

# STATE OF COLORADO



DEPARTMENT OF HIGHER EDUCATION  
*Colorado Commission on Higher Education*

Bill Ritter, Jr.  
Governor

Raymond T. Baker, Chair  
Jill L. Brake  
Patricia Pacey  
Michael Plachy  
James T. Polsfut

Richard L. Ramirez  
Edward A. Robinson  
Joel S. Rosenstein  
Greg C. Stevinson  
James M. Stewart

David E. Skaggs  
Executive Director

## Colorado Commission on Higher Education Agenda

**August 13, 2007, 10:00 a.m.**

Vail Cascade Resort  
1200 Westhaven Drive  
Vail, Colorado 81657

### I. Opening Business

- A. Attendance
- B. Approval of Minutes for the July 10, 2007 Commission Meeting
- C. Reports by the Chair, Commissioners, Commission Subcommittees, Advisory Committee Members and Executive Director
- D. Public Comment

### II. Action Items

- A. 2008 Higher Education Admission Requirements (HEAR): Review and Proposed Recommendations for Implementation – Dr. Julie Carnahan
- B. Re-Approval for Participation in State Financial Aid Programs – Rocky Mountain College of Art & Design – Diane Lindner

## MINUTES OF THE MEETING OF THE COLORADO COMMISSION ON

### HIGHER EDUCATION

JULY 10, 2007

Chairman Ray Baker called the meeting to order at 9:15am.

Dr. Bill Scoggins, President of the Colorado School of Mines, welcomed the Commissioners and expressed his thanks for the continuous support of the School of Mines. Dr. Scoggins updated the Commission on programs and initiatives at the School of Mines along with infra-structure improvements.

Executive Director David Skaggs introduced the new Commissioners: Jill Brake from Pueblo, representing the 3<sup>rd</sup> congressional district; Patty Pacey, resident of Boulder, representing the 2<sup>nd</sup> congressional district; Mike Plachy from Centennial representing the 6<sup>th</sup> congressional district and noted that Greg Stevinson had been reappointed by the Governor.

Commissioners Ray Baker, Jill Brake, Patricia Pacey, Mike Plachy, Jim Polsfut, Ed Robinson, Joel Rosenstein, Greg Stevinson and James Stewart were present. Commissioner Richard Ramirez was excused. Advisory Committee members Representative Victor Mitchell, Senator Gail Schwartz and Robert Applegate were present. Advisory Committee members Representative Randy Fischer and Representative Nancy Todd were present by conference call. Advisory Committee Mark Malone was represented by Professor Wayne Artis. House Education Committee members Representative Mike Merrifield and Representative Judy Solano were present.

Commissioner Robinson moved to approve the June 7, 2007 minutes with a second by Commissioner Stewart. The motion passed unanimously.

**Chair Report:** Chairman Ray Baker reported the sub-committee on Capital Development is continuing to progress towards presentation to the Executive Director, the Commission and the Legislature.

**Executive Director Report:** Executive Director David Skaggs reported the Higher Education Summit was successful with agreement about a very broad set of goals for higher education involving financing and accountability, improvement and efficiency.

There were no Commissioner or Advisory Committee reports.

**Public Comment:** Jonathan Kurche, representing the Associated Students of Colorado (ASC), briefed the Commissioners on recent ASC activities, including a statewide Student Leadership Conference on September 15<sup>th</sup>. The conference goals include seminars with all the student leaders from across the state and forwarding nominations to the Commission for Robert Applegate's position on the CCHE Advisory Committee.

### PRESENTATION AND DISCUSSION

Dr. Julie Carnahan, Chief Academic Officer, presented an update and review of HEAR 2010 as the Commission in March, 2006 had requested occur in this timeframe. All applicants to

Colorado's four year postsecondary institutions who graduate from high school in 2010 and later are required to meet Phase II of the Higher Education Admission Requirements (HEAR). HEAR 2010 consists of 18 academic units which are comprised of 4 units of English, 4 units of Mathematics (Algebra I and higher), 3 units of Natural Science, 3 units of Social Science, 2 units of Foreign Language and 2 units of Academic Electives.

Vicki Leal, Academic Policy Officer, presented a national policy context and reported on research done by the staff, along with the findings.

Matt McKeever, Director of Extended Studies, reported on the background of HEAR Phase I and II and the Colorado policy context, along with the policy initiatives and implications.

Dr. Carnahan presented the following proposed options:

Option A - Delay of Phase II Implementation to a date certain with a comprehensive review of admissions policy. Given the unknown efficacy of HEAR in reducing remediation, revise the Admission Standards Policy so that the Phase II of HEAR takes effect with those applicants who graduate from high school in 2012 (or a specified later year) and undertake a comprehensive review of admissions policy, including an analysis of the Phase I (2008) HEAR on enrollment, remediation, and retention.

Option B - Separate foreign language and mathematics components of Phase II Implementation with optional reduction in requirements or waiver process;

B1. Foreign language. Revise the Admission Standards Policy to eliminate the foreign language requirement; or replace the foreign language requirement with two years of electives; or retain the requirement but permit school districts to request a temporary waiver.

B2. Fourth year mathematics. Revise the Admission Standards Policy to eliminate the fourth year mathematics requirement; or replace the fourth year mathematics with one year of electives; or retain the requirement but permit school districts to request a temporary waiver.

If the Commission selects the waiver option, staff presumes that a school district would be required to demonstrate and certify its inability to meet the Phase II requirements. Staff recommends that the details of any waiver system be developed in cooperation with K-12 and higher education stakeholders.

Option C – Phase II Implementation in 2010; requirements aligned with institutional selectivity revise the Admission Standards Policy to adjust and align Phase II requirements with institutions' admissions selectivity. HEAR Phase II requirements would vary in the same manner as the current admissions policy in which minimum index requirements are based on the selectivity of the institution. Staff would work with a group of admissions officers and K-12 representatives to develop a recommendation for the requirements for each higher education institution.

Dwight Jones, Commissioner of the Department of Education, addressed the Commission to express his support for adding rigor to college admissions standards and better preparing high

school students. He also expressed his discomfort with raising the bar without “taking a hard look” at the unintended consequences of doing so. Commissioner Jones was in favor of moving forward with the 2010 with some modifications and supported waivers where justified for specific districts.

Dr. Gerry Difford, Assistant Commissioner of Regional Services, CDE, expressed his opinion that the K-12 community had been left out of the HEAR discussions in the past. CDE recommends: 1) CCHE collaborate with CASB, the P-20 Council and the state and local boards of education; 2) not requiring a higher level math beyond Algebra II (calculus, trigonometry and analytic geometry) but allowing other mathematics courses (statistics, business math, and accounting); 3) reduce the foreign language requirement to one year.

Representative Mike Merrifield, chair of the Colorado House of Representatives Education Committee, urged more emphasis on the arts and creative thinking rather than math and science.

Ken Delay, representing the Colorado Association of School Boards, noted that the school districts around the state require resources and information. He said that CASB agreed with Commissioner Jones’ suggestions.

Gerald Keefe, Superintendent of Kit Carson R1 School District and Chairman of the Colorado Rural Schools Caucus, asked for a postponement of the HEAR Phase II entrance requirements to 2012.

Dr Stephen Bohrer, Superintendent of the Holyoke School District, asked for a postponement of the HEAR Phase II based on the resource issues rural districts face.

Representative Robert Witwer, Colorado General Assembly, urged the Commission not to weaken or further delay the implementation of HEAR Phase II. If the requirements are to be rolled back, he asked that waivers be granted in a targeted way.

Martie Semmer stated that the State World Language Advisory Committee, which she Co-Chairs, is in favor of 2010 HEAR across the board.

Tim Gianulis, representing the Colorado Art and Education Association and the Colorado Music Education Association, expressed the concern that more math courses will reduce the arts and music courses students will take. He supported Option B1 with an increase of the number of electives students will be allowed to take.

Rona Wilensky, Principal of New Vista Valley High School in the Boulder Valley School District, asked the Commission to consider the option of stopping at HEAR 2008. She felt that HEAR 2010 will affect who in the state attends a four year college and will also affect high school teachers who may unwittingly lower the standards for their courses to comply with the requirements.

Matt Gianneschi, Senior Policy Analyst from Governor Ritter’s office, discussed the role the

Governor's P-20 Council is playing in preparation and transition to post-secondary education and options that are being considered by the Governor and the Council

George Walker expressed his opinion it is disingenuous to discuss raising admissions standards when Colorado is 48<sup>th</sup> or 49<sup>th</sup> in the nation in terms of public funding for education.

Raul Cardena, Jr., Assistant Vice President for Enrollment Management and Student Access at the University of Northern Colorado, was in favor of maintaining the high standards of HEAR 2010 but also providing flexibility for students coming from different school districts and different backgrounds and experiences.

Kevin MacLennan, Director of Admissions and the University of Colorado-Boulder, offered further comments on the three options presented.

Geri Anderson, Provost of and representing the Colorado Community College System, supported Option A (delay of HEAR 2010 implementation until 2012) because of the difficulty in addressing all the competing pieces of legislation and policy adopted over the past two years.

Linda Curran, Acting Provost of Metropolitan State College of Denver, supported the delay (Option A) until 2012 due to the disparate socioeconomic impact of HEAR on Metro State's open admissions policy for students 20 and older.

John Sowell, Vice President for Academic Affairs at Western State College, expressed support for Option A so that more can be learned from the implementation of the HEAR 2008 standards and we have more opportunity to work with the P-20 Council.

Russ Meyer, Provost and Vice President for Academic Affairs for Colorado State University-Pueblo, supported deferring the implementation of HEAR 2010 for at least two years to give the P-20 Council time to make their recommendations.

Alan Lamborn, Vice Provost for Undergraduate Affairs at Colorado State College-Fort Collins and Chief Academic Officer of the CSU system, supported Option A, due to possible negative outcomes, but advocated an 18 unit requirement beginning in 2010.

After discussion among the Commissioners, Commissioner Stewart moved to approve Option B of the HEAR 2010 requirements with the modifications to include a fourth year of math that does not need to be higher than Algebra II and to require only one year of foreign language. Commissioner Stevinson seconded the motion.

Commissioners Baker, Plachy, Robinson, Rosenstein, Stevinson and Stewart voted in favor of passing the amended item. Commissioners Brake, Pacey and Polsfut voted against passing the amended item.

Commissioner Stevinson moved to adjourn. The meeting was adjourned at 3:20pm.

**TOPIC: 2008 HIGHER EDUCATION ADMISSION  
REQUIREMENTS (HEAR): REVIEW AND PROPOSED  
RECOMMENDATIONS FOR IMPLEMENTATION**

**PREPARED BY: JULIE CARNAHAN**

**I. SUMMARY**

All applicants to Colorado's four-year postsecondary institutions who graduate from high school in 2008 and 2009 are required to meet Phase I of the Higher Education Admission Requirements (HEAR 2008). This agenda item updates the Commission on implementation of HEAR 2008 and requests approval for revisions to existing admission policy.

The 2003 admission policy includes exemptions for students who do not meet HEAR 2008 and allows institutions to admit a percentage of students through a so-called admissions "window". Despite these alternatives for admission, DHE staff predict that a large number of students graduating from high school in the spring of 2008 will not meet HEAR requirements.

Analysis of HEAR 2008 implementation issues leads staff to make two recommendations for adjustments to the 2003 admission policy. The first recommendation would allow for an exemption for students with an index number more than 10 points higher than the minimum index number to a particular institution; the second would apply the 20% admissions window on a statewide rather than on an institution basis.

The recommendations are the result of extensive discussions concerning the policy's ramifications with academic vice chancellors, admissions officers, institutional research staff, and leaders in K-12 policy organizations. Staff recommendations in response to the concerns about the high number of students who may not meet HEAR 2008, are temporary remedies to be used during the implementation phase of HEAR 2008.

**II. BACKGROUND**

Since 1986, the Colorado Commission on Higher Education has held the authority to establish statewide admission standards for public colleges and universities. C.R.S. 23-1-113 directs the Commission to establish admission standards for public baccalaureate and graduate institutions of higher education. The statute states that "The criteria established and the specified performance levels shall be consistent with the role and mission established for each state-supported institution of higher education." In addition, the statute requires that admission policies use a combination of "high school academic

performance indicators” which include, but are not limited to, grade point average (GPA), class rank, and content standard performance level assessments.

The standards established by the Commission in 1987 for an entering freshman were based on the calculation of an admission index. The index has two components: a student’s high school performance (i.e., high school GPA or class rank) and performance on a standardized test. Each public four-year college or university in Colorado is assigned a minimum admissible index number based on the role and mission of the institution.

In 2003, the Admission Standards Policy was modified dramatically to include minimum academic coursework requirements, otherwise known as the Higher Education Admission Requirements (HEAR). Effective with applicants who graduate from high school in spring 2008 or later, in-state and out-of-state freshmen must meet the institution’s index standard and have completed the required pre-collegiate curriculum (if applicable) to meet CCHE’s freshmen admission standards. Included in the 2003 policy are provisions that exempt students from meeting admissions standards and HEAR 2008 requirements. Exemptions are typically allowed for students who are not in the category of first time college going students or who are able to demonstrate comparable knowledge and competencies.

The 15 academic units required for applicants who graduate in the spring of 2008 or later are listed below.

**Table A: Higher Education Admission Requirements**

<b>Subject</b>	<b>2008</b>
English	4 Units
Mathematics <sup>1</sup>	3 Units
Natural Science <sup>2</sup>	3 Units
Social Science <sup>3</sup>	3 Units
Foreign Language	N/A
Academic Electives <sup>4</sup>	2 Units
<b>Total Units</b>	<b>15 Units</b>

<sup>1</sup> Algebra I and higher

<sup>2</sup> Two units must be lab-based

<sup>3</sup> At least one unit must be U.S. or world history

<sup>4</sup> Any academic area listed above or foreign language, computer science, art, music, journalism, or drama.

### **III. STAFF ANALYSIS**

#### **A. Students Exempt from Higher Education Admission Requirements**

To provide some context for evaluating the recommended adjustments, it is useful to consider the various existing policies that exempt a student from meeting HEAR 2008.

- High school graduates prior to spring 2008
- Students who have a baccalaureate degree
- Students who have a foreign transcript
- Applicants to the two-year role and mission of a four-year institution
- Concurrently enrolled high school students
- Internal transfer students age 22 and older
- Non-degree seeking students
- Applicants to Metropolitan State College of Denver (over 20 )
- Students participating in a formal exchange program
- Transfer students with 30 or more college credits who meet GPA requirements
- Students who have successfully demonstrated assessments of comparable knowledge and competencies

#### **Staff Recommendation**

The Commission revise the 2003 Admission policy on the 2008 HEAR requirements to include an exemption for students whose index number exceeds the minimum institutional admissions index number by more than 10 points<sup>1</sup>. The exemption would be effective for students graduating from high school from spring of 2008 through fall of 2009. The primary purpose of HEAR requirements was to reduce the remediation rates of entering students and as a consequence increase retention and graduation rates. An analysis of the relationship between index numbers and remediation rates of entering students suggests that remediation rates decrease significantly with higher index numbers.

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<sup>1</sup> More than 15 points for MSCD.

Table B : Fall 2005 Comparison of the Number of Students Needing Remediation - by Index Score

Institution	Index	Fall 2005 1st Time Enrollment	Remedial #	Remedial %	Remedial # 10+ points above Index	Remedial % 10+ points above Index
Adams State College	80	435	275	63%	89	20%
Colorado School of Mines	110	780	23	3%	2	0%
Colorado State University	101	3,850	435	11%	27	1%
Colorado State University - Pueblo	86	625	288	46%	74	12%
Fort Lewis College	80	861	378	44%	94	11%
Mesa State College	80	1,109	621	56%	180	16%
Metropolitan State College of Denver	76	1,911	1,011	53%	258*	14%*
University of Colorado - Boulder	103	4,989	73	1%	2	0%
University of Colorado - Colorado Springs	92	1,021	10	1%	1	0%
University of Colorado at Denver and Health Sciences Center	93	769	190	25%	41	5%
University of Northern Colorado	94	2,439	303	12%	16	1%
Western State College	80	459	187	41%	58	13%
		19,248	3,794	20%	1,009	5%

Source: SURDS data, Fall 2005

\* MSCD remedial count and percentage references students with an index score 15 or more than the assigned index score

Exempting students with higher index numbers regardless of whether or not they met HEAR 2008 would accomplish the intent of the 2003 admission policy of reducing remediation, and thereby increasing retention and graduation rates.

## B. Specifications for Freshman Admission Window Sizes

Statute directs the Commission to establish admission standards for first-time freshman and transfer students and specifies the criteria to be used for each. Statute also states: “In lieu of such criteria, additional criteria may be used for up to twenty percent of the admitted freshman students.” C.R.S. 23-1-113 (1) (b)(c). This way of gaining admittance for “...up to twenty percent of the admitted freshman students” is referred to as *being admitted through the window*.

### Staff Recommendation

Currently, each institution is allowed to admit (i.e., exempt) a percentage of students who do not meet either the index or HEAR. The percentage allowed for each institution is based on the institution role and mission. The range for this exemption window is from 10% to 20%. Staff recommend 1) that each institution’s window sizes and 2) that the 20% window be calculated and applied on a statewide rather than an institutional basis. This policy would allow for the reallocation of unused window slots as needed by institutions whose entering students do not meet HEAR 2008. Applying the 20% window statewide would be effective only as a transitional measure for students graduating from high school from spring 2008 to fall 2009. It should be noted that flexibility in applying admissions window sizes occurred when admissions standards were first put in place by

the Commission as documented in the CCHE policy dated October 3, 1986. During the implementation period for 1986 policy, institutions were given two, four and six years to reach the 20% admissions window size.

The following Table C indicates the extent to which each institution used its exemption window in its most recent admissions decision. The table also shows the number of potential window slots that could be reallocated based on institution window sizes of less than 20%.

**Table C : 2006/2007 Admits by Index and Window**

Institution	# Admitted in Window	# Admitted above Index	Total Admitted	2007 Window %	Window Difference	Projected # Reallocation
Adams State College	66	1,160	1,226	20%	0%	0
Colorado School of Mines	110	2,444	2,554	10%	10%	255
Colorado State University	985	8,660	9,645	14%	6%	579
Colorado State University - Pueblo	202	1,468	1,670	17%	3%	50
Fort Lewis College	155	2,138	2,293	20%	0%	0
Mesa State College	48	1,597	1,645	20%	0%	0
Metropolitan State College of Denver	64	3,684	3,748	20%	0%	0
University of Colorado - Boulder	1,671	14,420	16,091	14%	6%	965
University of Colorado - Colorado Springs	173	2,410	2,583	17%	3%	77
University of Colorado at Denver and Health Sciences Center	200	2,106	2,306	17%	3%	69
University of Northern Colorado	1,022	5,362	6,384	17%	3%	192
Western State College	152	1,298	1,450	20%	0%	0
	4,848	46,747	51,595	-	-	2,188

Source: SURDS data, Fall & Summer 2005  
\* Numbers came from 2007 Spring UAF using full year tables.

Included in this recommendation would be a Commission directive for DHE staff to work with the institutions to develop a model for reallocating unused window slots from one institution to another, not to exceed the 20% window for admitted students on a statewide basis.

#### **IV. STAFF RECOMMENDATION**

**That the Commission approve the recommended revisions to the 2003 Admission Policy, as presented in this agenda item.**

**TOPIC: RE-APPROVAL FOR PARTICIPATION IN STATE FINANCIAL AID PROGRAMS—ROCKY MOUNTAIN COLLEGE OF ART & DESIGN**

**PREPARED BY: DIANE LINDNER**

**I. SUMMARY**

Institutions currently participating in state funded financial aid programs are required to re-apply for participation if the institution goes through a change in ownership. The Commission is directed by statute to establish the eligibility guidelines and determine the institutions eligible for participation in Colorado student aid programs. After reviewing the new application (occasioned by a change in majority ownership) and supporting material, Rocky Mountain College of Art & Design meets CCHE's guidelines for participation. The staff recommends that the Commission re-approves Rocky Mountain College of Art & Design as a participant in the state financial aid program.

**II. BACKGROUND**

Under CCHE policy, non-public (not-for-profit and proprietary) colleges, universities, and vocational schools' eligibility in state funded financial aid programs is legally tied to ownership. A change in ownership or control of a non-public institution terminates eligibility and new owners must submit a new application and the institution under new ownership must meet CCHE requirements for an "eligible institution". An eligible institution is one that is operating in Colorado and can document that it has a governance structure, institutional capability to administer a student aid program, and sufficient in-state enrollment in eligible programs. An "eligible program" is a program of education or training that:

- 1) Admits, as regular students, only persons having a certificate of graduation from a secondary school (high school graduates), the recognized equivalent of that certificate (GED), or persons beyond the age of compulsory school attendance in the State of Colorado who have been shown to have the ability to benefit from the education or training offered.

- 2) Leads to a bachelor's, associate, professional, or higher degree, or

Is at least a two-year program which is acceptable for full credit toward a bachelor's degree, or

Is at least a one-year program leading to a certificate or degree that prepares a student for gainful employment in a recognized occupation, or

Is, for a proprietary institution or a postsecondary vocational institution, a program of at least six months duration (16 semester hours or trimester hours, or 24 quarter hours, or 600 clock hours) leading to a certificate or degree that prepares students for gainful employment in a recognized occupation.

At minimum, an institutional applicant must have successfully administered federal campus-based programs for at least two years, have the proper accreditation standards, and have submitted an application to the Commission.

### **III. STAFF ANALYSIS**

Recently, Rocky Mountain College of Art & Design underwent a change in ownership and has submitted a new application for participation in state funded financial aid programs. After review of the application material, DHE staff conclude that they continue to meet the qualifying criteria for participation. The change in ownership will not affect the existing governing board structure, accreditation, compliance with the degree authorization act, nor will it change the overall mission of the institution.

### **IV. STAFF RECOMMENDATION**

That the Commission re-approve Rocky Mountain College of Art & Design for participation in state funded financial aid programs.