropriates academic and academic facility fees that: 1) support the educational mission of the institution, as opposed to an auxiliary function; 2) are generally under the control of the institution rather than the students; 3) are not optional for the particular course of study chosen by the student; and 4) are not penalties for failure to comply with reasonable rules and regulations.

3. Are there other or better ways, beyond appropriating Academic and Academic Facility Fees, to ensure that fees are not used as a replacement for tuition, or to cross-subsidize the academic program?

The Department believes that the clearer definitions will elicit comparable data from the institutions and enable DHE, LAC, JBC and other interested parties to better understand trends in appropriated fees and identify any additional issues. Most mandatory fees are not “Academic or Academic Facility Fees,” so they are not appropriated; however, they are reported to DHE and require annual approval by governing boards and, depending on institutional policies and the type of fee, through a vote of the student body, consent from the student government, or student input to a fee committee. Relying on annual governing board approval and student input on these types of fees is consistent with the de-centralized structure of higher education and, arguably, with the institutions’ TABOR “enterprise” status under which most budgetary decisions are left to the governing boards.

4. Is the Department's reporting on mandatory fees accurate, consistent with national standards and sufficient to describe student costs?

The Department requires that all mandatory fees, i.e., a fee that assessed to all students, be reported annually in the Tuition and Fee Survey. These fees do not include course- or instruction-specific fees, such as lab fees, that depend on a student's particular course of study. The Department's treatment of mandatory fees as reported by the schools is consistent with national standards for reporting. The U.S. Department of Education's Integrated Postsecondary Education Data System (IPEDS) definition of mandatory fees is: "Required fees is the fixed sum charged to students for items not covered by tuition and required of such a large proportion of all students that the student who does NOT pay the charge is an exception." The Department annually updates our website to include tuition and mandatory fee rates for each institution in Colorado to provide a clear picture of the costs associated with attending college.