

Financing Fund for Access to the Higher Education System

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ABSTRACT

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This document aims to study some of the financing strategies that promote access to the public higher education system in Colombia. It seeks to build the path of public policy recommendations, a forgivable financing scheme aimed at citizens of strata 1, 2 and 3 to access the official higher education system in the municipality of Soacha in Colombia. To achieve the above, the study proposes a non-experimental method, which stands out for using documentary research techniques for observation and a documentary analysis technique for educational public policy. In this sense, the strategy is framed in content analysis and has an eminently qualitative component. Under this method, it is possible to conclude that it is an economic, political and especially cultural challenge, access to higher education, which must be considered within the framework of equity and equality of social justice, leaving aside the government policies that generally vary in the shift of government resulting in dependence on personal volunteers. As a result, the fund administration funds guarantee the improvement of educational quality in terms of access and coverage. For the latter, they commit subsidized strategies where the favored students project their research initiatives in the territorial development of the regions from which they come.

Keywords: Administration Funds, Higher Education Access, Retention and Permanence.

INTRODUCTION

The challenges of higher education in Latin America reveal paths associated with high quality standards that parameterize criteria of access, coverage, retention and permanence, among other structural elements of the educational development of communities and their territories. This has led to an increase in demand during the last five years, so that the financial requirements for higher education tend to increase considerably; likewise, countries are less able to meet these requirements given the large fiscal deficits (Pranevičienė et al., 2017). Hence, multiple actions and strategies have been designed and implemented in order to guarantee access to higher education for various population groups. Accordingly, some financing strategies can be pointed out in:

a) mechanisms of direct financing by the State, b) income from transfers, c) international cooperation, and d) legacies and/or donations (Domínguez, 2018).

In the face of direct financing mechanisms by the State, it is important to mention that they are systems that are based on a pre-established budget item, and this is the most frequent source of financing within higher education institutions. The direct state contribution is based on the social profitability of education. In other words, society in general benefits from the fruits provided by higher education and therefore countries must intervene in it (Naranjo

et al., 2018). However, it has been criticized that this type of allocation of funds is not accompanied by incentives for institutions to operate efficiently, however, there is no doubt that direct State intervention will continue to be the most important form of financing, at least in the medium term, mainly due to the large resources needed and the little development that other sources of university income have had (Sánchez et al., 2016).

With respect to the transfer income system, higher education institutions, by their nature, have competitive advantages that can be used to generate income. The sale of high-level technical services, advice on public or private projects, training and updating of human resources, and professional development plans, among others, can provide universities with income to sustain specific activities (Gonçalves, 2018). However, an important problem that higher education institutions face is that if they are successful in generating resources, they can be "punished" with a lower allocation by the State (Caldas de Castro & María de Almeida, 2020). In general, this type of initiative should be complementary to direct financing by the State (Gaete, 2021).

As for international cooperation, the logic lies in intensifying relations between universities and international organizations, in order to obtain benefits derived from greater global cooperation (Pranevičienė et al., 2017). Hence the importance of processes such as the exchange of professors and students, joint research between institutions, technology transfer programs of common interest, among others, to acquire greater relevance, since through the development of this type of activities it is possible to obtain important resources that translate into greater knowledge and specialization (de Melo Costa, 2018).

Of the last of the strategies mentioned, it is common in different countries for tax systems to stimulate donations and legacies from companies or individuals to higher education institutions (Guzmán-Valenzuela, 2017). For example, full funding of professorships is a common practice in the United States. Another example of raising funds through donations was Jamaica, where the University of the West Indies hosted a reunion of alumni who pledged to donate more than \$6 million. Likewise, it is common practice in North American universities for graduates to make contributory contributions to their universities annually (Sinchi & Gómez, 2018).

However, there are other alternative sources of financing that in some cases complement or replace some of the aforementioned sources. In this sense, there is the government contribution through specific taxes, where the financing mechanism is produced through the direct intervention of the State, with the difference that the income is obtained through a specific tax set for that purpose. One of the aforementioned advantages of this modality is that if it comes from a progressive tax, it has a positive impact on social equity (Santelices, Catalán & Horn, 2018). One of the necessary conditions for this source of financing to be viable is the existence of a sufficiently developed tax system and culture. Likewise, there are incentives for private universities; an example of this is Brazil, which has twenty-one federal, thirteen state, five municipal, and sixty-one private universities that enroll sixty percent of the student population throughout the country (Gonçalves, 2018).

In Chile there were only eight universities until 1980, but the reform introduced in the early eighties resulted in the establishment of 250 new institutions of higher education, mostly private. As a result of this reform, the number of students enrolled multiplied significantly, although the proportion of public expenditure for higher education as an average of GDP decreased by approximately seventy percent (Castro, Pavez & Contreras, 2021). Hence, one of the main criticisms of this approach is that the proliferation of universities creates such competition that it could cause a decrease in the quality of teaching. For example, in Chile, the proliferation of private institutes of higher education that offered only short degrees and hired only part-time professors was criticized, and in general the quality of these degrees was criticized (Sánchez et al., 2016). However, in most countries where tuition fees exist, the State creates a loan system in order to prevent less economically able students from being unable to access higher education (Verhine & Dantas, 2020).

The great difficulty in the analysis of educational credit systems is the very nature of credit, where it is based on the principle of the beneficiary's capacity for recovery; thus, people with lower payment capacities – low socioeconomic level – will be less likely to be entitled to be worthy of credits, since the probabilities of default are greater; however, if the objective is to increase social equity, it is necessary that they be directed to the sectors with fewer resources, otherwise it is possible that inequality of opportunities will increase (Gutiérrez, 2016). In some developed countries

-Great Britain and the Scandinavian countries, for example- the repayment of the credits is made in long periods and after the graduate has obtained a job; in other countries – the United States, for example – private banks grant loans and act as financial agents, but the State acts as a guarantor, in both cases a vigorous capital market is necessary

(Costa, 2018). However, the lack of viability of these credit systems is mainly due to three factors: first, very high subsidies to the interest rate, which decapitalize the funds destined for the granting of credits; second, high rates of non-compliance, at this point it is necessary to distinguish between non-compliance due to the student's inability to pay and voluntary non-compliance; and third, high administrative costs and lack of appropriate information systems (Bravo, 2019).

Problem statement

In accordance with what has been stated up to this point, it should be noted that the Colombian case is emblematic in that it brings together several of the forms that have been outlined in previous paragraphs. The financing of the public university is given through mechanisms aimed at supply and subsidies for demand. Among the supply mechanisms are the direct contributions of the Nation and the territorial entities, the generation of its own resources that each institution obtains in the exercise of its missionary work of training, extension and research, the resources from pro-university stamps, the support of the Administrative Department of Science, Technology and Innovation - Colciencias- to the projects of the universities and the promotion projects directed by the Ministry of National Education and, as for the demand-side financing projects, they are designed to guarantee the entry of graduates from secondary education and the permanence of students in higher education. The two fundamental strategies are the educational credit offered by the Colombian Institute of Educational Credit and Technical Studies Abroad -ICETEX- in its different modalities and the granting of maintenance subsidies for the permanence of students in the system (Ministry of National Education, 2017).

In this sense, programs have emerged the Ser Pilo Paga (SPP) program, an initiative that aimed to facilitate the access of low-income students with outstanding performance in the Saber 11 tests, to high-quality Higher Education Institutions (IES). According to Conpes document 3914 of 2018, the basic requirements to be a beneficiary included obtaining a minimum score in the Saber 11 test -310 in 2014, 318 in 2015, 342 in 2016 and 348 in 2017-; have a maximum specific score from the System for the Identification of Potential Beneficiaries of Social Programs -SISBEN- depending on the area of residence at the time of taking the Saber 11 test, and have been admitted to one of the high-quality HEIs in the country. According to the design of the program, the entire educational credit granted to the student for tuition and maintenance allowance will be forgiven as long as the student Beneficiary finishes their studies obtaining the undergraduate degree in the established times. Otherwise, the low-income student will have to return all the disbursements made during their time at the university. Under this scheme, SPP annually benefits 1.6% of the total number of eleventh-grade graduating students (Mora & Múnera, 2019).

However, such financing mechanisms have been criticized, especially as they configure modalities of massified higher education -which increases the coverage rates in tertiary education- and elitist -which reduces the number of students who access university education-. In other words, such mechanisms in the Colombian case only diversify the elitist segments of the system, without committing themselves to the reduction of inequality or to the full guarantee of the right to quality higher education. For this reason, many initiatives have proven to be somewhat inefficient and have a low impact, even generating perverse effects such as the one that privatizes and defunds public higher education, reproducing class inequalities and regional origin of people, intensifying competition among low-income students and making access to university education more prohibitive for the middle classes (Álvarez & Medina, 2019).

Consequently, this document aims to delve into financing, co-financing and subsidy schemes to access the higher education system in a country that is characterized by political, economic and cultural variables. Where the funds managing resources bet on a criterion that parameterizes the immense concept of educational quality – access and coverage – and seems to neglect or disregard the retention and permanence support that guarantees the success of the execution of an investment project with inclusive, diverse, fair and especially equitable characteristics. All in order to be able to design and implement, as a public policy recommendation, a forgivable financing scheme aimed at citizens of strata 1, 2 and 3 so that they can access the official higher education system in Soacha, Colombia, without parameterized limitations of age, gender, employment, racial, ethnic and/or religious status.

This is an issue that is important to address because between 2010 and 2017 investment in higher education increased in Latin America. These increased financial resources for higher education were allocated, in some countries of the region, through new mechanisms that incorporate objective criteria in the distribution of the budget among universities, such as formulas according to input and results indicators, although in general affecting only a small proportion of the total budget (García, 2019).

However, as a result of the Covid-19 pandemic, a very complex situation arises in countries in the Latin American region with high proportions of private enrollment, such as Chile and Colombia, where more than 60% of higher education financing comes from households (Inter-American Development Bank, 2021). The great economic shock we are experiencing will lead many students to leave their studies temporarily or permanently if they are not offered complementary subsidy and financing tools.

In Colombia, preliminary figures show a drop in university enrollment of more than 11% in the second half of 2020, compared to 2019 (ASCUN, 2021). Hence, this study means a contribution to the creation of strategies to improve student enrollment and permanence in the higher education system.

METHOD AND MATERIALS

Data collection and analysis instrument and procedure

To account for the object of study, an econometric model was first specified that would allow accounting for the determinants of admission to higher education in the municipality of Soacha. Consequently, a logistic regression model was chosen because the dependent variable is discrete with zero slope, which implies that it can only acquire two values, 0 and 1. So, what is sought is to predict the chances of 0 or 1. That is, given a certain value of x , what is the chance of Y_1 or Y_2 . This model is considered the most appropriate because, as the dependent variable is dichotomous, the assumption of normality can be relaxed. Although in this model the coefficients alone do not have a simple interpretation, however, through an analysis of marginal effects their interpretation becomes more understandable.

However, the Great Integrated Household Survey has been used to feed the model

-GEIH- carried out by the National Administrative Department of Statistics -DANE- for intermediate cities in 2018, taking the data obtained for the city of Soacha. This source is a survey that requests information on people's employment conditions – if they work, what they do, how much they earn, if they have social security, if they are looking for a job and sources of income – in addition to the general characteristics of the population such as sex, age, marital status and educational level.

In accordance with the above and following the work of García (2019), Melo Costa (2018), as well as Morales and Rodríguez (2018), sex, age, whether they have children, whether they studied in a public school, family income level – or that of the head of the family – whether they work and number of people in the family were constructed and defined as independent variables. Our response variable is having higher education.

It is worth clarifying when specifying the model, except for age, family and children, which are taken as continuous variables, the others were defined as categorical variables, which allowed the following equation to be proposed:

$$\text{logit(Pit)} = \beta_1 \text{Sex} + \beta_2 \text{Age} + \beta_3 \text{Children} + \beta_4 \text{School} + \beta_5 \text{Income} \\ + \beta_6 \text{Work} + \beta_7 \text{Family}$$

For the specific case, there were no problems of exact multicollinearity, since it was possible to estimate the effect of all the variables without problems. However, I do not accuse problems of approximate multicollinearity either, since when defining and constructing variables each one measured independent areas. As regards problems related to the heteroskedasticity, two normality tests were carried out, the first a Kolmogorov-Smirnoff test with a Lilliefors correction and the other an Anderson-Darling test, from which the following results were extracted:

Table 1. Kolmogorov-Smirnov and Anderson-Darling test start

Lilliefors (Kolmogorov-Smirnov) normality test	Anderson-Darling normality test
D = 0.10168, p-value < 0.000000000000000022	A = 5296, p-value < 0.000000000000000022

Source: Authors' elaboration in Stata Statistical Software.

From the above, it can be deduced that there are no problems with the residues and therefore there is no heteroskedasticity. In addition to these tests, the residuals were plotted (see graphs 1 and 2), reinforcing the issue

that the variance of the errors is constant in all the observations made, therefore, they are homoscedastic, as can be seen below:

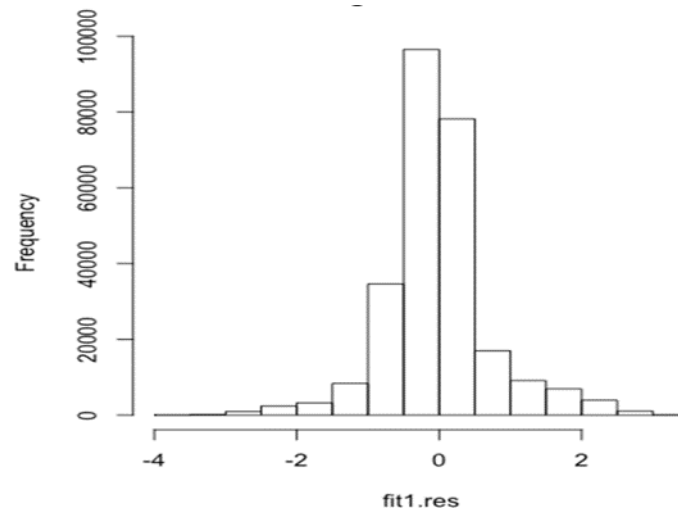


Figure 1. Histogram of the residuals.

Source: Authors' elaboration in Stata Statistical Software.

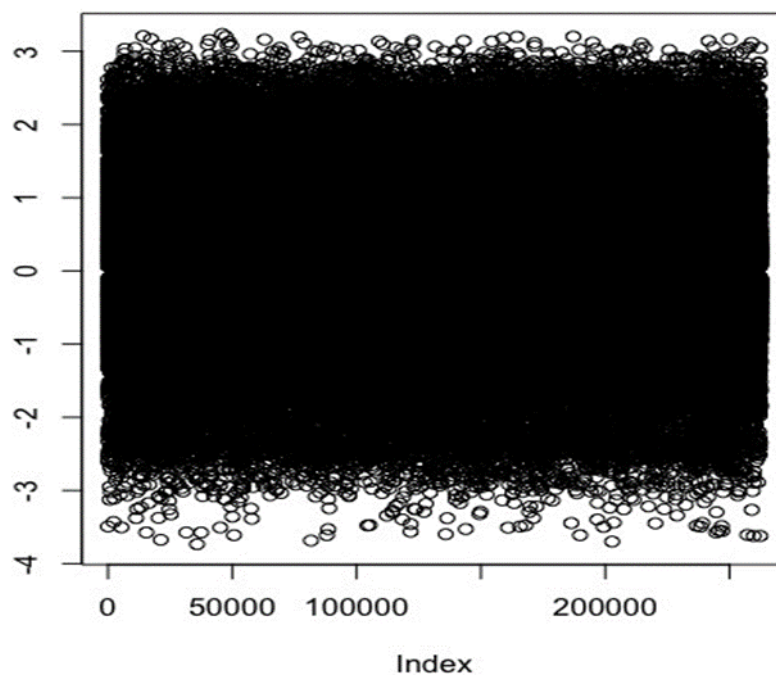


Figure 2. Waste diagram

Source: Authors' elaboration in Stata Statistical Software.

On the other hand, in order to account for the financing policies of access to higher education, through the Qualitative Content Analysis, the documentary material was observed and classified that, through the public educational policy, guarantees access to the official higher education system to citizens of a municipal territory that does not have any aid strategy. In the same way, it was possible to determine and define the knowledge of protagonist actors who, through perceptions based on categories and subcategories, revealed the need for the support strategy proposed in the result of this article.

Consequently, the universe of the research article was located in the second paragraph of Article 355 of the Political Constitution, which establishes: "the government at the national, departmental and municipal levels may, with

resources from their respective budgets, enter into agreements with private, non-profit entities of recognized suitability, in order to promote programs and activities of public interest in accordance with the national plan and the sectional development plans." Article of law that was regulated by Decree 777 of 1992, which allows the execution of agreements to support the management of the entity, whose purpose is the development of the social programs contemplated in the respective development plan.

The unit of analysis was based on Law 749 of 2002, which organizes the public service of higher education in the modalities of technical, professional and technological training, and dictates other provisions. Among which the following are pointed out legal provisions protected by Article 5. On the transfer of students. All Higher Education Institutions, by virtue of being part of the Higher Education System by regulating, in the exercise of their responsible autonomy, the criteria for the transfer of students and admission to training programs, shall adopt the procedures that allow the student mobility of those who have completed technical, professional and technological programs, taking into account the recognition of the degrees awarded by the institutions of the system.

The independent variables were analyzed within the regulatory framework of Law 115 of 1994, which enacts the general education law, according to article 1: Purpose of the law: "Education is a process of permanent, personal, cultural and social formation that is based on an integral conception of the human person, of their dignity, their rights and their duties. This law indicates the general ways to regulate the Public Education Service, which fulfills a function in accordance with the needs and interests of individuals, the family and society. It is based on the principles of the Political Constitution on the right to adaptation that every person has, in freedoms of teaching, learning, research and teaching in its character of public service." Article 29 states that academic secondary education will allow the student, according to his or her interests and abilities, to deepen his or her knowledge of a specific field of science, arts or humanities and to access higher education; In turn, Article 33 defines that among the specific objectives of technical secondary education is training appropriate to the objectives of academic secondary education, which allows the student to enter higher education; Likewise, Article 35 on the articulation with higher education at the level of secondary education follows the level of Higher Education, which is regulated by Law 30 of 1992 and the regulations that modify, add or replace it.

RESULTS

When analyzing the results of the regression (see table 2), it is observed that the chance of women to access higher education in the municipality of Soacha decreases by 6 percentage points compared to men. This allows us to contemplate that due to issues linked to sex, there would be a greater predisposition that they cannot be professionalized.

Table 2. Regression Chart

Variable	dy/dx	Standard Error	Z-Value	P-Value	LI	LS
Woman	-0.060	0.003	-17.990	0.000	-0.066	-0.053
Age	-0.013	0.017	70.200	0.000	0.012	0.013
Children	-0.05	0.005	12.240	0.000	-0.234	-0.213
School	-0.01	0.007	-9.180	0.000	-0.087	-0.055
Average Salary	0.04	0.004	6.160	0.000	0.370	0.430
Medium-high salary	0.05	0.003	10.580	0.000	0.520	0.635
High salary	0.055	0.047	11.040	0.000	0.488	0.671
Very high salary	0.059	0.029	8.740	0.000	-0.069	-0.050
Works	-0.02	0.037	-27.900	0.000	-0.347	-0.320
Family	-0.01	0.026	-69.170	0.000	-0.533	-0.510

Source: Authors' elaboration in Stata Statistical Software.

On the other hand, those who have children see their chance of entering a university decreased by 5 points compared to those who do not. Likewise, as the number of children increases, the chance decreases even more, allowing us to observe that the fewer children there is a greater possibility of accessing university. However, if age is added, it means that for each additional year the chance of entering a higher education establishment decreases by 1.3 percentage points.

As far as income is concerned, it can be observed that those with incomes below

1.2 million pesos will have fewer chances of accessing higher education compared to those with higher incomes. As shown in the exit table, the higher the income, the more chances a person will have of studying. Thus, someone with a medium income – more than 1.2 to 2.5 million – will increase their chance by 4 percentage points compared to someone with a low income and someone with a high income will have an increase of almost 6 points. Therefore, income has a great impact on whether someone has the chance to study a professional career in the municipality of Soacha. Which, if the educational factor is added, it can be seen that the population that studies in a public school decreases their chance of entering a university by 10 percentage points. It should also be noted that the more people the family group has, the chance decreases. This allows us to affirm that the larger the family, the less predisposition there is to enter a higher education establishment. The study also found that those people with whom they work are 10 percentage points less likely to study.

In view of the content analysis according to Law 30 of 1992, the following requirements are established for admission to higher education:

- For all undergraduate programs, you must have a bachelor's degree or its equivalent abroad and have taken the State exam.
- For specialization programs referring to occupations, the degree in the related occupation must be held.
- For specialization, master's and doctoral programs in the field of technology, science, humanities, arts and philosophy, a professional degree or degree in an academic discipline must be held.

Admission to vocational technical training programs in higher education institutions authorized to carry out training programs in occupations of an operational and instrumental nature requires:

- Have completed and passed basic secondary education in its entirety.
- To have obtained the Certificate of Professional Aptitude (CAP) issued by the National Learning Service (SENA) or to have worked in the specific field of such training for a period of no less than two years, after the SENA training.

Regarding the financing of higher education institutions, it should be noted that while the resources of private entities come essentially from the collection of tuition fees, those of public institutions originate largely from transfers from the central government and/or subnational governments. In the period 2000-2015, state spending at this level of education represented an average of 0.94% of GDP, of which a little more than half corresponds to contributions from the nation and the rest to territorial resources and parafiscal revenues. The nation's contributions are mainly allocated to the financing of the National, Antioquia and Valle universities, which receive about 30%, 10% and 9% of the resources, respectively. During the last decade, state resources for higher education have not shown significant changes with respect to GDP, which suggests that the State has not responded in parallel to the growth in demand for higher education quotas, although in recent years there has been a slight growth in the share of the nation's contributions to public HEIs. This shows that in Colombia the problem of real and effective inclusion of the lower socioeconomic strata is critical, since the poorest and their voices are, in themselves, excluded from society and with greater vehemence from public policies, whose action has been ineffective in counteracting the structural problem.

It is known that public policies have not fulfilled the institutional, social, political and administrative functions that society expects of them and, on the contrary, have become a factor of imbalance; this, paradoxically, has transformed them into a source of permanent tensions between the central State and the regions; For example, a harmful return without job guarantees to the beneficiaries is proposed, thus maintaining their segregation and the distance between the major centers of discussion and decision-making and their regions of origin. The idea of granting quotas to sectors of society that would never have entered the higher education system under other conditions is a positive way of

providing higher education in this country; However, policies are like a row of dominoes, provoking one implication after another.

The case of the access policy has a history of social exclusions that are only partially vindicated with the 1991 Constitution, the Colombian State, for example, does not recognize the ethnic and cultural diversity of the country before that date; This recognition translates, in turn, into the vindication of more specific rights such as the right to self-determination of peoples, to education, respect for identity, access to equal opportunities to research, science and culture. Then, the next step was the enactment of Law 30 of 1992, which organizes the public service of higher education. However, it does not typify new proposals for minority or excluded groups in the socioeconomic field, so it lacks tools that make explicit new mandatory services in the face of their needs. The problem of true inclusion begins to become evident when societies recognize these rights, which means that they had been denied.

However, the duality of Colombian norms and laws appears, since we all have the right to education, although only some will obtain a place in two possible ways. The first, through the offer of the public university; the second, for those who can afford the private offer through the coverage of the tuition or through credits with Icetex that will be paid in the following years after their graduation.

The problem that lies within it is that the State has not rethought a policy that not only includes the least favored or ethnically represented sectors of society, but also all those who do not have the economic possibility to carry it out. The university represents progress in societies, but in Colombia horizontal models have not been generated in policies for access to higher education, but each stratum corresponds to a type of institution.

Meanwhile, the State promulgates the importance of education, since what is inexplicable or incoherent is the fact that in all development plans in Colombia since the 1990s, coverage has been a problem of the first order, along with that of equity. Despite awareness of the problem, the investments made for the improvement of the system are not enough. There are few places and many students who leave high school and who are not in a position to enter the private offer and need to compete with many students for a place. As stated, the problem lies not only in the number of quotas or in permanence, but also in the parallel social factors that do not allow social mobility in all its magnitude; It is not only a matter of the absorption of demand, but of the alternative factors that do not allow everyone to be chosen. Public policies on access to education are based on the assumption of education from and for equal individuals, without taking into account origin.

Students take entrance exams with the belief that they have the same cultural capital as their "possible" peers and think that competition is on equal terms. But, in order to achieve a fairer society, neither the institutions nor the students have thought about what the State has to do: carry out policies that think about the other Colombia, not that of the elites or the masses, but that of the education of Colombians based on rights, for those who have and do not have the capacity to access it for different reasons. Instead of increasing quotas and opportunities in public higher education, the cost of education has been transferred to lower-income students and families (privatization of higher education funding). Credit cannot substitute or replace the necessary investment in greater public educational opportunities. What is required then are greater investments in expanding quotas and opportunities in public universities and more availability of educational credit for socioeconomic strata with greater capacity for debt and payment.

DISCUSSION AND CONCLUSIONS

Carrying out an analysis that allows these first results to be articulated in the light of the literature, it can be argued that female participation has been determined by factors associated with the number of children, income, and age (Olarte et al, 2018). In this sense, according to the cited authors, women exhibit a higher level of difficulty in accessing higher education, especially in large families with low incomes or when they have had children at an early age. This shows that at least in the municipality of Soacha, there is a

A significant statistical difference compared to men, thus demonstrating a present gap that has not been addressed or fully addressed by institutional channels. This situation is exacerbated by the fact that in the country the proportion of women without their own income is almost five times higher than the proportion of men in the same circumstance and the index of femininity in poverty has gone from 102.5 in 2008 to 118 in 2018, showing that women continue to have a higher ratio in poverty rates compared to men (UN, 2020), which greatly hinders their possibilities of access to higher education, even more so when they must attend to situations that lead them to prioritize articulation in the

labor market and not in the educational market (Parker, 2015).

In accordance with the specialized literature on access to higher education, people from public schools in countries with very wide gaps compared to private education (Guarín, Medina & Posso, 2018). In this regard, Mercado, Amador, and Cabana (2015) show that if the school is private and with a middle- to higher-income population, the higher the expectation and possibilities to enter higher education, while students from public institutions and lower strata have up to 40% less chance of entering higher education. In this regard, Melo, Ramos, and Hernández (2017) point out that the effect of public education on access to higher education is significant, as they state that educational quality, measured in terms of the number of students, availability of teachers per student, and institutional accompaniment, is much lower than in private institutions. This leaves the populations of these centers at a disadvantage, to establish better rates of return when it comes to having the possibility of studying a professional career, since the skills and social conditions also make it difficult to even think about anything other than accessing the labor market.

However, there are costs associated with higher education that put the poorest communities at greater risk. In this regard, there are other daily expenses that derive from education, such as textbooks, school materials to be used, or those derived from transportation (Ibero-American Social Security Organization, 2017). Together, these costs mean that it is estimated that the maintenance of the person can be an expense of approximately one third of the household income. If we add to this the fact that most families have more than one school-age child, these costs make continuity in the education system unfeasible in many cases and, consequently, cause the possibility of them ending up in the labor market to increase exponentially, especially if they have had to work even in their initial training (Aufseeser et al., 2017). Consequently, all these costs in many cases represent a tremendous economic effort for Latin American households – the Soachuno context being no exception. In addition, in addition to these costs, which are easily quantifiable, there are opportunity costs, which will be those derived from the income and income from work that the family or household no longer receives due to the student's absence from work in favour of their inclusion in the education system (Katharyne, 2018).

Therefore, it is possible to conclude that access to higher education is an economic, political and especially cultural challenge, which must be considered within the framework of equity and not of equality, leaving aside the fact that they are government policies that usually vary in the turn of government causing dependence on personal wills. Therefore, financing strategies for access to higher education should be sought even by local governments, which can tend to fill the gaps left by national policy. In this sense, funds for the administration of resources can guarantee the improvement of the quality of education in terms of access and coverage. The latter commit to subsidized strategies in which favored students project their research initiatives on the territorial development of the regions where they are from.

Consequently, the financing of this type of strategy should not be contingent, which should be repaid only if the program obtains a loan, either from the bank itself or from another source. If other strategies for maintaining this type of instrument are incorporated, based on the standards set by the MEN, efficiency, quality and coverage can be improved, since, if they are thought with criteria of universality and not competition, the less advantaged inhabitants can know and access some benefits, which end up strengthening the educational system. In this sense, the participation of at least two actors or organizations that favor financing should be promoted. This is because local and/or municipal governments have the possibility of creating financial support schemes that promote participation and inter-institutional alliances by virtue of a social purpose. Hence, the concepts of Inter-institutionality can be the basis of business alliances, since this term is the product of a construction and resignification of commercial elements and purposes, in sectors of social order; thus the particular case of the educational system; Inter-institutionality is an alliance between organizations that join forces to achieve common objectives and goals.

Thus, for the formulation of proposals of an educational nature, the construction of sectoral working groups is necessary, whose members can issue technical concepts of probability, feasibility and relevance. Since it would serve as an administrative, financial and legal body that analyzes and evaluates the constituent elements of the cooperative work proposals that are jointly formulated to operate by virtue of the development of the regions of Colombia. In other words, for territorial entities at the national, departmental or municipal level, this would be a statutory instrument that defines the guidelines for the development and execution of an initiative that favors those who are convenient and provides the basis for the parameters established in an agreement of wills with or without budgetary allocation.

However, operational regulations are needed to regulate these spaces, since if regulations or manuals of work functions are prepared according to the role played and made up by the institutional strata; as is the case of the student body that is regulated by its own regulations or the teaching body that is regulated by the functions manual. This will allow the formulation of technical cooperation agreements, which are nothing more than special agreements by virtue of which a national, international or foreign entity contributes goods, services or resources, without economic consideration by the State, for the design or implementation of plans, programs or development projects. Therefore, since they are not onerous contracts that have as consideration the payment of public resources, cooperation agreements are usually regulated by special rules that establish exceptions to the rules of administrative contracting and even to tax or budgetary regulations.

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